



**Executive Board**

**Thursday, 21 September 2006 2.00 p.m.  
Marketing Suite, Municipal Building**

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

**Chief Executive**

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

**PART 1**

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<b>1. MINUTES</b>	
<b>2. DECLARATIONS OF INTEREST</b>	
Members are reminded of their responsibility to declare any personal or personal and prejudicial interest which they have in any item of business on the agenda, no later than when that item is reached and (subject to certain exceptions in the Code of Conduct for Members) to leave the meeting prior to discussion and voting on the item.	
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*Please contact Lynn Cairns on 0151 471 7529 or e-mail [lynn.cairns@halton.gov.uk](mailto:lynn.cairns@halton.gov.uk) for further information.  
The next meeting of the Committee is on Thursday, 12 October 2006*

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

**REPORT TO:** Executive Board

**DATE:** 21 September 2006

**REPORTING OFFICER:** Strategic Director – Health & Community

**SUBJECT:** Healthy Eating

**WARD(S)** Borough-wide

1.0 **PURPOSE OF REPORT**

1.1 The purpose of this report is to present the findings of the Healthy Eating Topic Team and to seek adoption of and action upon its recommendations.

2.0 **RECOMMENDATION**

- i) That the recommendations be agreed and that progress with implementing this plan and its impact be monitored periodically by the Health PPB.

3.0 **SUPPORTING INFORMATION**

**CONTEXT**

3.1 The decision to examine this Topic as a joint scrutiny team was prompted by a number of important factors:

- increasing concern about diet and obesity and its actual and potential impact on health (e.g. the expected diabetes ‘epidemic’)
- the ever-strengthening evidence on how important healthy eating is in preventing ill health (alongside taking exercise, stopping smoking etc.)
- improving health is Halton Borough Council’s top priority and one of the Halton Partnership’s 5 strategic priorities, so the issue of healthy eating is tightly aligned to the Borough’s key objectives.
- Moreover, the Topic Team took the view that the Council and key partners cannot ignore the need to promote something so fundamental to human health and wellbeing as healthy eating
- To quote the Annual Report of Halton’s Director of Public Health

*“Scientists estimate that a quarter of deaths from heart disease and a third of deaths from cancer could be prevented by changing the food we eat... Besides preventing heart disease and cancer, healthier eating will control weight, preventing diabetes, arthritis and*

*mobility problems”*

**YET**

*“In Halton (only) 1 in 10 men eat the recommended five daily pieces of fruit or vegetables. Women do slightly better, with 3 out of 20*

With the need and scope for more healthy eating so obvious and the evidence of the associated benefits well recognised, the Topic Team did not spend much time rehearsing this already well-trodden ground. Its attention focussed instead on

- Identifying the main issues and barriers to healthy eating in Halton
- Exploring how these might be overcome and what to prioritise and developing a set of sound recommendations for improvement in the prioritised areas, based on the evidence gathered

3.2 The Healthy Eating Topic Team was jointly chaired by Councillors A Gerrard (from Health PPB) and E Jones (from Life Chances PPB) to reflect importance of this issue to both boards. The team comprised Councillors Gerrard, Jones, Horabin, Inch, Swift, Parker, lead officer Peter Barron (Operational Director, Older People), and supported by Alex Villiers (Chief Scrutiny Advisor) and Diane Lloyd, and met between November 2004 and October 2005 on 7 occasions.

3.3 Early in the process, and not unexpectedly, the Topic Team recognised that the subject of Healthy Eating was very large and that it would be necessary to focus on agreed priorities. Drawing on evidence and advice from experts consulted by the Team it was decided to concentrate on children and their families, and as a special case to include young people about to set up their own home for the first time. There were several reasons for this choice, but chief amongst them were that these groups, and the unique opportunity for sustained contact provided by the school years, were deemed to offer most scope for influencing life-long eating habits for the better. Although the main focus was on children the Topic Team also considered adults

**WITNESSES**

- Ella Coakley – Marketing & Health Promotions Officer School Meals Service
- Chris Patino – Head of Service, Catering, Cleansing and Stadium
- Kim Ellor – School Meals Manager
- Paula Thorpe – Health Living Centre – HLC
- Anna Nygaard – Healthy Living Centre Programme Manager
- Jessica Williams – Chief Sure Start Dietician

- Pauline Sinnott – Community Development Officer
- Daniel Seddon – Director of Public Health
- Ifeoma Omyia – Specialist Registrar in Public Health
- Pam Worrall – Healthy Schools Standard
- Anu Brown – 5-a-Day Nutrition Coordinator [Food Health Advisor]
- Graeme Crewe – Food Co-op Project/Development Manager

3.4 Although the findings of this report can be expected to have an impact on long term health, such obesity and the incidence of diabetes, these are not directly addressed here. Similarly, recent research has identified that some 40% of older people may be malnourished and that besides the effects of this on their health and wellbeing, it is estimated to be costing the country £2.8 billion p.a. to deal with the consequences (e.g. in terms of ill health and hospitalisation). The Health PPB is encouraged to look seriously at these issues as possible subjects for future Topic work.

#### 4.0 **APPROACH TAKEN**

4.1 The Topic Team gathered evidence from desk research, from reporters or witnesses at Enquiry Panel sessions and from supplementary meetings with people involved in promoting healthy eating.

4.2 This evidence was assembled and analysed according to 6 key themes:

- Policy and Co-ordination
- Performance Standards
- Finance and resources
- Communication and participation
- School Meals Service
- Nutrition and its effects on learning

4.3 A set of recommendations was then developed from the findings and these are contained in Appendix 1. A copy of the full report is available from the Council's Chief Scrutiny Officer.

4.4 Although there was a very significant amount of information made available to the panel it became clear that there is no one overview or perspective on the current state of healthy eating in Halton. Many agencies, individuals and groups are involved in work to improve the diet of the borough, particularly in relation to young people. However no one group appears to have the whole picture. That has meant that what should have been fairly easy questions to formulate answers too often proved more complex, which is why a recommendation to form a Food Partnership Group was identified.

**5.0 REVIEW CONCLUSIONS**

5.1 Considerable evidence was provided to and considered by the Health Scrutiny Topic Team. Overall the Topic Team were impressed with the commitment of those who are working in services around food within Halton Borough. The food available to children within our schools has improved markedly over the last few years with increases in the use of fresh ingredients and decreases in processed ingredients. The Halton Healthy Schools Standard has clearly supported progress. Many schemes and initiatives have been and are being undertaken to improve healthy eating within the Borough, through the HFP, SureStart and Healthy Living Programme to name but a few.

5.2 In the absence of a clear understanding of what is the best pattern of services locally against which to commission it was difficult for the topic team to make informed decisions. Policy changes quickly and the need to strategic leadership and co-ordination was evident. The principal recommendation of this Committee was that this stating of a clear baseline, assessing Halton's position against it and what should be commissioned and de-commissioned should be undertaken by a food partnership group.

5.3 The resources available to staff within the system were raised in a number of submissions and there is clearly heavy reliance on short term funding. However without effective mapping we are not convinced that the overall level of resource is insufficient. In fact if existing resources are in future deployed without overlap the topic team were convinced that many of the actions identified could be met within existing pool of resources.

**6.0 POLICY IMPLICATIONS**

6.1 The recommendations are intended to influence policy and result in a number of improvements, including:

- Improvement in the health and development of children in Halton.
- Reduction in a range of barriers to learning intended, amongst other things, to improve behaviour, concentration and ability to access learning and school achievement, and particularly amongst children with social, emotional and behavioural difficulties and with special educational needs.
- Greater expertise and capacity to support schools and other relevant establishments in managing and ameliorating the barriers outlined in the report.
- Executive Board decision feedback to Health PPB
- Widen the agenda to impact upon parents and adults.

**7.0 FINANCIAL IMPLICATIONS**

7.1 Adoption and implementation of the recommendations set out in the report is likely to have direct cost implications, although further work by the proposed strategic group is needed to consider existing resource deployment. However, the recommendations are largely preventative and well grounded in research, and it is anticipated that their implementation will avoid the requirement to fund much more costly support and remedial measures that would otherwise be needed for numbers of children in the Borough. In short, the recommendations should at least be self-financing if 'savings' that accrue are recycled.

**8.0 RISK ANALYSIS**

8.1 The Council is quite routinely fielding the risks and costs associated with situations/individuals where things 'go wrong' and where barriers to learning contribute to one or more problems [e.g. learning, emotional and/or behavioural difficulties, exclusion from school] that require intervention/support on the part of the Council or other public services. The service budgets involved tend to be demand driven and can be significant in terms of both size and volatility. Most of the recommendations in this report can be seen as 'risk control measures' in respect of these existing risks facing the Council.

8.2 With respect to the risks associated with the recommendations themselves, the often complex and multi-faceted nature of the problems arising from barriers to learning, plus other e.g. family/social factors, mean that there can be no guarantees that the recommendations will 'cure' the problems experienced or completely remove the barriers to learning identified. The Topic Team has, however, taken a number of steps to control risks:

- Recommendations are largely founded on research evidence and good practice, or else reflect the advice of expert witnesses or Topic Team members
- The recommendations are not big ticket items in themselves but have the potential to impact positively on some fairly major Council budgets. The financial downside is therefore limited.
- It is also recommended that the implementation and impact of the actions proposed is systematically monitored and evaluated so that success or failure of measures taken can be readily identified and appropriate follow-up action taken promptly. These will be reported to the Health Policy and Performance Board.

**9.0 EQUALITY AND DIVERSITY ISSUES**

9.1 The nature of the recommendations is such that the greatest

benefits are likely to accrue to those who are most disadvantaged by barriers to learning and at greatest risk of exclusion/alienation, school failure etc. In consequence, the net effect of the recommendations should be to promote equality of opportunity and improve the life chances of some of Halton's most disadvantaged people.

10.0 **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>
Healthy Eating Health Policy & Performance Board February 2006	Runcorn Town Hall	Peter Barron Operational Director Older People/PSD Services



## **SUMMARY OF RECOMMENDATIONS FROM HEALTHY EATING SCRUTINY REPORT**

### **Policy and Co-ordination**

1. A new strategic food partnership to be developed to improve co-ordination of thinking and activity in relation to healthy eating across all age groups.
2. The partnership will need to establish a clear set of coherent and mutually supporting policies in relation to healthy eating that, amongst other things:
  - Identify and address any significant gaps in coverage for high need areas/groups
  - Ensures consistency and continuity through various key transitional stages (e.g. from SureStart to school) so that the benefits of good work on:
    - healthy eating are not lost but are sustained and developed.
    - Ensure initiatives are evaluated and that evidence influences policy.
    - Value for money
3. A senior lead officer and/or lead member to be identified as a lead for healthy eating [suggest operational director level] and chairs the strategic healthy eating group
4. Officer support to the strategic group should be identified from corporate policy team to support lead member/officer.
5. The strategic food group needs to operate within a clear governance framework so that it is able to influence and advise partner agencies. The two lead agencies would be from within the Council and the Primary Care Trust.
6. The operational implementation of strategy should be separated out from the strategic role. A separate operational group should be formed and report to the strategic group to agreed standards.

### **Performance Standards**

1. A clear performance framework is needed for the new groups, based on agreeing measurable outcomes and clear, SMART targets so the current position and changes in it can be monitored.
2. The Halton Health Schools Standard – Healthy Eating theme should be updated (and reviewed annually) to include current evidence and

good practice.

3. Within the new HSS clear definitions of the exact meaning of terms is needed.
4. A consistent approach to changing eating behaviour is needed and should form part of the work programme of the strategic group.
5. The need for and role of the food co-operative needs to be evaluated
6. Standards for food need to refer not only to quality of ingredients but also the eating environment and the presentation of food. Minimum standards in terms of proper meal times (to support proper digestion), 'sit down' meals with laid tables are also required. Teachers should also be encouraged to eat with the children.
7. Leadership and policy setting need to develop ways of more closely involving parents, schools, councillors and governors to achieve an overall agreed approach that best serves future interests of children.
8. Schools need to evaluate the dining space available and consider within school priorities capital bid submissions / development bids to improve the facilities.
9. Greater evaluation and evidence of impact is needed for food initiatives. This evidence needs to be considered by the strategic body leading food policy.
10. A healthy aging strategy should be developed for Halton Borough that incorporates food and nutrition as a key dimension.

### **Finance and Resources**

1. A system wide financial strategy should be developed
2. Additional funds that are passported through to SMS must go to improving the food 'on the plate'.
3. Future investment of NRF should be based on some match from funding organisations.
4. The strategic group are to undertake that mapping to feed back to the healthy eating scrutiny group in 6/9 months.
5. In order for mapping to make changes the Partnership should also establish the current funding and resource baseline for Halton.

### **Communication and Participation**

1. A marketing and information strategy should be developed identifying the groups who need to be reached, the information they need to have and effective ways of disseminating that information.
2. The marketing and information strategy needs to be owned by stakeholders and the strategic body that leads food strategy.

### **School Meals Service**

1. The SMS should continue to provide meals for schools. However it should be properly commissioned and accountable to strategic food partnership and schools for delivering an agreed menu. An annual business case should be presented to the strategic group.
2. The mission of the SMS should be 'to promote the health of children'.

### **Nutrition and its effects on learning**

1. A number of primary schools should be invited to volunteer to pilot the nutritional recommendations which are designed to improve concentration and behaviour, and the impact of these measures on behaviour, health, pupil achievement etc. should be properly evaluated.
2. Subject to the outcome and learning from the pilots, the recommended practice should be shared/rolled out across primary schools in the Borough where they are not already in place.
3. So far as is practicable and with the support of parents and governors, schools should adopt a robust approach to eliminating 'junk' and highly processed ingredients / products from food and drink consumed at school (e.g. items from vending machines, tuck shops and from packed lunches such as sugary drinks, biscuits/cake, crisps, reconstituted protein and other products high in preservatives and additives).
4. Schools should support and implement emerging Government proposals for pupils to be weighed and measured annually, and advice on diet, exercise etc. should be offered where appropriate and shared with parents.
5. A nutritious breakfast should be made available for children where this is not provided at home (i.e. breakfast clubs).
6. Water should be readily available for children at school and they should be encouraged to drink enough to remain properly hydrated throughout the day.

7. Pupils' intake of Omega 3 fatty acids should be enhanced to recommended levels either through approved supplements or otherwise through changes to the diet.
8. Pupils' intake of iron (in combination with vitamin C to enable effective absorption) should be enhanced to recommended levels either through approved supplements or otherwise via an iron-fortified diet.
9. A healthy mid-morning/break time snack should be made available for primary school children (typically wholemeal bread/toast, milk and fruit).
10. Plan to promote take up of the Healthy Start initiative when it reaches Halton.

**REPORT TO:** Executive Board

**DATE:** 21 September 2006

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

**SUBJECT:** 5Boroughs Partnership NHS Trust Model of Care

## **1.0 PURPOSE OF REPORT**

1.1 To provide the Executive Board with an assessment of the 5Boroughs Partnership Model of Care proposals, highlighting the key issues for the Council to consider.

## **2.0 RECOMMENDATIONS: That the Executive Board:**

- i) note and comment upon the report;**
- ii) indicate what view they wish to express based upon the two reports contained in this report;**

## **3.0 SUPPORTING INFORMATION**

3.1 The Executive Board will recall that a report was presented to their Board on 20 July 2006. This report examined the Model of Care proposed and an early analysis was undertaken by the Council and Halton PCT. In general terms the view was that the model provided a sound platform to modernise mental health services based upon the model.

3.2 However, the report highlighted significant concerns about the lack of information, quality of data supplied and uncertainties about the funding issues and invited the 5 Boroughs to respond to these issues.

3.3 In addition, the Council agreed to commission an independent analysis of the proposals.

3.4 Halton, Warrington and St. Helens Council's agreed to form a Statutory Joint Scrutiny Committee to scrutinise the proposals and agreed to meet on 3 occasions and listen to the views of the 5 Boroughs and the three PCT's. At the meeting on 7 September, 2006, they agreed the attached report in Appendix 1 subject to some further additions and amendments. At the time of writing this report the final Scrutiny report had not been forwarded to the Council. The amended report will be circulated before the Executive Board meeting on 21 September 2006. These do not change the thrust of the recommendations. The concerns raised by Joint Scrutiny in essence are similar to those contained in the report undertaken by the Independent Consultant.

**4.0 CURRENT POSITION**

- 4.1 Since the report was presented the 5 Boroughs have continued with their public consultation but at the same time extended the deadline for responses from key stakeholders to 15 September 2006. The Chief Executive from the 5 Boroughs has agreed that Halton Borough Council can formally respond after its meeting of the Executive Board on 21 September 2006.
- 4.2 This additional time provides an opportunity to consider the independent report attached at Appendix 2 and the outcome of the Joint Scrutiny.
- 4.3 During the last two months a number of meetings have occurred with officers from the Council, representatives from Halton and St. Helens PCT and the 5 Boroughs Partnership. The attached report at Appendix 2 describes this process and identifies the responses to the Council's issues and concerns.
- 4.4 As well as this a visit to Norfolk was undertaken by Officers and PCT staff to compare the services. A report to Joint Scrutiny on 7th September presented the findings of this visit; the model of care had been implemented in Norfolk through a strong partnership between the PCT, the Mental Health Trust and the Council over a three year period. In contrast to the situation within Halton the main driver to adopt the model had been to improve and modernise services; any savings had been reinvested to further strengthen the model and its success.

**5.0 COUNCIL POSITION**

- 5.1 Whilst the Council believes that the principles behind the proposed Model of Care are consistent with the commissioning strategies for Adults and Older People, which were agreed by the Council earlier in the year, there are some substantial risks in the transition from the current model to the new model proposed. These are outlined in the Consultant's report.
- 5.2 The Consultant recommends that the Council supports the proposals on a conditional approval basis and explains why the alternative options are not supported.
- 5.3 The Joint Scrutiny Committee have made three recommendations, the key one being "The model, in its present form, is not in the interest of Health services in Halton, St. Helens and Warrington. The model should therefore not be implemented in its present form". The Joint Scrutiny Committee have identified 12 factors which require addressing and invite the 5 Boroughs to respond to the issues raised in the report. The guidance on Joint Scrutiny requires a response from the 5 Boroughs Partnership Trust within 28 days; a further

meeting is is therefore scheduled for the 19 October.

5.4 The 5 Boroughs have made some concessions during the consultation process and have now written to the Council's Chief Executive committing to a variety of issues. These include:

- Establishing a multi-agency project Implementation Team with an Independent Chair, from one of the Primary Care Trusts.
- Extending the implementation timescales over a phased basis, commencing April 2007.
- Re-consideration of ward sizes to a maximum of 15 beds per ward and leaving the Grange Ward for Older People open. This would mean approximately 45 beds being available in the future, meaning that the bed reductions would be about 20 rather than the 30+ originally proposed.
- Implementation and introduction of an early intervention team at no financial cost to the Council.
- Separating wards for males and females in line with NHS guidelines.
- Agreeing to a block contract for the wards with Halton and St. Helens PCT only. This would mean that West Cheshire PCT would no longer have access to the beds and would need to commission available acute beds from elsewhere or agree a separate commissioning of beds at the Brooker Unit in Halton.
- Undertaking a whole systems review of community based services.
- Preparing a joint Workforce Training Strategy on behalf of the key stakeholders.

5.5 These concessions and commitments do move the partners closer together, however, the whole systems review may throw up a range of finite issues which would need to be resolved.

5.6 St. Helens Council's Executive Board have also discussed the proposals and attached at Appendix 3 is the Council's response to the proposals.

## 6.0 **FINANCIAL IMPLICATIONS**

6.1 It is clear that the Trust need to identify £7million to balance their budgets and avoid over trading in future years. As the whole systems review has not been undertaken it is not possible to be entirely explicit about the financial impact upon the Council

6.2 However, based upon our own analysis and through further clarification we are able to confirm the following financial implications:

- Housing and floating support – Halton currently has 35 supported placements to meet the minimum Supporting People (SP) requirements we would therefore require an additional 10 units at

an estimated costs of £210,000 per annum. It should be noted that the Council was aware of this before the 5 Boroughs' proposals were publicised and it was planned to phase these in by unlocking resources from other SP services and re-directing to Mental Health Services over a minimum 5 year period.

- Community Teams – to meet the NHS Policy Guidance the Assertive Outreach Team would need to fund two additional Social Workers at an estimated cost of £70,000 per annum. The Strategic Health Authority are aware of this and have been flexible with the Council in previous years, however the introduction of this model may require these additional resources.
- It is not possible to estimate anticipated costs upon:
  - Residential and Nursing Care costs;
  - Out-of-Area placements;
  - Rehabilitation placements;
  - Respite care;
  - Crisis Houses (there are none in Halton);
  - Other Community Care costs.

6.3 The conclusion, therefore, is that there will be significant financial implications for the Council, some of which are known, and others, which would require a more detailed financial analysis.

## 7.0 **POLICY IMPLICATIONS**

7.1 The proposed model supports the general direction of national policy in mental health services, which aims for less use of inpatient services and greater inclusion of people with mental illnesses in their local communities.

7.2 The Trust states that the proposed Model meets the requirements of the Policy Implementation Guide (PIG), which sets out in detail the structures and operating policies of Community Mental Health Teams, Crisis Resolution/Home Treatment Teams, Early Intervention in Psychosis Services and Assertive Outreach Teams.

7.3 It is also clear that the Council will need to work closely with the Primary Care Trust to develop shared policies and protocols in a number of areas such as joint funding arrangements

## 8.0 **RISK ANALYSIS**

8.1 There is a risk to the Council that the closure of beds, the changes in eligibility for community services and the significant reduction in day services will place increased demands on community services within the Borough. It is recognised that Halton has a low base of such services and would need to work closely with the Primary Care Trust



to strengthen this base over a period of time. It should be noted that the Primary Care Trust has not made a commitment to date on any further investment for Mental Health services within Halton. Given the low base in primary health care services mental health, this remains a concern.

- 8.2 The rapid decrease in beds, if not managed through close working together will increase the numbers of patients placed out of borough. Current arrangements between the PCT and the Council are not sufficiently robust to manage an increase in such numbers. The Council's Community Care budget for mental health services is already fully committed for this year.
- 8.3 There is a lack of appropriate in borough accommodation to support mental health service users, for example through crisis beds, supported accommodation and floating support. An increase in such resources will require additional funding.
- 8.4 The proposals set out that the numbers of residents currently receiving a service from the Community Mental Health Teams will decrease significantly. However, it is likely that these same people will still require a service from mainstream council services such as housing or benefits advice. Currently the council does not have the capacity to meet these additional needs.

**9.0 EQUALITY AND DIVERSITY ISSUES**

- 9.1 "Change for the Better" intends that services should be delivered equally to all groups. However, there will for a time at least be a different response to groups of older people, depending on their diagnosis. All Halton residents will continue to need to receive appropriate and safe mental health services delivered locally.

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

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
Halton Joint Commissioning Strategy for Adults of Working Age with Mental Health Problems Executive Board 16 March 2006	Municipal Building Widnes	Dwayne Johnson Strategic Director Health & Community
4 Boroughs Commissioning Strategy for Adults of Working Age Executive Board 30 March 2006	Municipal Building Widnes	Dwayne Johnson Strategic Director Health & Community

<b>Document</b>	<b>Place of Inspection</b>	<b>Contact Officer</b>
4 Boroughs Commissioning Strategy – Securing Better Mental Health for Older People Executive Board 20 April 2006	Municipal Building Widnes	Dwayne Johnson Strategic Director Health & Community
5 Boroughs Partnership NHS Trust Model of Care – Executive Board 20 July 2006	Municipal Building Widnes	Dwayne Johnson Strategic Director Health & Community

**Statutory Joint Scrutiny Committee**

**5 Boroughs Partnership NHS Trust**

**Proposals Relating to Improving Services for Adults with Mental Health Needs**

**In Halton, St Helens and Warrington**

**DRAFT REPORT**

**1. Introduction**

This report sets out the findings of the Joint Scrutiny Committee established by Halton Borough Council, St Helens Council and Warrington Borough Council to consider the 5 Boroughs Partnership NHS Trust's Proposals to Improve Services for Adults with Mental Health Problems (summarised in the document "Change for the Better"). The report sets out the background to the consultation process, the methodology employed by the committee and the committee's findings in relation to various aspects of the proposals. The report closes with a conclusion and recommendations for the 5 Boroughs Partnership NHS Trust.

The committee would like to formally thank all those who have contributed to the scrutiny process, and provided information for the committee, which has helped in its deliberations. The committee acknowledge that much of the information has been provided to demanding timescales, and would like to thank respondents for the efforts that they have made.

**2. Background**

On 1 June 2006 the 5 Boroughs Partnership NHS Trust launched a consultation document "Change for the Better – Improving Services for Adults with Mental Health Needs". The consultation document proposed changes to mental health services for adults in the four boroughs of Halton, Knowsley, St Helens and Warrington. The date initially identified for the end of the statutory consultation process was 24 August.

Three of the four local authorities – Halton, St Helens and Warrington – considered that the issues identified in the proposals would represent a substantial variation in the provision of health services in their area. An agreement was reached to form a Statutory Joint Scrutiny Committee. Knowsley was invited to join the committee but did not participate.

The committee met on 20 July, 10 August, 24 August and 7 September. The committee was later informed that the timescale for response for statutory agencies, including the committee, was extended to 15 September.

**3. Methodology**

The committee was established in accordance with the “Local Authority (Overview and Scrutiny Committee Health Scrutiny Functions) Regulations 2002”. The committee comprised of three elected members from each of the local authorities involved, and the decision was made by each local authority to waive political proportionality.

The committee agreed the following terms of reference:-

- To establish a statutory joint committee to scrutinise proposals from the 5 Boroughs Partnership NHS Trust to improve services for people with mental health needs in the boroughs of Halton, St Helens and Warrington.
- To undertake the scrutiny of proposals in accordance with the Local Authority (Overview and Scrutiny Committee Health Scrutiny Functions) Regulations 2002, and the direction to Local Authority (Overview and Scrutiny Committee, Health Scrutiny Functions) July 2003.
- To complete a report outlining the statutory committee’s views of the proposals and to make recommendations to the 5 Boroughs Partnership NHS Trust where relevant.
- To monitor the Trust’s responses to the report, and agree mechanisms for the ongoing monitoring of future changes to mental health services.

The committee agreed protocols and methodology for its working practices. Having read copies of the consultation document “Change for the Better” (attached as Appendix 1), the committee identified key issues and established an outline work programme, taking into account the tight timescales for the work.

The committee identified a list of key issues and wrote to the 5 Boroughs Partnership NHS Trust and invited them to attend the meeting and respond to these issues. A copy of the 5 Boroughs Trust response is attached as Appendix 2.

Similarly, the committee identified key issues for PCT commissioners in each of the boroughs, and wrote to them with a list of key issues. The PCT’s response is attached as Appendix 3.

A press release was issued in each of the three boroughs, and written responses to this were considered by the committee. The committee also considered a range of other information including:-

- A financial report presented by the 5 Boroughs Partnership NHS Trust.
- A report of public consultation undertaken by Mental Health Strategies working in association with the 5 Boroughs Partnership NHS Trust.
- Reports of a visit by officers and some service users to Norfolk and Waverley to see the model in operation.

#### 4. **Findings of the Committee**

##### 4.1 **Impact on Service Users**

###### 4.1.1. **General**

The committee welcomes the aspirations of the model to see fewer people admitted to hospital and more people provided with services in the community. The committee also supports the model's intention of ensuring stays in hospital are as short as possible, and only those requiring hospital admission are admitted.

The committee is concerned, however, that the proposals in their present form do not satisfactorily explain how these aspirations will be achieved. The committee's concerns are outlined in this report, and explained below. The committee is concerned that deficiencies in the document and proposals, may actually lead to a decrease in support and services for vulnerable adults with mental health problems, particularly those living in the community.

###### 4.1.2 **Particular Client Groups**

The committee notes that the document aims to improve services for adults with mental health needs, and in section 1.3 of the consultation paper it explains a number of service areas which are excluded from the process. The committee were not able, therefore, to formally examine these services, but it has become clear during the scrutiny process, that there are many linkages between all these services and whilst acknowledging that work is being carried out in a number of areas, the committee would still wish to make the following comments about a number of groups which are not properly dealt with in the proposals.

- *Dual Diagnosis* – the committee are not satisfied with the arrangements for service users with a dual diagnosis of mental health problems and alcohol and/or drug problems. However, they do acknowledge the 5 Boroughs Partnership NHS Trust's commitment in Section 2.3 ii of Appendix 2 assuring that this group will be given a high priority.
- *Adults in secure environments and psychiatric intensive care units* – the committee understands that adults in these environments are being dealt with separately, however, the proposals do seem to have some linkages with these inpatient services and the committee are disappointed that these have not been properly considered.
- *Personality Disorder* – The committee feel that more attention should have been paid to adults with a personality disorder as this is likely to impact on community services.
- *Young People* – the committee welcomed the high priority afforded to this in section 2.3 appendix 2, but are concerned that the issue of young people being admitted to adult wards is not being satisfactorily addressed, and the reduction in in-patient beds may have some impact on young people over the age of 16.

- *Older People* – the committee is particularly concerned that the proposals do not effectively meet the needs of older people, and do not link effectively with the Older People’s Commissioning Strategy for the three boroughs. The committee note and support the comments about ensuring that people are not discriminated against in terms of their age, however, they believe that this does not properly reflect the complex needs of older people, particularly those older people requiring inpatient services. The committee continue to have concerns about the proposals to have older people and younger adults on the same inpatient wards.

The committee acknowledged the 5 Boroughs Partnership NHS Trust’s comments relating to the developing a Commissioning Strategy for Older People with Mental Health Needs, but feel that this should have been properly considered and factored in to the proposals before they were published.

The committee feel that the issue of older people requires much more detailed attention, particularly in relation to inpatient settings.

## **4.2 Financial Implications**

### **SECTION MAY REQUIRE A POSSIBLE RE-WRITE WHEN DETAILED FINANCIAL INFO IS RECEIVED**

The committee acknowledged that the 5 Boroughs Partnership NHS Trust need to ensure financial balance, and would wish to support the Trust in achieving this.

The committee have not been provided with thorough and detailed financial information about the present and proposed services. Whilst acknowledging some of the complexities of these issues, the committee is surprised that the financial information is “continuing to finessed” at such a late stage in the consultation process.

The Committee is aware that the overall level of investment in Mental Health Services is significantly below the national average in Halton and St. Helens. Although investment is close to the national average in Warrington, Warrington has significant ongoing commitments to ex-Winwick Hospital residents who still live in the Borough. In the light of this overall situation the proposals contained in the Model of Care to significantly reduce expenditure on services and to dramatically reduce the number of inpatient beds, is in the Committee’s view, likely to be impossible to achieve.

The committee has made the following findings in relation to the financial implications based on the information it had access to :-

- There is no detailed financial information in relation to the savings which are to be achieved from back office functions (£1m) and the cost releasing efficiencies savings (CRES) of £2.6m. It is not clear how these savings will impact on adult mental health and other relevant service areas.

- The model of care proposals rely heavily on capital investment. The committee support concerns about the inadequacy of present facilities in the three boroughs, and welcome the confirmation that capital funding for some of the developments has been achieved, but the fact that other capital funding is still subject to bids at this late stage in the consultation processes causes concern. The committee note that there do not appear to be effective contingencies in place if the capital funding is not secured.
- Transitional resources – the committee feel that the issue of transitional resources has not been properly addressed. Such a significant change would require major investment, and the committee is not assured that appropriate resources have been identified and/or put in place.
- Ashton, Leigh & Wigan – the situation relating to Ashton, Leigh and Wigan is difficult for the committee to understand. The committee understands from various professional that the situation is complex, but again, the committee feels that this should have been resolved prior to the finalising of the proposals and the consultation process. The Committee is concerned that the savings targets appear to be allocated to only four of the five boroughs served by the Trust as Ashton, Leigh and Wigan have been excluded.
- Out of Area Placements – the committee feels that the large reduction in inpatient beds, may actually have implications for both Primary Care Trusts and Social Care Services in financing additional out of area placements. The committee is not satisfied with the 5 Boroughs Partnership NHS Trust's response that alternative services will be in place, particularly in the early years of the model.
- The committee is confused about the issue of indirect costs which need to be apportioned across different boroughs. Again, the committee felt that this should have been addressed as part of the planning process, and before the consultation stage was reached.

The limited financial information available to the committee indicates significant disinvestment in each of the three boroughs. These shifts in expenditure are likely to have a significant impact on services in the borough. When this is set against the relatively low spend on mental health services which the 5 Boroughs Partnership NHS Trust refers to, the committee has difficulty in seeing how the model can lead to improved services for service users and carers.

#### **4.3 Access to Services**

The committee supports the view that community based services normally offer the better outcomes for service users and carers. However, the committee have strong concerns about the fact that the reduction in inpatient beds, coupled with a significant decrease in funding proposed, will see a tightening of eligibility criteria which will impact on people's access to mental health services. It seems clear that if the following factors are combined:-

- A reduction in the number of inpatient beds,
- An increase in the number of people receiving services in the community,

- An overall decrease in staffing,
- An increase in staffing in inpatient services,
- An overall significant decrease in budgets,

That this will lead to a greater rationing of services. It is difficult to see how this fits with the promotion of early intervention and community based services.

The committee also have concerns about proposals to have access and advice centres in each borough. The committee is pleased that this issue is being actively considered by the Trust, but is disappointed about the lack of detail in the response, as it believes single points of access may actually serve to exclude some service users, and that other models of access i.e. through primary care, may actually do more to promote the types of services being proposed in the model.

#### **4.4. Inpatient Services**

The committee understands that if community services are enhanced, and inappropriate admissions are avoided, then the number of inpatient beds will decrease. However, the committee has serious concerns about the proposed reduction in inpatient beds. The committee has the following concerns:-

- There does not appear to be any phasing of the reduction and the assumption leads to dramatic reductions in Warrington and Halton, with the number of beds in Halton reducing to 38 from 60, and in Warrington to 32 from 60.
- The committee notes that the number of beds is the lowest level recommended by the Royal College of Psychiatrists, as stated by the 5 Boroughs Partnership NHS Trust, but the committee feels that achieving these lower level figures may not be realistic in the three boroughs.
- The 5 Boroughs Trust acknowledge Appendix 2, Section 2.1 ii that this level of beds is only recommended when the appropriate level of community services is in place. The committee is not satisfied that these services are in place in the three boroughs, and is concerned that the proposals will reduce Community Services further.
- The recommended figures apply to the number of beds for adults under 65. As the 5 Boroughs Partnership NHS Trust are presently proposing to include inpatient beds for older people in the numbers, then it would appear that the actual number of beds available to adults (excluding older people) would fall below the minimum.
- In Section 2.1 ii of Appendix 2, the Trust states that many of the community services are “already in place”. If this is the case, then the committee is uncertain why inpatient facilities are presently experiencing levels of over-occupancy, and how these community based services will manage when the number of inpatient beds have significantly decreased. The Committee believe that current bed usage should be demonstrably reduced before further bed reductions can be safely achieved.



- The committee note the intention to combine inpatient services for adults and older people, and acknowledge 5 Boroughs Partnership NHS Trust statements about age discrimination. However, the committee's view is that this over-simplifies the complexities of caring for adults and older people with mental health needs in the same inpatient settings.
- The committee has concerns about the needs for young people to be admitted to adult inpatient services, and whilst acknowledging that this is not part of the consultation process, the committee believes that some issues do need to be factored in to the proposals.
- The committee are pleased that the 5 Boroughs Partnership NHS Trust are proposing an increase in staffing in the inpatient units, coupled with the reduction in the numbers of beds, as this should lead to better services for those inpatient residents. However, the committee has concerns about the impact that this will have on community based services, as it would appear to be likely to increase the staffing reductions in these areas.
- The committee is concerned that there is a lack of clear information and apparent analysis to demonstrate the impact of reduction in beds on community services, and how this will be managed.

#### **4.5 Resource and Recovery Centres (RRC)**

The committee broadly welcomed the proposals to have resource and recovery centres in each of the boroughs, and believe that the model of multi-agency services offers the best outcomes for service users and carers. However, the committee have a number of concerns about the proposals:-

- Capital funding for the development of the centres has yet to be secured in a number of cases, and there does not appear to be a clear contingency plan should this funding not be available.
- The significant drop in the number of beds does not seem to be realistic or achievable.
- Staffing issues are not clear, and the increasing staff in resource and recovery centres is likely to have a negative impact on Community Services.
- The mixing of older people and younger adults in inpatient settings does not seem to have been properly thought through.
- The committee has concerns about the capacity of the resource and recovery centres, particularly to provide community based services.

#### **4.6 Assertive Outreach**

The committee have noted Appendix 2, section 5, the comparison of assertive outreach services. The committee notes the 5 Boroughs Partnership NHS Trust's comments that services are being provided at higher levels of input than that for which funding has been obtained. However, the committee is concerned that in Warrington and St Helens the model does not allow for any increase in assertive

outreach, with the number on caseload remaining the same. The committee would have expected that with the reduction in inpatient beds, more pressures might have been placed on assertive outreach, and that further resources would need to be identified.

#### **4.7 Community Mental Health Teams**

The committee acknowledges the commissioning strategies sees the need for “a team of multi-disciplinary practitioners providing ongoing care and support to people with serious mental health problems”. The committee is surprised that the role of such a team has not been more clearly thought out prior to the publication of the model, and disappointed with the response from the 5 Boroughs Partnership NHS Trust that detailed operational issues will be progressed locally with LA and Trust staff.” This may lead to an inconsistency in approach across the three boroughs and this appears to be one of the issues which the model was seeking to address.

#### **4.8 Impact on Other Mental Health Services**

The committee acknowledged that other aspects of mental health services are not part of the consultation process, but feel that the proposals contain issues which will have clear implications for other services, particularly through the cost releasing efficiencies savings and back office savings, and the committee believes that these may have impact on a number of relevant services including:-

- Services for people with a dual diagnosis,
- Child and Adolescent Mental Health Services,
- Psychiatric intensive care services,
- Secure services.

#### **4.9 Impact on Council and Other Health Services**

As the model states that it aims to ensure closer working relationships with partner agencies such as “PCTs, Social Services, Housing Departments, voluntary agencies and others”, then the committee are surprised that very little consideration seems to have been given to the impact of the model on those services. In their response to the committee, the 5 Boroughs Partnership NHS Trust 6.1 Appendix 2 do not provide any detailed information about the impact on Council services, and the committee has similar concerns for other Health agencies. The committee’s concerns can be summarised as follows:-

- There is possible impact in relation to out of area placements.
- The tightening of eligibility criteria is likely to lead to increased pressures on social care services and increased demands on Primary Care services.
- The increase in community services may well lead to implications for housing providers.
- The impact on Local Authority staff seconded to, or working closely with, the 5 Boroughs Partnership NHS Trust have not been properly considered.

#### **4.10 Staffing**

It is clear to the committee that the proposals have significant staffing implications. The committee were anxious that there seemed to be a lack of clarity about the number and nature of posts to be deleted to secure the savings across front line services and support service staff. Although pleased with the proposals to increase staffing in inpatient settings to improve the quality of therapeutic work, the committee believes that there is an inconsistency in that any increase in staffing in inpatient services will lead to a greater decrease in staffing in community based services. It is therefore difficult to see how community services could be improved, and can manage more cases.

The committee also believed that a change such as this needs to be accompanied by a significant investment in staff development and training, and they have not been able to identify clear plans for this.

#### **4.11 Partnership Working**

The Committee's view is that the proposals appear to have been developed by the 5 Boroughs Partnership NHS Trust in isolation of the wider primary care and social care community. The key requirement of the Commissioning Strategy for the three boroughs concerned is to redesign services on a Whole Systems basis. The Committee is surprised that the model does not appear to have been developed in an effective partnership, particularly as developing a recovery and social inclusion approach clearly requires full partnership with local authority and other health services.

#### **5. Consultation Process**

**SECTION WILL NEED TO BE RE-WRITTEN TO INCLUDE FINDINGS OF PUBLIC CONSULTATION WHEN AVAILABLE.**

The committee acknowledged that the consultation process is in accordance with the requirements of legislation relating to consultation. The committee would, however, support the view of the PCTs (Section 8 Appendix 3) that the application of the statutory minimum 12 week consultation period, in this case, has generated "undue haste".

The committee's view is that this weakness has been compounded by the lack of robust and accessible information to support the consultation process.

#### **6. Implementation of Proposals**

The committee feel that the timescales for the implementation of the proposals require further, more detailed consideration. The committee were informed by the 5 Boroughs Partnership NHS Trust that the original start date of October would be delayed until early in the next year, and they were later informed by the Primary Care Trust (Appendix 3 Section 8) that this would now be delayed until April 2007. The committee welcomes the review of timescales but feels that the targets for implementation are particularly challenging, and in the light of the issues identified in

this report, timescales need to be more carefully considered and a model developed for the phased and effective implementation across all three boroughs.

The committee was also of the view that proposals represent a significant variation in services, and they have not been able to identify clear plans to resource and implement the changes. In the light of the proposed timescale for implementation, the committee are particularly concerned about this, and feel that the identification of additional resources from the Primary Care Trust of £0.5m to fund transitional work may not be sufficient. For a major service change like this, the committee would have expected detailed project plans to be put in place.

## **7. Borough Specific Issues**

The committee identified a number of borough specific issues:-

### **7.1 Halton**

There is confusion about an alcohol detoxification bed – the situation appears to be that a bed has been in existence although it has never been properly funded or commissioned. The bed is not contained in the proposals, and members of the committee are concerned about the impact on services.

The 5 Boroughs Partnership NHS Trust has also been providing services for Halton and Frodsham, and there is a lack of clarity about how this will be resolved in the future, and the impact that this will have on Halton's services. Associated proposals would see the cost of a psychiatric intensive care bed being made to the borough of £100,000 per annum (shared with St Helens).

### **7.2 Warrington**

Associated proposals would see the cost of a psychiatric intensive care bed of £200,000 per annum for the borough. There is an issue of non-recurring financial support from the PCT which the committee feels needs to be clarified and addressed.

### **7.3. St. Helens**

The committee noted that the reduction in inpatient beds in St Helens had been minimised by the closure of a hospital ward shortly before the consultation process commenced.

An additional cost of £100,000 per annum has been identified for a psychiatric intensive care bed (shared with Halton)

## **8. Conclusion**

In the time available, the joint committee has thoroughly scrutinised the proposals contained in the "Change for the Better" document.

The committee has found that the model in its present form has a number of deficiencies:-

- A potentially negative impact on many service users and carers; with fewer services available and a tighter rationing of those services.
- Potential negative impact on a number of associated client groups, particularly older people;
- Lack of clear financial information and plans;
- Lack of clear sources of capital funding and contingency plans / alternative proposals if this is not secured;
- Significant reductions in investment and staffing across the three boroughs;
- Changes in arrangements to access to services which would be likely to lead to tighter rationing of services;
- Significant reductions in the number of inpatient beds, possibly below the minimum recommendations;
- The lack of community based services being in place to properly support the reduction of inpatient beds;
- The lack of clarity about the role of community mental health teams;
- The lack of clarity about the impact on other Local Authorities' services, and their ability to respond to changes;
- The lack of clarity in relation to other Health services, particularly Primary Care, and their ability to respond to changes;
- The impact which the model might have on other mental health services in the three boroughs;
- The lack of clarity about staffing proposals;
- The haste with which the consultation process has been conducted;
- The timescales for implementation of the proposals;
- The lack of clear implementation plans and resourcing for transition;
- The failure to properly consider other models of service.

Taking all of these issues into account, the committee has formed a view that the proposal in its present form would not be in the interests of the Health Services in the area of the three local authorities.

## **9. Recommendations**

The Statutory Joint Scrutiny Committee makes the following recommendations to the 5 Boroughs Partnership NHS Trust:-

9.1. Recommendation 1

The model, in its present form, is not in the interest of Health services in Halton, St Helens and Warrington. The model should therefore not be implemented in its present form.

9.2 Recommendation 2

If the 5 Boroughs Partnership NHS Trust wish to implement the model, then the following factors should be addressed prior to the implementation:-

- Clarity of financial implications.
- Clarity and securing of associated capital funding. If capital funding is not available, contingency plans should be put in place.
- Access to services should be reviewed and the most effective model, engaging all partners, should be agreed.
- The reduction in inpatient services should be accompanied by a corresponding increase in community based services, and a phased implementation of any reduction in bed numbers should be agreed.
- Consideration should be given as to how the needs of older people in inpatient services will be properly met.
- The role of community mental health teams in the new structure should be clarified.
- The impact on other Council services of the proposals should be clarified and agreed with local authority partners.
- The impact on other Health services should be clarified and agreed with other partners, notably Primary Care providers.
- The impact on other mental health services associated with the proposals, and any implications, should be clarified.
- Staffing proposals should be clearly identified.
- Proposals should be developed in full partnership with all interested parties.
- A proper implementation plan should be put in place and available, and appropriate infrastructure and resources must be available to implement what is a significant change effectively.

9.3. Recommendation 3

The 5 Boroughs Partnership NHS Trust should respond formally to the Committee about the issues raised in the report and the recommendations

**The contact officer for this report is Mike Wyatt, Assistant Director, Performance and Business Support, St Helens Council, Adult Social Care and Health, Gamble Building, Victoria Square, St Helens WA10 1DY. Telephone 01744 456550.**

**APPENDICES :**

- ONE** - **Change for the Better.**
- TWO** - **Response of 5 Boroughs Partnership NHS Trust to Statutory Joint Scrutiny Committee.**
- THREE** - **Response of Primary Care Trust to Statutory Joint Scrutiny Committee**

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**Report to Halton Borough Council  
on the implications of proposed  
changes to services provided by the  
5Boroughs Partnership NHS Trust**

**Dave Gardiner  
Associate Consultant - CPEA  
August 2006**

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## **1. Executive Summary**

Halton Borough has commissioned this report to examine 5Boroughs Partnership Trust's Model of Care proposal and assess the impact on Council priorities for health improvement on its services, and budgets. The report has been produced following a process of document analysis, attendance at meetings of Officers and Elected Members and interviews with key officers in the relevant agencies.

The main findings were that the Model of Care proposal was widely supported in principle and has the potential to provide an important element in a much improved array of services for adults with mental health problems.

However the way in which the service was developed – without the appropriate involvement of partners has resulted in a proposal which has some serious shortcomings and which would bring risks for the Council and could negatively impact on its budgets and increase pressures on current services.

A number of options for responding to the proposal are considered and support is recommended for the option of conditional approval. This would require the Trust to agree to confront the major issues of concern that have emerged in this analysis and to work with the commissioners to establish effective partnership arrangements to take the proposal forward safely with respect both to individual service users and to the health and social care system as a whole.

Continuing dialogue between Health and Community, Halton PCT and the Trust has enabled clear reassurances to be provided that the Trust has listened carefully to concerns raised during the consultation process and would welcome taking forward developments within the framework that is set out within the conditions for approval.

## **2. Introduction**

The 5Boroughs Partnership Trust (5BPT) has produced a consultation paper "Change for the Better, Improving Services for Adults with Mental Health Needs". The proposal would lead to a large reduction in the beds currently provided by the 5BPT at the Brooker Unit, Halton Hospital which would in future be supported by services provided by a Resource and Recovery team.

This report has been commissioned to:

- Examine the proposed changes and assess the impact upon the Council's priorities for health improvement
- To examine in detail the proposals related to the closure of mental health beds.
- To analyse the impact on Council's services including financial and human resources.

## **3. Background**

5BPT provides mental health services to the residents of the 5 Boroughs of Halton, St Helens, Knowsley, Warrington and Wigan. The commissioners of the services are the 5 boroughs and the PCTs present in each of the areas. It is relevant to note that The PCTs in St Helens and Halton are combining from October 2006 and that the PCT and Social Care services in Knowsley are integrated. Wigan has developed a distinct and separate arrangement with the Trust in the recent past and services for Wigan residents are not included in the 5BPT proposal.

5BPT circulated the first document outlining a draft proposal for major changes to their service –'Models of Care' – in early autumn 2005. The draft proposal was formally presented to the Strategic Commissioning Programme Board comprised of PCT Chief Executives and Directors of Social Care in February 2006. A number of subsequent versions of the model have been produced and more recently the proposal now titled 'Change for the Better' has become the subject of a public consultation process which is currently in progress and is scheduled to end on 15 September 2006.

The proposal has been summarised as 'essentially to reduce reliance on in-patient beds and to develop services based on recovery and social inclusion.'

Officers of Halton Council, the Trust, and Halton and St Helens PCTs met on 18 August to look at areas of concern under the headings of Strategic Planning, Service Planning, Finance and Primary Care. Certain clarifications were provided by the 5BPT representatives, and further information was promised. The group agreed to meet again on 25 August.

A report on the Trust's proposal by the Strategic Director, Health and Community went to Halton Council's Executive Board on 20 July. This recognised that the model was inherently sound but raised concerns about

the Trusts ability to deliver the model within its existing budget without major impact on the Council's services and resources. The report included an Appendix - 'Financial and Service Impact Assessment' which had been compiled following meetings of senior staff from the Council, Halton PCT and the Trust. This raised a number of serious concerns about the impact of the proposals on the services and budgets of the Council and the PCT, and concerns about the lack of adequate levels of information within the proposal document.

The report to the Executive Board recommended that the 5 Boroughs Trust be invited to respond to the concerns detailed in the Impact Assessment and that if these matters were not addressed to the Council's satisfaction the Council reserved the right to refer the matter to the Secretary of State for Health.

At about the same time Councillors from 3 of the Boroughs agreed to set up a Statutory Joint Scrutiny Committee to consider the Trust's proposal. The Joint Scrutiny Committee met on 10 August and heard a presentation from the Chief Executive of the Trust following which they identified questions which they felt had not been covered in the presentation. The Chief Executive of the Trust briefly answered the questions and undertook to give a full response to the questions in writing. The Joint Scrutiny Committee met again on 24 August to hear the relevant PCTs views on the proposal. The Committee intends to meet again early in September to look at financial information that the Trust has indicated it will provide and to formulate a formal response to the proposal.

Concerns about the impact of the Trust's proposals on older people were separately detailed meanwhile in a report from the chair of the Older Persons Local Implementation Team, to which the Trust has yet to respond.

#### **4. Research and Analysis**

The work of examining the proposals and analysing the impact on the Council's services, priorities, finances and human resources has been focused on a process of document analysis, meetings and interviews.

##### **Meetings:**

- Executive Board 21 August 2006
- Joint Scrutiny Committee 24 August 2006
- 5 Boroughs Model of Care Meeting 25 August 2006

##### **Interviews:**

Structured interviews were conducted with a number of key officers and Elected Members in Halton Health and Community Services, Halton and St Helens PCTs, Warrington Borough Council Community Services, and 5Boroughs Partnership Trust.

##### **Documents:**

Key documents that have been analysed include:

- 'Change for the Better' and earlier versions of the proposal titled 'Business Case for a New Model of Care' versions 10 and 12B
- 'A comprehensive mental health and social care strategy for adults of working age for Halton, Warrington, St Helens & Knowsley.'
- Notes of the 5 Boroughs Model of Care Meeting of 18 July
- Report to Halton Executive Board of the Strategic Director, Health and Community of 20 July including the appendix: 'Financial and Service Impact Assessment'
- Minutes of the meeting of the Statutory Joint Scrutiny Committee held on 10 August
- 'Responses to Queries for the Joint Overview and Scrutiny Committee' from the 5BPT
- 'Response to the 5 Boroughs Partnership Mental Health Trust document 'Change for the Better' from the Chair of the Older Persons Local Implementation Team.
- Briefing Note: 5 Boroughs Model of Care and Impact Assessment Finance
- Report on the visit of Service Users to the Norfolk and Waveney NHS Trust on 26 July 2006
- Key Issues joint report of Halton, St Helens and Warrington PCTs for the Joint Scrutiny Committee meeting of 24 August.

## **5. The 5Boroughs Partnership NHS Trust Proposal**

The core of the Model of Care proposal is to reduce in-patient provision in Halton (provided in the Booker Unit) through the closure of an adult ward (with a reduction of 17 beds) and the closure of an older person ward (with a reduction of 14 beds) reducing overall capacity by 31. Adult and older people with a functional mental illness would in future share a single ward with 23 beds. At the same time day hospital provision will cease. The Model of Care arrangements do not include any provision for substance misuse detoxification which currently requires about 100 bed-days, provided within the Booker Unit

This will release resources which will enable a new model of service which will be provided as a Resource and Recovery Centre (RRC) in each borough. This is based on a model piloted by Norfolk and Waveney NHS Trust. The RRC would also offer a day and occupational therapies service, house an Access and Advice Team, and be the base for the Crisis Resolution and Home Treatment service (CRHT). One group of staff would provide an integrated staffing resource for the in-patient unit and for the community work of the CRHT.

Secondary care services provided through the RRC and by the Assertive Outreach Team would in future be available equally to adults and older people with a functional mental illness. The RRC would also be intended to provide a base for voluntary sector services. The Access and Advice Team would act as the gateway for referrals to the service and offer signposting to other services as appropriate.

The rationale offered for the reduction of in-patient beds is that external audit has shown that a significant percentage of patients are inappropriately placed on the wards and that in comparison with other similar Trusts there are significantly greater numbers of patients with lower levels of need. The number of beds available in each borough relative to population levels (adjusted for levels of need) vary greatly and in Halton there is a greater number of beds in relation to the adjusted population than in the other 4 boroughs in the model. The Trust also points out that it is government policy to reduce in-patient level and there are bed reduction targets that have to be met. Furthermore, they point out that it is the policy of commissioners as set out in the Comprehensive Health and Social Care Adult Mental Health Commissioning Strategy to move to a 'recovery' model and reduce the focus on in-patient care and this is consistent with service users expressed preference for treatment and support in the community.

The Model of Care document is quite open about there also being a financial rationale for the changes in that the Trust has a £7m deficit and is required (as is the case for all health bodies currently in deficit) to produce a recovery plan to achieve a balanced budget by March 2007. The Trust has put together a recovery plan and Model of Care and in particular the reduction in in-patient beds will provide the Trust with about half of the savings required. During the course of the development of the Plan it has become evident that there is a

financial issue in relation to the provision of services by the Trust – including in-patient provision – for the residents of Frodsham and Helsby. West Cheshire NHS Trust apparently has been receiving services that the Trust (in the consultation meetings) puts at approximately £1.3M but for which it has only been providing about £130,000 in funding. The Trust is proposing that the service will not continue to be provided unless West Cheshire fully commissions the relevant levels of service.

The figure for the number of in-patient beds to be provided in each area has been arrived at by applying a population based formula developed by the Royal College of Psychiatrists (RCP) to the adjusted populations of the boroughs. This provides an upper and a lower level of beds and the Trust has opted for the lower – or minimum level - of in-patient bed provision, i.e. 23 beds for Halton. The report goes on to note in section 12.2 that ‘in relation to older people it is important to note that *the Royal College has not recommended a norm for the provision of acute psychiatric in-patient beds for older people with a functional mental illness*. This is due to the historically very low level of bed usage for this service user group. *In this respect the number of beds recommended...implicitly includes an element for older people with a mental illness.*’ (Italics added.) The in-patient unit would however have higher levels of staffing than are available in the current service and the Trust also gives a commitment to improve the quality of the in-patient facilities.

Concerns about the safe care of older patients in adult wards are acknowledged in section 12.3 where reference is made to the fact that ‘each site will provide protected areas for older people.’

The proposal document makes reference to the place of the proposed model in the context of the broader range of secondary and primary health care and social care services in a section entitled ‘Challenges faced by existing services’ in which it states that:

‘Local Authorities and other key stakeholders also play a key role in providing a range of services to people in psychiatric and psychological distress. This business case builds on the increased capacity that new investment in Crisis Resolution/Home Treatment, Assertive Outreach, and Early Intervention in Psychosis teams has brought in accordance with government policy. However, it recognises that *the transition to the new service may increase some pressure on social care agencies in the short term. It is anticipated that this impact will be reduced by the combined operation of crisis resolution/home treatment, assertive outreach, and community teams.*’ (Italics added) The document does not say how these pressures would be expected to manifest themselves or what level of pressure or what length of time is meant by ‘short term.’ The report also concedes later that ‘Early intervention services are not in place in Halton’ P26 para 11.2.2)

The proposal then goes on to say that ‘Through service redesign this business case will support the Trust to maintain locally based services and achieve financial sustainability in the medium to long term. *This also needs to be done in co-operation with Local Authorities who will need to be reassured*



*that the model proposed in the business case ensures that service users receive care in the most appropriate settings. Moreover an impact assessment of the proposal will be necessary to ensure changes to the service do not qualitatively disadvantage service users.'* (Italics added)

There is very little other reference to social care (or primary care) mental health services in the proposal document. In 15.12.1 it says that 'Partnership arrangements exist between the Trust and Local Authority partners and CMHT members can access community care services for service users that are provided and or funded (sic) by Local Authorities. The enhancement of this partnership working will be crucial to the qualitative development of the proposed model.' In the section on Assertive Outreach Teams (AOT) it states that 'Appropriate social care and housing services are vital in providing support to people with complex needs. The Commissioning Strategy will ensure that a full range of options is available in the future.'

The only other substantial reference to Social Care services appears in a paragraph headed Social Work in the section on the 'Workforce Implications' of the model. This provides a description of some of the functions that social workers carry out and goes on to say that 'Local Authorities also provide a wide range of housing, leisure, employment, and education services that support and promote citizenship and social inclusion.'

## **6. The Response of Halton Borough Council's Health and Community Service**

In response to the Trust's proposal Halton Health and Community Services took part in an Impact Assessment with Halton PCT. The Trust attended all of the meetings to clarify issues as they arose. The report on the Impact Assessment, including a number of recommendations, was then attached as an appendix to a report to Halton's Executive Board which set out Community and Health's concerns about the Model. Concerns about the implications of the model of care for older people with a functional mental illness were addressed separately in a report from the Operational Director: Older People / Physical & Sensory Disability in his capacity as chair of the Older Persons Local Implementation Team.

## **7. Analysis of Health and Community's concerns and the Trusts views on the issues**

The report to the Executive Board including the Impact Analysis and the report of the LIT bring together the key concerns that Community and Health wish to see addressed in relation to the Trust's Model of Care proposal. The key concerns detailed in these reports have been set out in Table 1 along with the responses of the Trust - as set out in the various Models of Care documents, 'Change for the Better' and the record of their replies to questions put to them by the Joint Scrutiny Committee. The final column of the table sets out the further actions that may be required to deal with aspects of the issues that appear to remain unanswered or that are not yet resolved.

## **8. Meetings and structured interviews**

Having completed an initial analysis of the proposal, considered the key concerns of Community and Health and the PCT (as set out in Table 1), and having heard the views of Executive Board Members, a series of interviews were held with relevant key officers. One to one meetings were conducted with the officers (listed in Appendix 2) in Community and Health, Halton and St Helens PCT, and the 5BPT and a telephone interview was conducted with the local authority lead in Warrington Borough Council. The interviews enabled in-depth exploration of the relevant areas of concern and provided an opportunity to establish 'up-to-date' positions and additional information that might have been made available since the start of the consultation process. Attendance at the Joint Scrutiny Committee on 24 August provided a great deal of useful information on elected members concerns and on the response of the 3 relevant PCTs to the proposal and to the issues raised by members.

## 9. Findings

The Model is generally welcomed:-

The model is welcomed, in principle, by all of the partners and is seen as likely to contribute to the move toward a 'recovery' model of care in secondary health services in line with the 4 boroughs mental health strategy. It has been shown to work in practice in other areas, where it has significantly reduced the level of need for in-patient treatment. It could contribute to a substantial improvement in mental health services for the people of Halton - if and when all of the services required to support the model in primary and secondary care are in place, properly resourced and effectively integrated with a comprehensive range of social care and other relevant local authority services.

However the welcome for the model is accompanied by significant concerns:-

- There has been a marked lack of a whole systems approach and genuine partnership working in the development of the proposal which has in turn undermined partners trust and lessened confidence in the Trust's competence to deliver the new service appropriately.
- As a result of the failure to adopt a whole system approach and the lack of partner involvement there is little evidence in the Model of Care that social care is sufficiently valued or that its contribution to mental health services is fully understood. There is a similar lack of consideration of primary care interventions.
- As a consequence the impact on primary care and social care has not been properly considered. The potential for increasing pressures and costs is alluded to in the proposal but without any work having been done with partners to determine the nature, and extent of the potential impact or costing of the possible financial consequences
- Areas where there may be pressures include the day hospital reprovision as day therapies. Significant numbers of people currently use the Trust's day hospital service but it is not possible to ascertain from the information in the proposal document what needs the current users of this service may look to local authority services to meet as a result of the cessation of the current service.
- Pressures may also arise in relation to accommodation and the supporting people responsibilities of the borough. Model of Care makes reference to the importance role of accommodation services in supporting recovery and of the local authority's role in commissioning these services. The Council recognises this and also recognises that current levels of supported accommodation are below ODPM national norms. Halton's Supporting People Strategy gives priority to the further development of accommodation to support people with mental health needs. As the Model of Care is intended to maintain increasing numbers of people in the community this may add to the pressure on the limited appropriate accommodation available before the authority has been able to effect the necessary investment. The level of investment that would be required to achieve the required level of

- accommodation is estimated by Community and Health to be approximately £250K
- Of fundamental concern is the fact that the bed number calculation appears to be unsound and overoptimistic. The minimum Royal College of Psychiatrists (RCP) level has been adopted but this is inappropriate as the 'formula' is based on meeting the needs of the adult population only whereas the model intends to use the beds for adults and older people. The RCP recommended in-patient provision levels are based on there being a complementary comprehensive array of health and social care community services which is not yet the case in Halton. For instance at present neither an Access/Gateway Service or Early Intervention Service is in place, and the CHRT has only just reached the staffing level at which it can begin to provide the Home Treatment element of its service.
  - The speed of change is very unhelpful to partners and increases risks for all parties. Implementation of a model which has significant implications for partners but for which they have had no time to prepare will create difficulties which could be avoided if a more sensitive timetable were being adopted. The option of doing more detailed work in relation to the assessment of the impact on local authority services or on the further development of community infrastructures that would help to underpin the model is undermined by the timetable attached to the current proposal.
  - A phased programme for the reduction of in-patient beds following demonstration of the positive impact of new service arrangements would appear to offer a responsible approach to reducing risk and managing change but there is no indication within the proposal that this has been considered.
  - The reduction in in-patient beds depends critically on having adequately resourced Primary Care Mental Health services in Halton and a fully resourced Access/Gateway service. The presence of these services can significantly reduce the level of referral to secondary services and they are essential components of the full array of services needed if the model is to succeed (See the report on 'Community Mental Health Team Re-focusing in Knowsley' Manchester University Research June 2006). Investment in these services in Halton is not yet at a sufficient level to enable the planned level of in-patient reduction in the model to proceed.
  - The planned service for over 65s with a functional mental illness is dealt with in insufficient detail within the proposal. The 'ageless' service principle is sound and is generally supported but there has not been any consultation with the Older Persons Local Implementation Team on the implications of the model for other older persons mental health services. The issue of protecting vulnerable, frail elderly patients is not addressed sufficiently seriously in the document which only makes passing reference to safe areas being included in the redesign of the wards.
  - It is government policy to provide single-sex wards in mental health in-patient services. Appropriate gender separation cannot be achieved on a single ward – this is not acknowledged anywhere in the proposal and

- it seriously undermines the model as outlined in the consultation document.
- The use of a bed in the in-patient unit of a mental health service for detoxification may not be the most appropriate place for this service to be located but the plan fails to say where this service will be located in the future.
  - Use of Knowsley's service arrangements during the consultation to demonstrate the effectiveness of aspects of the proposed model is considered unhelpful and misleading in the light of the markedly different levels of investment in community mental health services in the two boroughs. Halton Local Authority currently invests approximately £2.4M in community mental health services compared to £4.3M in Knowsley Local Authority.
  - The decision to end the current arrangement under which services to Frodsham and Helsby residents are effectively subsidised by Halton PCT is welcomed however there is a lack of clarity and certainty in the information that the Trust has provided during the consultation process in relation to the financial arrangements and any agreement that has been reached with West Cheshire.
  - The model will require significant numbers of staff in the Trust to change their roles and adopt new ways of working. This will involve a substantial process of recruitment, training and culture change. Concerns have been expressed about the Trusts ability to successfully meet the challenges that this will present.

## 10. Discussion

The Model of Care proposed by the Trust prior to public consultation has been developed without the involvement of partners and this has resulted in a model that proposes to make major changes to one part of a complex set of interrelated services without having 'worked through' the implications for the other elements in the system or for the plans or budgets of partners responsible for them. The model is generally agreed to provide a sound model of secondary services in line with the commissioner's strategic plan for mental health services and is consistent with a recovery model increasingly focused on care in community settings.

The model will only succeed if it is supported by an appropriate community infrastructure and it does not at present make allowance for the planning and implementation time required to fill some of the clear gaps – or to do the research to establish the impact in areas where impact is uncertain but there are seen to be risks. There will be clear risks if the current timetable is adhered to and there is no plan to phase in the bed reduction in a manageable way.

There is general support for the development of services that do not discriminate on the basis of age – but the lack of consultation with the Older Persons Local Implementation Team is regrettable and is liable to undermine the effectiveness of a service which will need to work together with other services for older people. The assurances about the protection of frail vulnerable patients are as yet insufficiently clearly defined.

The plan does not provide the required safe service for women and this would have to be addressed to conform with accepted good practice and government guidance.

The ending of the provision of a subsidised service to residents of Frodsham and Helsby is to be welcomed but the new arrangement needs to be clearly evidenced in a way that provides the reassurances that the Council and PCT wish to see.

## 11. Recommendations

Four options appear to be available which are:

- 1) Unconditional approval
- 2) Outright rejection
- 3) Conditional rejection - until satisfactory information and assurances are forthcoming
- 4) Conditional approval – subject to implementation conditions being agreed before any changes to services proceed

### 1. Unconditional approval

Unconditional approval is not recommended as there are significant concerns and risks involved in the implementation of the model and this option would appear to ignore these concerns, and would fail to provide any mechanism for influencing further redesign of the proposal and the development of a whole system approach.

### 2. Outright rejection

Outright rejection of the proposal is not recommended. All of the partner organisations have stated their support for the model in principle. The model is consistent with the partners recent Commissioning Strategy (published at the same time as the model by commissioners including Halton Borough Council).

The model is consistent with government guidance on mental health service provision (with the important exception of guidance in relation to single sex wards) and has an evidence base that appears to have government support.

Some of the concerns noted in the report are about partnership working and implementation issues that may be resolvable between the end of the consultation and the start of the implementation process. Representatives of the Trust have indicated during the interviews that were undertaken and in the meetings with officers, that these are areas where they would welcome dialogue. Outright rejection would provide a poor basis for the enhancement of partnership working.

The implementation of the model will highlight the need for fully resourced primary mental health and gateway services and for sufficient appropriate accommodation to be available, as it involves a shift to 'front end' and community support. The PCT and the Council recognise the need for these developments, their concern being that the services are not yet in place and that the resources to achieve them are not immediately available. There is a danger that rejection of the model in these circumstances might appear to be seen as Halton commissioners holding back progress which would expose service gaps in areas of Council and PCT responsibility.

The only other option put forward by the Trust would leave Halton without a local in-patient facility and appears very unlikely to receive much local support. No other options have been developed by the PCTs or the Local Authorities despite the fact that this model appeared in draft form 12 months ago. To develop a further alternative option would require a lot of cooperative work by partners and would probably have to be a medium term rather than an immediate solution

3. Conditional rejection

Conditional rejection is not recommended. In contrast to Option A, It acknowledges the concerns of the Council and partners about a number of aspects of the proposal that have been identified to the Trust. It also acknowledges the attempts that the Council has made to obtain information, clarification and reassurances required to enable a full and objective appraisal of the proposal to be undertaken.

However this option is not supported because the Trust has responded to the Council. Representatives of the Trust have attended meetings of Councillors (Joint Scrutiny Board) and of officers and have responded to questions. They have put in place a full consultation process with public meetings, circulation of pamphlets, web-site consultation etc. While the answers received may not have allayed all concerns or provided all of the detail that was hoped for, it would be difficult to maintain the position that the Trust has not responded satisfactorily. It also fails to properly acknowledge that there is a genuine financial imperative to which the Trust has to respond to within the financial year. The financial imperative will remain if the proposal is rejected and require increasingly urgent action as time goes on.



## 11. The Way Forward

We would recommend approval of the conditional acceptance recommendation Option D with conditions as set out below:

### Conditional Approval

This would be directed at achieving the objective of achieving the most effective joint management of the project, ensuring Council and Social Care priorities are given appropriate attention, providing appropriate single sex arrangements, working to a reasonable timescale, putting in place a responsible phasing process, and monitoring pressures throughout the system, with Board level oversight in each partner organisation. Conditions for approval could include agreement to measures such as:-

- A project implementation management structure that is commissioner led and independently chaired and in which the all of the key partners are appropriately represented, using existing structures where this would be beneficial.
- An overarching implementation group at strategic level with a mechanism for reporting back to Boards on progress and pressures plus local implementation groups to manage local operational developments.
- Establishing a 'whole system review' to provide quality research on the anticipated impact of the introduction of the model on all areas of concern.
- Receiving assurances from the Trust that the finally agreed in-patient provision funded by Halton PCT is for the use of Halton residents and is not available for residents of West Cheshire.
- Provision of the required single sex provision by increasing the planned provision to two wards at a maximum of two single sex wards to a maximum of 16 beds and continuing with the Grange Ward for Older People.
- Revisiting the implementation timetable and setting a reasonable timetable that enables proper planning processes to be put in place.
- Agreeing to manage the bed reduction more flexibly and in a phased manner that allows the impact of home treatment and other service developments to demonstrate the reducing need for inpatient capacity.
- Negotiating a satisfactory arrangement for the detoxification service with Halton PCT.
- Halton Borough Council and the PCT working up plans for the development of the required community infrastructure services – such as supported accommodation, a comprehensive primary mental health care service and an Access/Gateway service to present to the project planning group.
- Agreeing to a report setting out the risk assessment and risk management arrangements for dealing with in-patients risks to all vulnerable groups and individuals, Alongside which plans to be produced which are approved by commissioners concerning safe areas within appropriately designed wards.
- Agreeing to consultation with the Older Persons LIT to ensure that the LIT's concerns are understood and responded to. (See list of areas where

a Trust response is required in Appendix 1 Table 1 Column 3 – under 'Further actions required to resolve outstanding concerns.)

## Appendix 1

**Table 1: Analysis of Halton Health and Community Service’s response to the 5 Boroughs Partnership NHS Trust Models of Care** - as set out in a) The report of the Strategic Director to Halton Executive Board dated 12 July and b) A report by the Older People / Physical & Sensory Disability Service titled ‘Response to the 5 Boroughs Partnership Mental Health Trust document ‘Change for the Better’ plus suggested further action required to resolve outstanding concerns.

<b>Report of the Strategic Director, Health and Community to Halton Executive Board 12 July 2006</b>		
<b>Key Concerns</b>	<b>5BPT views on the issues as set out in the various proposal documents and in the ‘Response to queries for the Joint Overview and Scrutiny Committee’</b>	<b>Further action to resolve outstanding concerns</b>
1. Norfolk model on which the proposal is based has been in place for less than a year and has not yet been formally evaluated	The Norfolk and Waveney experience has been so successful that it has been endorsed by Sir Louis Appleby (Mental Health Tsar) who opened a new Resource centre in Waveney in 2005. Visits were made to Norwich and Waveney in December 2005 by senior clinicians. The full benefits of the model were confirmed.	Commissioners and service users to visit Norfolk speak to stakeholders and assess
2. Initially developed in isolation from partners only later followed by local discussion of detail. One result is there are only 2 options either this model or closure of Halton Psychiatric wards.	Model of Care document and responses to Councillors questions imply a higher level of partner involvement e.g. ‘based on’ partners Commissioning Strategy and an appropriate process of consultation involving formally sharing proposal with commissioners in February and following Cabinet Office	Genuine partnership working and a whole systems approach needs to be clearly embedded in any arrangements to take forward the proposals if accepted (see 7 below)

	Guidance on consultation.	
3. Trust has not 'revealed' how appropriate separation of vulnerable older people will be achieved particularly in day settings	a) Trust states that there is no policy requirement in relation to age and separation of which they are aware but will look at any further guidance that is produced, there is age mix currently in 2 of 4 Boroughs units, Model will bring enhanced staffing levels, and committed to risk assessing vulnerable people to provide separate areas for vulnerable people,	a) Further guidance given to Trust (Audit Commission 2002 'Forget me Not') - Trust response required. b) If Model to be implemented there needs to be an agreement in advance with regard to the development of risk assessment and for separate area provision acceptable to commissioners including those for older persons services.
4. Significant financial impact on the council from reduced in-patient beds and reduction in day hospital provision leading to increasing demand on community and mainstream services <ul style="list-style-type: none"> <li>○ Infrastructure costs for housing</li> <li>○ floating support services to support the model</li> <li>○ increased pressure on the Community Care Budget</li> <li>○ increased pressure on contracted services e.g. residential and day care</li> <li>○ Additional front line staff to support the model</li> </ul>	<ul style="list-style-type: none"> <li>○ Most MH service users live at home the model further supports this, new services will provide a positive impact for users and carers</li> <li>○ Treating people in their homes and maintaining informal and formal support networks means less breakdown and lower levels of complex care packages</li> <li>○ They should be able to access mainstream services (though may need help to do so)</li> <li>○ Commissioning Strategy states that a range of supported accommodation is required in the community with modernised day provision rather than institutional settings.</li> <li>○ Numbers needing 'a degree of special accommodation will not increase as a</li> </ul>	It is not possible to predict with the information currently available, with any high level of certainty, what the effects of the implementation will be on social care and other community services. There are too many, -and too many uncertain variables for effective modelling of future positions to be undertaken and they are likely to have an impact that will vary over the short, medium and long term. The phasing arrangements will be critical. Also it is often the case when undergoing radical change in one part of a complex system that there are unintended consequences that are difficult to anticipate. The Trust should acknowledge the genuine concerns of Halton Council and – see 7 below – agree to a whole system impact research project and joint project

	<p>result of the model and, they will require planned care packages - as now</p> <ul style="list-style-type: none"> <li>○ The Trust has offered to commission work to look at day service provision if considered useful by agencies</li> </ul>	<p>management arrangements with the Council and the PCT involving regular consideration by partners of monitoring reports on activity in relation to key areas of anticipated pressures along with a joint commitment to the resolution of problems as they arise.</p>
<p>5. Eligibility Criteria changes will negatively impact on Council</p> <ul style="list-style-type: none"> <li>○ The eligibility criteria for community mental health services of the Trust are likely to be tightened, existing community services will be expected to absorb the shortfall</li> <li>○ Significant local community service changes will be required requiring time and robust partnership working between the Council and the PCT</li> </ul>	<ul style="list-style-type: none"> <li>○ Service eligibility criteria within the model are to be subject to joint work with health commissioners and local authorities in relation to in-patient admission and Effective Care Coordination – post consultation on the model. Admission to a bed will be based on assessed need, not as a substitute for something more appropriate. 40% of in patients were shown in an audit ‘not to need to be there’</li> <li>○ In some localities service users would be best served by specialist mental health community services. Currently not all service users are able to access these services, for example service not funded or provided for working age adults only</li> </ul>	<ul style="list-style-type: none"> <li>○ Work on the development of jointly agreed eligibility criteria should be timetabled into the project implementation plan if the model is supported.</li> <li>○ Where new eligibility criteria are jointly agreed for in patient services predicated on increased availability of specialist mental health community services, the implementation of the criteria will need to be coordinated with the implementation of the additional - or more accessible community health services</li> </ul>
<p>6. Time required to implement the model underestimated, transition planning and project management insufficiently defined.</p>	<ul style="list-style-type: none"> <li>○ After consultation agree the detail behind asset enhancement, transitional processes and project management protocols</li> </ul>	<ul style="list-style-type: none"> <li>○ Project planning structures should be developed jointly with the Council and the PCT</li> <li>○ The PCT and the Council should</li> </ul>

<ul style="list-style-type: none"> <li>○ The full implementation of the proposed model is likely to take longer than the predicted '2-3 years'</li> <li>○ It is not how clear how the project management will be affected by such time extension</li> <li>○ It is not clear what transition arrangements are to be put in place</li> </ul>	<ul style="list-style-type: none"> <li>○ Detailed project planning will be undertaken for the phased transition</li> <li>○ Tightly project plan the process as facilitated by agreed PCT &amp; SHA funds</li> <li>○ Will 'utilise agreed funds from the PCTs to protect existing NHS services through the process of transition'</li> <li>○ Intend to develop joint protocols with partner organisations (pending the outcome of the consultation)</li> </ul>	<p>enjoy equal representation with the Trust in the project implementation group/s</p> <ul style="list-style-type: none"> <li>○ There should be management team/board level representation</li> <li>○ The terms of reference should be jointly drawn up and agreed</li> <li>○ The group should provide regular reports to the management teams/boards of the partners</li> <li>○ The business of the groups should include receipt of regular reports on activity and financial impact in relation to key areas of concern within the mental health system as a whole</li> <li>○ The partners should consider at the outset how they intend to manage contingencies arising from the introduction of the model with a view to enhancing a 'whole systems approach' and ensuring that they achieve an increasingly robust and meaningful partnership.</li> <li>○ Phasing arrangements should take account of the potential impact of planned changes on all partners.</li> </ul>
<p>7 Further detailed work will be required on the impact on post-16 children who require mental health services</p>	<p>The proposal is about services for adults and older persons and neither enhances nor negatively impacts on CAMHS services, it does not affect the current arrangements for</p>	<p>The project group's monitoring reports should include information that will enable any impact on children who require mental health services to be ascertained.</p>

	transition between adult and children's services.	
8. The reduction in investment is greater in Halton than in the other 3 boroughs.	The Trust has based its proposal on population figures weighted in accordance with the nationally accepted MINI index (which measures mental health need) and then used a Royal College of Psychiatrists formula for deriving numbers of beds required.	Although the adjusted population data should provide a sound basis for comparison of levels of need and the RCP formula is an accepted basis for determining bed level requirements, the risks to partners is likely to be greatest wherever the reduction in beds and the change of practice required is greatest.
9. Model will require PCTs and Councils to develop 'shared policies and protocols in a number of areas such as joint funding arrangements'	(Council and PCT issue)	Should be included in the Council's and PCT's action plans for dealing with the implementation of the Model, - if it is agreed.
<b>Additional issues raised in Appendix 1 to the report - 'Financial and Services Impact Assessment'</b>		
10. The In-patient beds in Halton are to be used for both adults and older people. The reduction in the current level of in-patient beds for the two groups combined will be 31 a reduction of 17 adult beds and 14 older people's beds, leaving 38 in-patient beds. The figure for the number of beds required has been obtained from weighted population figures applied to the RCP bed formula. The weighted population does not take older people into account.	'It is important to note that the Royal College has not recommended a norm for the provision of acute psychiatric inpatient beds for Older People with a functional mental illness. This is due to the historically very low level of bed usage for this service user group.' In this respect the numbers of beds recommended...implicitly includes an element for Older People.'	The consultation document and the earlier versions of the proposal shared with partners provide little information about older persons with functional mental illness and how their needs are met now or more importantly how they will be met in the future. The mental health care arrangement for older people with a mental illness should be addressed in appropriate depth by the Trust and a report explaining how their needs will be effectively met produced for consideration by commissioners and the Standard 7 sub-

		group of the Older Person's LIT
11. There is concern about the lack of social care input into the proposal and the fact that the Resource and Recovery Centre will not include any social care professionals.	Version 12 of the proposal 'Improving Value through Transformation' business case for a new model of care' states that 'Social work and social care services will be available from RRCs.'	A whole systems approach and genuine partnership will be fundamental to the success of the model if it is to be adopted. The role of the project planning group/s would be critical in this regard both in relation to determining the location of social care resources within the new service structures and in ensuring that a holistic model of care is adopted.
12. Frodsham and Helsby receive about £1.3M of services from the Halton based services of the Trust each year but the Wirral and West Cheshire PCT only contributes £130,000 towards this service. This effectively represents a loss of service of over £1M for Halton residents	The Trust will only in the future provide services for which the Trust is funded, discussions are going on to this effect and the Trust expects this issue to be resolve as part of the refining of financial allocations through the FT Diagnostic Process.	
<b>Issues set out by the Operational Director Older People / Physical &amp; Sensory Disability in a report titled 'Response to the 5 Boroughs Partnership Mental Health Trust document 'Change for the Better'</b>		
13. There are significant gaps in key management positions in the Trust's current Older People's service structure and management responsibility for Older People's services is not indicated in the Model of Care Leadership Team. Permanent funding for the post of		See 10 above - the report should set out the future management arrangements for Older People's service and respond to this reports suggestion of the 'need to develop clear managerial leadership with specific roles for older people and development of older people's champions.'



CMHT Manager has not been identified.		
14. The calculation for the number of in-patient beds required is based on adult population data, and fails to take account of the fact that the population of over 65s will increase from 16,300 to 26,000 by 2028		See 10 – the report should address the level of need for service for people over 65 with a functional mental illness taking into account the substantial predicted increase in population.
15. A completely separate unit should be provided for those Older People with functional illness who are considered frail and vulnerable.		See 3 above
16. The adult protection focus will need to be strengthened.		The project implementation group will need to give particular attention to staff training and development. The inclusion of over 65s will require particular adult protection competences that should be included in the overall training needs analysis
17. The model does not deal with some groups of people who ‘do not fit into discrete categories such as over 65s with a functional mental illness but also exhibiting signs of dementia, or with a dual diagnosis including physical illness, requiring specialist diagnosis and care.		See 10 – specific reference should be made to groups of people who do not fit into discrete categories.
18. There is concern that with the reduction in beds full capacity will be reached and service users that are over 65 will be placed either out of the locality or in Grange Ward. The former		See 10 – specific reference should be made to the arrangements for the care of over 65s when beds are unavailable in the Resource and Recovery unit.

<p>option would involve travelling difficulties for elderly carers and family members, the latter is considered an inappropriate resource as it is for people suffering from dementia providing a service to some people exhibiting very disturbing behaviour.</p>		
<p>19. There is no indication in the proposal that the Psychology personnel will require experience concerning Older People which is necessary if they are to be offered an appropriate service</p>		<p>See 10 – specific reference should be made to the issue of appropriate Psychology input availability for older people in the service.</p>
<p>20. Consideration should be given to having a dedicated CPN to assist with a model of rehabilitation and step-out services (previously provided on a temporary basis)</p>		<p>See 10 - the report should consider whether this and other learning from older persons intermediate care service development could usefully be applied to older people in the proposed new service.</p>
<p>21. It is not clear that the level of additional demand for CRHT and Assertive Outreach services arising from the inclusion of over 65s has been factored into the calculation of staff numbers required. Assurance is needed that the finally agreed numbers will meet the additional needs and that over 65s will have equal access to these services.</p>	<p>Older people will benefit from access to crisis resolution/ home treatment, enhanced day therapy, and the more flexible highly skilled workforce</p>	<p>See 10 the report should revisit the issue of the staff numbers required and ensure that the over 65s have been appropriately factored into the calculations, and confirm that over 65s will have equal access to services.</p>
<p>22. The model would be highly likely to lead to a major increase in demand for</p>	<p>See 5 above</p>	<p>See 10 the report should consider the changing care pathways for older people with</p>

<p>local primary care and social care services for older people. However none of the reinvestment is being redirected in this direction.</p>		<p>a functional mental illness and the investment implications of the model so that the impact on primary care and social care services can be properly established. The report should be considered by the Older Person's LIT and the Standard 7 Sub-Group and the Trust respond to any further concerns or proposals that they communicate.</p>
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## **Appendix 2: List of officers interviewed during the project**

### **Interviews were conducted with:-**

Chief Executive, Halton Borough Council  
Halton Borough Council Health and Community:  
Strategic Director  
Operational Director Adults of Working Age  
Operational Director Older People / Physical & Sensory Disability  
Divisional Manager Mental Health  
Divisional Manager Older Peoples Services

### **Halton PCT**

Joint Commissioning Manager, Mental Health

### **St Helens PCT**

Director of Finance  
Acting Assistant Director, Vulnerable Adults

### **Warrington Council**

Strategic Director, Community Services (by telephone)

### **5 Boroughs Partnership Trust**

Director of Nursing Standards and Operations



## St. Helens Council

Judith Holbrey  
5 Boroughs Partnership NHS Trust  
Hollins Park Hospital  
Hollins Lane  
Winwick  
Warrington  
WA2 8WA

### Chief Executive

Town Hall  
Victoria Square  
St. Helens  
Merseyside  
WA10 1HP

Contact: Mrs. C. Hudson  
Tel: (01744) 456101  
Fax: (01744) 4556889  
CaroleHudson@sthelens.gov.uk  
Our ref:  
Your ref: CH/KMA

8 September 2006

Dear Judith

### **5 Boroughs Partnership Mental Health Trust Consultation - 'Change for the Better'**

The Council has welcomed the opportunity to take part in the consultation process for 'Change for the Better' and fully recognises the challenges that face the 5 Borough Trust in terms of modernising services and dealing with a significant budget deficit.

The Council has considered the 5 Borough Trust proposals for a new Model of Care for Adults with Mental Health problems, as fully as it has been able to, given the amount of detail that has been made available to us.

An impact assessment has been undertaken to assess the key issues and the proposals for St Helens services. This impact assessment compared the proposed model in "Change for the Better" against the recently agreed Commissioning Strategy, and has adopted a whole systems approach to ensure that the needs of the local population in the relation to Mental Health services can be demonstrated to be met as effectively as possible.

As a result of our examination of your proposals, and whilst supporting the principles of the Model of Care, there remain a significant number of unresolved or uncertainty around key issues.

The Council's Executive and Overview and Scrutiny have both considered and discussed these issues and the Executive has approved the following response to the proposed Model of Care.

- 1) The timescales for implementation of the proposals are unrealistic.
- 2) There is no clear plan to cover the transition process between current services and the services proposed in order to achieve smooth, safe and effective transition. This plan is vital to give reassurance to individuals, commissioners and service providers.
- 3) There is a lack of clarity about the capital and revenue funding to support the transition and to fully implement the proposals.



INVESTOR IN PEOPLE



- 4) In particular the Council is concerned about the significant reduction in the proposed number of service users able to access the Community Mental Health Teams contained in the model. There is no clarity about how all current service users will be dealt with under the new model and by whom, and especially as this needs to relate to the Council's Fair Access to Care criteria. In addition, the role of CMHT's will fundamentally change as a result of the proposals yet there have been no discussions with Commissioners regarding their new role
- 5) The model of care makes assumptions about the level of primary care services that should be in place to support mental health service users for prevention at tiers 1 & 2. This primary care infrastructure is currently significantly underdeveloped and clarity is required about the level of investment to be made by the PCTs in order to deliver the proposed model of care. At the present time there is no available investment plan to support the model of care.
- 6) The Council is concerned that it is impossible to assess the impact of any reduction of service from the 5 Borough Trust and to identify the knock on impact on Social Care and GP services. The Council remains particularly concerned about the lack of clarity of how the changes in services will impact on Adult Social Care services and budgets.
- 7) The model of care explicitly states that it does not cover services for Older People, Drug and Alcohol services, or CAMHS. However, there are obvious implications where adult mental health services overlap with these specialist services. Reassurance is required that dual diagnosis services will be improved for older people, and that they will still have access to specialist expertise within old age service.
- 8) There is extremely limited reference to supporting carers throughout the model of care. Given the high number of carers in St Helens, the 5 Borough Trust and the PCT should recognise and support the work of carers in line with the Commissioning Strategy.
- 9) The Council's Scrutiny Panel felt that most of the information that they received was of a very general nature and did not address specific St. Helens issues.
- 10) The Council is concerned that adults of working age older people will continue to be treated on the same inpatient wards. This is contrary to good practice as identified by the Health Care Commission.
- 11) The Council is concerned that intensive psychiatric beds are being dealt with separately and are not included in the proposals. The Council understands that proposals for these services are being reviewed and funded separately.
- 12) The Council notes the 5 Boroughs Partnership Trust proposal that the number of beds in St Helens will be reduced from the present amount of 34 to 33 beds. However, the Council is disappointed that the closure of Peasley Cross Court does not appear to have been properly factored in to these proposals as this has clearly had an impact on services in St Helens. It is also clear that the 5 Boroughs Partnership Trust is looking for an overall bed reduction in excess of the national target of 30% without evidence to support this proposal.
- 13) In patient bed reductions can only be delivered in a safe, sound and supportive manner, if a comprehensive, complementary and integrated community infrastructure exists across the whole spectrum of services and service providers. This requires the balancing of resources to provide assurance that unintended impacts do not occur elsewhere. We do not believe this is



evidenced in the proposals and information received to date. We are extremely concerned that insufficient attention has been given to assess the impact of the reduction in patient beds on other services.

- 14) The Council remains dissatisfied with the quality of the financial information provided during the consultation process. The Adult Social Care & Health Scrutiny Panel also felt that there was a lack of clear, timely information to support some of the proposals.
- 15) The Council is pleased to note the commitment given by officers of the 5 Boroughs Partnership Trust, that capital investment for improvements at Peasley Cross has now been identified from the 5 Boroughs Partnership NHS Trust existing budgets. The Council would welcome confirmation that the PCT supports these proposals, together with written confirmation from the 5 Boroughs Partnership Trust. The Council is also concerned to ensure that the commitment given by the 5 Borough Trust, that the revenue savings from the closure of Peasley Cross will be reinvested in St Helens services, is reinforced.
- 16) The Council is concerned that the allocation of transitional resources to implement the model may not be adequate or satisfactory. Again we would request written confirmation of the availability of any transitional resource being made available and how it will be allocated.
- 17) The Council is concerned about the issue of indirect costs and how these will be apportioned across the 5 Boroughs.
- 18) The Council remains concerned about the workforce implications of the proposals. The officers of the 5 Boroughs Partnership NHS Trust indicated there would be a 10% reduction in overall staff. However there would be more staff in inpatient units at the Resource and Recovery Centres (RRCs). Whilst the Council are pleased that the additional staff in the Resource and Recovery Centres will offer the opportunity for more therapeutic work, it is concerned that all the staff savings, including those to finance the additional staff in RRCs, will need to be found from community based services. This would seem to be contrary to the expressed intention of the document, to increase services in the community. The Council remains unclear about the deployment and practice implications for Council staff seconded to the 5 Boroughs Partnership Trust.
- 19) Finally, there are residents in St Helens who receive their mental health care in Wigan and Leigh and the Council cannot assess whether or not all residents will receive equitable services, in the absence of a clear commissioning strategy for the Wigan and Leigh area.

In summary, while the Council believes that the principles behind the proposed Model of Care are consistent with the Commissioning Strategies for Adults and Older People, which were agreed by the Council in March 2006, there are substantial risks both in the transition from the current model to the new model, and in the sustainability of the proposals, once implemented, in terms of dealing with the associated risks.

In terms of ensuring there are safe local services for people in St Helens the potential risks are outlined above.

In putting forward their proposals, the 5 Boroughs have been clear that it must achieve a balanced budget by the end of this financial year.

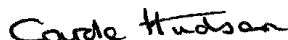
This is in a context of a Trust overspend of £7million and the need for a Recovery Plan to manage the over provision of service. Budget reductions of this magnitude undoubtedly carry a risk to the current level and coverage of services and could have knock-on effect on the financial implications for the Council.

As a result of all of these concerns, the Council is not currently in a position to support the proposals contained in the "Change for the Better". The model in its present form, is not in the interests of health services in Halton, St Helens and Warrington and should not be implemented in its present form until the issues raised in this letter and from the Joint Scrutiny recommendations are considered further.

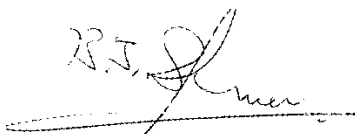
We remain concerned that there will be a potentially negative impact on many service users and carers, with fewer services available and tighter rationing of those services. The lack of clear financial information and plans and the lack of capital funding, challenges your ability to deliver the proposals outlined in 'Change for the Better'.

Should further information be provided to address the significant concerns identified above, the Council of course would reconsider the proposals.

Yours sincerely



Carole Hudson  
Chief Executive



Councillor Brian Spencer  
Leader of the Council



<b>REPORT:</b>	Executive Board
<b>DATE:</b>	21 September 2006
<b>REPORTING OFFICER:</b>	Strategic Director – Children and Young People
<b>SUBJECT:</b>	Building Schools for the Future
<b>WARDS:</b>	Boroughwide

## **1.0 PURPOSE OF REPORT**

- 1.1** To provide an outline of the submission requirements for entry into the national Building Schools for the Future (BSF) Programme and provide a list of the key issues Halton needs to consider prior to completing any application.

## **2.0 RECOMMENDED: That**

- (1) Approval in principle is agreed by the Board in relation to the Authority's commitment to engagement in the Building Schools for the Future (BSF) programme in particular the procurement and funding models outlined in Appendix 1.**
- (2) The capacity and experience of Council staff in key service areas be assessed to identify any additional staffing requirements necessary to establish a Project Team and the level of any external consultancy required.**
- (3) Consideration be given as part of the ongoing budget process to the allocation of all necessary revenue costs incurred in establishing and resourcing a Project Management team within the authority.**
- (4) Subject to the satisfactory outcome on the above recommendations, approval be given to submit a request for participation in Wave 5 of the BSF programme**

## **3.0 SUPPORTING INFORMATION**

- 3.1** Building Schools for the Future is a national programme through which funding is available for investment to transform all schools or units that

teach secondary age pupils. Funding is either in the source of either conventional capital (capital grant and borrowing) and/or PFI credits. There is no revenue funding. The programme will not fund accommodation for dedicated non-educational services, however, these can be funded through joining up with other funding sources such as Sure Start, the PCT etc. The funding does not fund Further Education Colleges or 6<sup>th</sup> Form Centres operating under the FE regulations.

- 3.2 Capital projects should generally range from £50-£150 million in costs. Projects in waves 4 – 6 were initially selected based on educational and social need. As further prioritisation is now required Authorities are now required to demonstrate their readiness to delivery their projects. It is considered to be poor preparedness if an authority puts forward a project, which is not considered ready at assessment.
- 3.3 The DfES expects that local authorities will take full advantage of the advice and support offered by 4ps, the local government project delivery specialists. The views of 4ps will be sought in assessing readiness to deliver.
- 3.4 The assessment of readiness to deliver will be made by the Department of Education and Skills and Partnerships for Schools. Projects selected for inclusion in wave 4 will have to be ready to commence in January 2007.
- 3.5 The timetable for the process is as follows:-

Date	Action
15 <sup>th</sup> September 2006	Authority must notify the Department and PfS whether intends to bid for inclusion in Wave 4
13 <sup>th</sup> October 2006	Submission must be returned along with the supplementary programme information requirements
December 2006	Announcement of wave 4 projects and indicative wave 5 and 6
January 2007	Wave 4 commence
From September 2007	Following outcome of comprehensive spending review indicative funding for wave 5 and 6 announced
From September 2007 onwards	The department and PfS check readiness to deliver of wave 5 projects

From September 2008 (to be confirmed)	Same process followed for wave 6 projects
---------------------------------------	---

3.6 The following core criteria must be addressed in the submission:-

#### **Strategy for Change**

- The authority understands its key educational challenges and objectives and how it will contribute to these objectives through BSF

#### **Estate Strategy and Planning**

- The authority has identified the improvements required to the school estate to deliver the Strategy for Change

#### **Commitment to the BSF Model**

- The authority is committed to the BSF model, in particular the procurement and funding arrangements, and accepts that BSF funding is dependent on Partnerships for Schools (PFS) and DfES agreeing to any proposed variations to the model

#### **Project Management**

- Senior members are committed to leading the Authority's BSF project. The Authority demonstrates senior, corporate level commitment and leadership to the project. The Authority shows that it has effective arrangements in place for the leadership and direction of the Authority's project. The Authority demonstrates its commitment to managing the project through a core team that is able to draw on a wide range of skills from, different sources at different times

#### **Support Network**

- A network of support is available to the project which is drawn from both the Authority's own and external advisers. In particular, the Authority has identified its advisory support requirements and is prepared to appoint legal, financial, technical and ICT advisers.

#### **Corporate Capacity**

- The authority has the corporate capacity to undertake major strategic investment projects with evidence of its ability to deliver.

### **Key Stakeholders Commitment and Consultation Arrangements**

- Key stakeholders have been and will be consulted at appropriate stages and demonstrate support for the authority's plans.

### **Risk Management**

- The authority is fully aware of the risks facing the project and those, which need to be addressed if the project is to be successfully delivered.

- 3.7 In addition, project scope documents must be completed detailing the number and type of schools, a 10 year pupil forecast and the planned improvements to the school estate, along with timelines on planning, procurement and construction.
- 3.8 It is proposed following consultation with Corporate Management Team and Halton Secondary Headteachers that it is more appropriate for Halton to bid for inclusion in either Wave 5 or 6 so that issues in relation to the most appropriate model for school organisation and more detailed consultation with all stakeholders can be undertaken. The work required to achieve the core criteria outlined in 3.6 of this report cannot be achieved to ensure an appropriate level of preparedness for Wave 4. In addition, it is acknowledged that recruiting a Project Manager, establishing the team and resourcing this facility will be difficult to achieve prior to January 2007.
- 3.9 In order to progress work for a Wave 5 application there will need to be an urgent audit of the skills and experience within the Council in particular in relation to Design, Finance, Legal, ICT, Personnel, Audit, Risk Management, Procurement, Insurance and Advisory. Options will need to be considered to address any skills shortages including the engaging external staff and providing training for in-house staff. The capacity to deliver of these in-house these staff will need to be assessed.
- 3.10 A Project Director will be required. This will be a critical appointment. It should be full time and will need to be a senior member of the Council, with the appropriate skills, paid at the appropriate market rate.
- 3.11 An indication of the likely governance and structure of the BSF project will need to be determined.
- 3.12 In order to establish the likely level of funding available to the Council and the likely costs of any scheme, work is currently being undertaken by Property Services based on ten year pupil projections. More detailed work

cannot be undertaken until decisions have been made as the exact nature of secondary provision within Halton.

- 3.13 The readiness to delivery submission must be completed in full and returned to both the DfES and PFS by no later than 13<sup>th</sup> October 2006.

#### **4.0 FINANCIAL IMPLICATIONS**

- 4.1 The funding levels are guaranteed for Wave 4 Projects. However, although confirmation has been provided by the DfES and PFS that funding will continue for Waves 5 and 6 the levels of funding cannot be provided until the comprehensive spending review is complete in Autumn 2007.
- 4.2 There is no revenue funding for the project. In some authorities the set up costs have been around £2million. Further work is being undertaken with authorities in earlier waves of BSF to identify a more accurate sum. This financial revenue resource will be built into the Council's financial plan.
- 4.3 Many authorities have made a contribution towards the capital costs of BSF schemes, as funding has not fully met requirements.
- 4.4 To make most effective use of school premises joint funding with other partners is seen as essential. However, time to secure outline permission for this funding is short.

#### **5.0 OTHER IMPLICATIONS**

- 5.1 The number and category of schools within Halton needs to be determined. Academy provision also needs consideration along with co-location of other services and the position in relation to Pupil Referral Provision and Secondary Special Schools.

#### **6.0 RISK ANALYSIS**

- 6.1 Detailed below is a summary of the key risks for Halton in relation to BSF:-
- Costs of the scheme – there is no revenue and the costs to the Council are likely to be significant;
  - School Organisation issues could present a major problem for the Local Authority in particular as pupil number continue to decline within the secondary sector. Determining the most appropriate school provision could be an issue. Consideration needs to be given to Academy provision, 14-19, co-location of special schools and federations of schools;
  - Impact of schools seeking Trust or Foundation Status;

- Employment of a Project Director. Many authorities have struggled to recruit an appropriately qualified professional. The costs of this post is likely to be high.
- Capacity to deliver – are there sufficient suitably qualified staff available within the market place to both recruit to posts in Halton and to provide external consultancy?
- The timescales for project delivery have been shortened – can Halton delivery within the revised timescales as many authorities in the earlier stages failed to do so?
- Is there sufficient time to consult with other partners to secure outline approval for funding contributions towards BSF?

## **7.0 EQUALITY AND DIVERSITY ISSUES**

7.1 BSF projects must improve diversity, choice and access, inclusion underperformance and the integration of services.

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

Documents	Place of Inspection	Contact
Readiness to Deliver – Guidance for Local Authorities in BSF Waves 4 – 6 (DfES and PfS) June 2006	Grosvenor House	Ann McIntyre – Operational Director Business Planning and Resources
Building Schools for the Future – a guide for school governors and headteachers	Grosvenor House	Ann McIntyre – Operational Director Business Planning and Resources

## **Appendix 1**

### **Funding Model**

DFES and Partnerships for Schools (PfS) will determine the most appropriate funding arrangements for a Project. In the main new school buildings will be undertaken through the (PFI) Private Finance Initiative and refurbishments will be conventional capital funding such as capital grant and supported borrowing.

### **Procurement Arrangements**

The default model for BSF is the Local Education Partnership (LEP) unless otherwise agreed with the DFES and Partnerships for Schools. Alternatives should only be proposed where they represent value for money.

The LEP is a joint venture company comprising the Local Authority, Partnerships for Schools and a private sector partner. The local authority has a contract with the LEP, a Strategic Partnering Agreement, which gives the LEP exclusive rights to develop proposals for and deliver the design and build of BSF secondary schools in the local authority for a fixed period, generally ten years. The LEP acts as a single point of contact for the procurement, delivery and integration of all services required. It organises the supply chain e.g. design teams, buildings, ICT providers and facilities management companies.

The LEP Boards consists of four members from the Private Sector Partner (PSP), one Local Authority and one Partnership for Schools member.

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**REPORT TO:** Executive Board

**DATE:** 21st September 2006

**REPORTING OFFICER:** Operational Director – Financial Services

**SUBJECT:** Annual Governance Report

**WARDS:** Borough-wide

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

1.1 To present the attached report from the Audit Commission on the 2005/06 financial statements.

**2.0 RECOMMENDED: That the report of the Audit Commission be received.**

### **3.0 SUPPORTING INFORMATION**

3.1 The Audit Commission is required to report to those charged with governance summarising the conclusions from their 2005/06 audit work, before they can give their audit opinion on the Council's financial statements. In previous years the report merely presented the results of the year-end audit of accounts. However, the Audit Commission are now also required to report upon their work in respect of the Council's arrangements for securing value for money in its use of resources.

3.2 The Audit Commission will present the attached report to the Board at their meeting.

### **4.0 POLICY IMPLICATIONS**

4.1 There are no policy implications arising directly from this report.

### **5.0 OTHER IMPLICATIONS**

5.1 There are no other implications arising directly from this report.

### **6.0 RISK ANALYSIS**

6.1 There are no risks or opportunities associated with this report.

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

7.1 There are no equality or diversity issues associated with this report.

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

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

# Annual governance report

Halton BC

Audit 2005/06

External audit is an essential element in the process of accountability for public money and makes an important contribution to the stewardship of public resources and the corporate governance of public services.

Audit in the public sector is underpinned by three fundamental principles:

- auditors are appointed independently from the bodies being audited;
- the scope of auditors' work is extended to cover not only the audit of financial statements but also value for money and the conduct of public business; and
- auditors may report aspects of their work widely to the public and other key stakeholders.

The duties and powers of auditors appointed by the Audit Commission are set out in the Audit Commission Act 1998 and the Local Government Act 1999 and the Commission's statutory Code of Audit Practice. Under the Code of Audit Practice, appointed auditors are also required to comply with the current professional standards issued by the independent Auditing Practices Board.

Appointed auditors act quite separately from the Commission and in meeting their statutory responsibilities are required to exercise their professional judgement independently of both the Commission and the audited body.

### **Status of our reports to the Authority**

The Statement of Responsibilities of Auditors and Audited Bodies issued by the Audit Commission explains the respective responsibilities of auditors and of the audited body. Reports prepared by appointed auditors are addressed to members or officers. They are prepared for the sole use of the audited body. Auditors accept no responsibility to:

- any member or officer in their individual capacity; or
- any third party.

### **Copies of this report**

If you require further copies of this report, or a copy in large print, in Braille, on tape, or in a language other than English, please call 0845 056 0566.

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## Purpose of this report

- 1 This is our annual governance report covering the audit of the Authority for the year ended 31 March 2006 and is presented by the District Auditor, Julian Farmer.
- 2 We are required by the Audit Commission's statutory Code of Audit Practice for local government bodies (the Code) to issue a report to those charged with governance summarising the conclusions from our audit work. For the purposes of this report, the Authority's Executive Board (the Board) is considered to fulfil the role of those charged with governance and references to the Board should be read as such.
- 3 We are also required by professional auditing standards to report to the Board certain matters before we give our opinion on the financial statements. The section of this report covering the financial statements fulfils this requirement.
- 4 The principle purposes of the report are:
  - to reach a mutual understanding of the scope of the audit and the respective responsibilities of the auditor and the Board;
  - to share information to assist both the auditor and the Board to fulfil their respective responsibilities; and
  - to provide the Board with recommendations for improvement arising from the audit process.
- 5 The Audit Commission has circulated to all audited bodies a statement of responsibilities of auditors and audited bodies that summarises the key responsibilities of auditors. Our audit has been conducted in accordance with the principles set out in that statement.

## Scope of the report

- 6 In undertaking our audit we comply with the statutory requirements of the Audit Commission Act 1998 and the Code. Auditors' responsibilities are to review and report on, to the extent required by the relevant legislation and the requirements of the Code:
  - the Authority's financial statements; and
  - whether the Authority has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources.
- 7 Our risk assessment and planned response to the key audit risks was summarised in our audit and inspection plan. A summary of our responsibilities and audit approach is included in Appendix 1. The annual governance report summarises the significant findings, conclusions and recommendations arising from our audit work. The results of our inspection work, and our separate grant claims' certification programme, will be reported in the Annual Audit and Inspection Letter early next year.

- 8 We have issued separate reports during the year having completed specific aspects of our programme and these are listed in Appendix 2. Appendix 3 provides information about the fee charged for our audit and Appendix 4 sets out the requirements in respect of our independence and objectivity.

## Key messages

### Financial statements

- 9 Our work on the financial statements is now substantially complete. However the final task of ensuring that agreed amendments to the accounts have been appropriately actioned has yet to be concluded. Subject to the satisfactory conclusion of the work outstanding, we anticipate being able to issue an unqualified opinion by 30th September 2006 (a draft report is attached at Appendix 5).

### Use of resources

- 10 Our work on the Authority's arrangements to secure economy, efficiency and effectiveness in its use of resources is now complete. Consequently we will be able to issue an unqualified conclusion on the use of resources (the VFM conclusion) by 30th September 2006 (a draft report is attached at Appendix 5).



## Financial statements

- 11 We are required to give an opinion on whether the Authority's financial statements present fairly the financial position of the Authority as at 31 March 2006 and its income and expenditure for the year then ended.

### Status of the audit

- 12 Our work on the financial statements is now substantially complete. However the final task of ensuring that the agreed amendments to the accounts have been correctly actioned has not been completed. Should any further matters arise in concluding the outstanding work that require reporting, we will raise them with the Chair of the Executive Board.
- 13 Subject to the conclusion of the work outstanding, we anticipate being able to issue an unqualified opinion by 30th September 2006 (a draft report is attached at Appendix 5).

### Matters to be reported to the Executive Board

- 14 We have the following matters to draw to the Executive Board's attention.

#### Misstatements

- 15 All significant misstatements in the financial statements identified during the audit have been amended and only those that are 'clearly trivial' as defined in professional auditing standards remain uncorrected. A complete listing of all amendments has been provided to officers.
- 16 Two of the amendments to the accounts were of sufficient significance for us to bring them to your attention to assist you in fulfilling your governance responsibilities. These are set out in Table 1 below.

**Table 1 Adjusted misstatements in the financial statements**

Details of significant adjustments made to the financial statements

Issue	Value of misstatement £	Impact on surplus/(deficit)
<b>Consolidated Balance Sheet</b>		
Prepayments overstated	£2.33M	Nil
Receipts in Advance overstated	£2.45M	
Stock understated - error in accounting treatment of centrally held stock of computer equipment	£0.12M	

<b>Consolidated balance Sheet</b>		
Receipts in advance overstated	£4,77M	Nil
Creditors understated - inconsistency in disclosure of unspent Government Grant	£4.77M	

- 17 The government grant has been correctly treated as a creditor for 2005/06, however, the 2004/05 comparative figure which had previously been incorrectly treated has not been restated correctly. These misstatements were identified through an objective year on year comparison of the financial statements and we recommend that in future a similar review is carried out by a senior finance officer prior to the financial statements being approved by the Authority.

### ***Recommendations***

*R1 Carry out an objective analytical review of the financial statements prior to their submission for approval.*

## **Qualitative aspects of accounting practices and financial reporting**

- 18 Our audit includes consideration of the qualitative aspects of the financial reporting process including matters that have a significant impact on the relevance, reliability, comparability, understandability and materiality of the information provided by the financial statements. Following our work in this area we wish to bring the following matters to the Board's attention:
- there was an improvement in the quality of the financial statements presented for audit this year which contained no material errors; and
  - following the audit the Authority has changed the wording of its' accounting policy No. 10 on the Group Accounts to be compliant with the Statement of Recommended Practice on Local Authority Accounting in the United Kingdom 2005 (the SORP). The wording of Accounting Policy No.7 was expanded to explain the pooling arrangements in place for capital receipts from Right to Buy Sales of Council Dwellings, and to clarify how Community Assets are valued.
- 19 Minor amendments were necessary to the wording of several notes and statements to provide improve clarity:
- the Explanatory foreword to explain the amendments to the Money Market Loan and that the Housing Revenue Account (HRA) accounted for transactions for all of 2005/06 even though the Council's housing stock was transferred to Halton Housing Trust part way through 2005/06;
  - the Consolidated Revenue Account to highlight those figures that had been re-stated from last year;
  - Note 3 to the Consolidated Revenue Account to explain the difference between the two sets of figures relating to Pension Costs;

- the Auditor's Report to incorporate recently introduced revised format; and
  - the Statement of Internal Control (SIC) to refer to work with the External Auditor rather than the Audit Commission.
- 20 No further action is required for these qualitative aspects of the accounting arrangements but for the future we recommend that the financial statements are subject to review by a senior finance officer to ensure they achieve the desired degree of clarity before the accounts are approved.

### ***Recommendations***

*R2 Carry out a review of the financial statements to ensure that they achieve the desired degree of clarity before the accounts are approved.*

### **Internal control arrangements**

- 21 We have reported to officers the findings of our work on those financial and information systems that provide material input to the financial statements. We found that the controls within those systems can be relied upon to prevent and detect material errors arising from the processing of normal transactions.
- 22 We have not provided a comprehensive statement of all weaknesses which may exist in internal control or of all improvements which may be made, but have addressed only those matters which have come to our attention as a result of the audit procedures we have performed. There are no matters arising from this aspect of our work that we wish to draw to the attention of the Board.

### **Matters specifically required by other auditing standards**

- 23 Other auditing standards require us to consider and report to the Board issues where:
- we suspect or detect fraud;
  - there is an inconsistency between the financial statements and other information in documents containing the financial statements; and
  - non-compliance with legislative or regulatory requirements and related authorities.

We have no such matters to report.

### **Any other matters of governance interest**

- 24 There are a number of other issues that are significant in the context of the Board discharging its governance responsibilities. These are detailed in Table 2.

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**Table 2 Other matters of governance interest**

Items for the Board to note

Area	Auditor responsibility	Impact
The Summary of the Council's Accounts and Explanatory Foreword	The auditor is responsible for ensuring that any information or report, which summarises the audited financial statements are not inconsistent with the audited financial statements.	The Summary of the Council's accounts and financial information in the Explanatory Foreword are consistent with the audited financial statements.
Statement of internal control (SIC)	The auditor reviews the SIC for compliance with the requirements of proper practice as specified by CIPFA and consistency with other information from the audit of the financial statements.	The SIC complies with the requirements specified by CIPFA and it is consistent with the other information we are aware of from our audit of the financial statements.
Whole of Government Accounts' (WGA) consolidation pack	The auditor is responsible for issuing a report on the consistency of the Authority's WGA consolidation pack with the statutory financial statements.	This work will start shortly and we expect to issue our report by 6th October 2006.

**Letter of representation**

- 25 We obtain written representations from management as an acknowledgement of its responsibility for the fair presentation of the financial statements and as audit evidence on matters material to the financial statements. The text of the required letter of representation is included at Appendix 6. This letter must be signed by the Operational Director Financial Services and the Leader before we can issue the audit opinion on the accounts.

**Next steps**

- 26 We are drawing these matters to the Executive Board's attention so that:

- you can consider them before the financial statements are approved and certified; and
- the letter of representation can be signed on behalf of the Authority and the Board before we issue our opinion on the financial statements.

## Use of resources

### Value for money conclusion

- 27 The Code requires us to reach a conclusion on whether we are satisfied that the Authority has proper arrangements in place for securing economy, efficiency and effectiveness in its use of resources (the value for money conclusion). In meeting this responsibility, we will review evidence that is relevant to the Authority's corporate performance management and financial management arrangements. Our work in reaching the value for money conclusion is integrated with our work on the use of resources assessment which was reported to the Authority in December 2005. The VFM conclusion has been reached by assessing whether the Authority meets 12 specified VFM criteria.
- 28 The Authority has met the minimum standard for all twelve criteria. In a number of areas it performs well and in particular has good arrangements in place for financial management, financial standing and internal control. Appendix 8 summarises the VFM criteria and our assessment of the Authority arrangements for each.
- 29 In other areas there is still scope to develop the Authority's arrangements, in particular:
- Consultation - The Authority has good consultation arrangements which have informed the development and revision of its high-level priorities. However, the Authority has more to do to develop its approach to involving and engaging with its local communities in its plans for the future.
  - Data quality - The first stage of our work on data quality which looks at the corporate management arrangements has been complete and the Authority currently meets the required standards. We are currently carrying out spot check work on a number of performance indicators. The result of the overall audit of data quality will be reported separately on its completion. We expect that this will identify a number of areas where data quality arrangements can be improved.
  - Risk management - The Authority has continued to make progress in relation to risk management. A risk management strategy, risk register and awareness raising arrangements are all in place. It has taken forward the recommendations from the Internal Audit review in June 2005 and this has helped to ensure that risk management is becoming embedded across corporate business processes. Arrangements are being implemented to ensure that Directorate and Corporate Risk registers are reviewed each quarter with updated versions being made available on the Council's intranet and website.

## Use of auditors' statutory powers

- 30 Auditors are required to consider the exercise of certain statutory powers during the course of the audit, as summarised in Table 5 below.

**Table 3 Use of statutory powers**

Insert text

Issue	Auditor responsibility	Impact
Section 8 reports	Section 8 of the Act requires that auditors should consider whether, in the public interest, they should report on any matter that comes to their attention in the course of the audit so that it may be considered by the body concerned or brought to the attention of the public.	There have been no section 8 reports in respect of the financial year 2005/2006.
Section 11 recommendations	To consider whether a written recommendation should be made to the audited body requiring it to be considered and responded to publicly.	There have been no s11 recommendations.
Best value	To consider whether to recommend that the Audit Commission should carry out a best value inspection of the Authority under section 10 of the Local Government Act 1999 and/or that the Secretary of State should give a direction under section 15 of that Act.	Our work in respect of the Authority's 2005/2006 Best Value Performance Plan (BVPP) was reported in the 2005 annual audit and inspection letter. No recommendations were made to the Audit Commission or the Secretary of State.

## Closing remarks

- 31 This report has been discussed and agreed with officers and presented to the Executive Board on 21st September 2006.
- 32 The report makes two recommendations and an action plan is included at Appendix 7, which includes responses from management and indicative target dates for the implementation of recommendations.
- 33 The Authority has taken a positive and constructive approach to our audit and I would like to take this opportunity to express my appreciation for the Authority's assistance and co-operation.

**Julian Farmer**

**District Auditor**

September 2006



# Appendix 1 – Audit responsibilities and approach

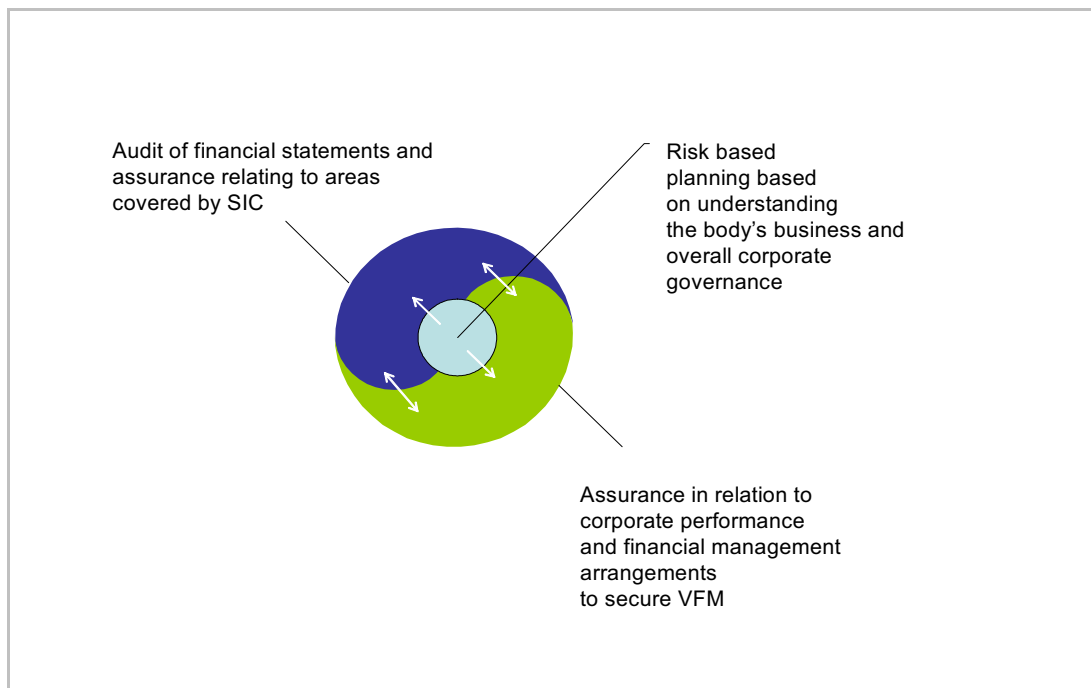
## Audit objectives

- 1 Our objective as your appointed auditor is to plan and carry out an audit that meets the requirements of the Code of Audit Practice. We adopt a risk-based approach to planning our audit, and our audit work has focused on the significant risks that are relevant to our audit responsibilities.

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### Figure 1 Code of Audit Practice

Code of practice responsibilities



## Approach to the audit of the financial statements

- 2 In our approach to auditing the financial statements, we adopt a concept of materiality. Material errors are those which might be misleading to a reader of the financial statements. We seek, in planning and conducting our audit of the accounts, to provide reasonable assurance that your financial statements are free of material misstatement. In planning our work we considered the arrangements of the Authority which had most impact on our opinion. These included:
  - the standard of the overall control environment and internal controls;
  - reliance on internal audit;
  - the likelihood of material misstatement occurring from of material information systems; or a material error failing to be detected by internal controls;
  - any changes in financial reporting requirements; and
  - the effectiveness of procedures for producing the financial statements and supporting material.
- 3 The results of the above feed into our risk assessment which determines the level and type of testing undertaken on each element of the financial statements. The keys risks that we identified include:
  - the accounting arrangements including debt restructure following the transfer of the council houses to Halton Housing Trust; and
  - budgetary pressures that may make it favourable to defer expenditure to the next accounting period.
- 4 In addition, as the Authority prepares group financial statements in respect of Halton Borough Transport Limited, we have also considered whether it is necessary to communicate to you such matters brought to the attention of those charged with governance of each body within the group by its auditors. Only those matters which we judge to be of significance in the context of the group are brought to your attention.

## Approach to audit of arrangements to secure value for money

- 5 The scope of these arrangements is defined in paragraph 20 of the Code as comprising:
  - corporate performance management; and
  - financial management arrangements.
- 6 Our conclusion is informed and limited by reference to relevant criteria covering specific aspects of audited bodies' arrangements, specified by the Code.

- 7 In planning audit work in relation to the arrangements for securing economy, efficiency and effectiveness in the use of resources we have considered and assessed relevant significant business risk. Significance is defined by the Code as 'a matter of professional judgment and includes both quantitative and qualitative aspects of the risk'.
- 8 The potential sources of assurance when reaching the value for money conclusion include:
  - the Authority's whole system of internal control as reported in its statement on internal control;
  - results from statutory inspections or the work of other regulators, for example, corporate assessments, service assessments (whether by the Commission or other regulators);
  - work specified by the Audit Commission, for example, the use of resources assessments, and data quality work;
  - links to the financial statements' audit, including review of internal audit, the SIC and budgetary control arrangements; and
  - other work necessary to discharge our responsibilities.

## Appendix 2 – Audit reports issued

**Table 4**

<b>Planned output</b>	<b>Planned date of issue</b>	<b>Actual date of issue</b>	<b>Addressee</b>
Audit and inspection plan	Draft by 31 March 2005	Draft issued 7 April 2005 final 10 May 2006	Management
Interim audit memorandum	June 2006	12 July 2006	Management
Annual governance report	September 2006	September 2006	Executive Board
Opinion on financial statements	By 30 September 2006	Planned to issue by 30 September 2006	The Council
Value for money conclusion	By 30 September 2006	Planned to issue by 30 September 2006	The Council
Final accounts memorandum	September 2006	30 September 2006	Management
Use of resources assessments	December 2005	December 2005	Management
BVPP report	October 2005	28 November 2005	The Council

## Appendix 3 – Fee information

**Table 5**

<b>Fee estimate</b>	<b>Plan 2005/06</b>	<b>Actual 2005/06</b>
Audit		
Accounts*	121,863	131,463
Use of resources	57,179	57,179
Total audit fees**	179,042	188,642

\* Increase due to impact of the International Standards on Auditing (UK and Ireland) (ISAs) on the audit

\*\* The outturn on inspection and grant certification fees will be reported in the Annual Audit and Inspection Letter

## Appendix 4 – The Audit Commission's requirements in respect of independence and objectivity

- 1 We are required by the standard to communicate following matters to the Audit Committee:
  - the principal threats, if any to objectivity and independence identified by the auditor, including consideration of all relationships between the Authority, directors and the auditor;
  - any safeguards adopted and the reasons why they are considered to be effective;
  - any independent partner review;
  - the overall assessment of threats and safeguards; and
  - information about the general policies and processes for maintaining objectivity and independence.
- 2 We are not aware of any relationships that may affect the independence and objectivity of the team, and which are required to be disclosed under auditing and ethical standards.

## Appendix 5 – Independent auditor’s report to Halton Borough Council

### Independent auditor’s report to the Members of Halton Borough Council

#### Opinion on the financial statements

- 3 We have audited the financial statements of Halton Borough Council and its Group for the year ended 30th September 2006 under the Audit Commission Act 1998, which comprises of the Consolidated Revenue Account, the Collection Fund, the Consolidated Balance Sheet, the Statement of Total Movements in Reserves, the Cash Flow Statement, the Group Accounts and the related notes. These financial statements have been prepared under the accounting policies set out within them.
- 4 This report is made solely to Halton Borough Council in accordance with Part II of the Audit Commission Act 1998 and for no other purpose, as set out in paragraph 36 of the Statement of Responsibilities of Auditors and of Audited Bodies prepared by the Audit Commission.

#### Respective responsibilities of the Chief Finance Officer and auditors

- 5 The Chief Finance Officer’s responsibilities for preparing the financial statements in accordance with applicable laws and regulations and the Statement of Recommended Practice on Local Authority Accounting in the United Kingdom 2005 are set out in the Statement of Responsibilities.
- 6 Our responsibility is to audit the financial statements in accordance with relevant legal and regulatory requirements and International Standards on Auditing (UK and Ireland).
- 7 We report to you our opinion as to whether the financial statements presents fairly the financial position of the Authority in accordance with applicable laws and regulations and the Statement of Recommended Practice on Local Authority Accounting in the United Kingdom 2005.

- 8 We review whether the statement on internal control reflects compliance with CIPFA's Statement on Internal Control in Local Government: Meeting the Requirements of the Accounts and Audit Regulations 2003 published in 2004. We report if it does not comply with proper practices specified by CIPFA or if the statement is misleading or inconsistent with other information we are aware of from our audit of the financial statements. We are not required to consider, nor have we considered, whether the statement on internal control covers all risks and controls. We are also not required to form an opinion on the effectiveness of the Authority's corporate governance procedures or its risk and control procedures.
- 9 We read the explanatory foreword information published with the financial statements and the summary of the Council's accounts and consider whether it is consistent with the audited financial statements. We consider the implications for our report if we become aware of any apparent misstatements or material inconsistencies. Our responsibilities do not extend to any other information.

### **Basis of audit opinion**

- 10 We conducted our audit in accordance with the Audit Commission Act 1998, the Code of Audit Practice issued by the Audit Commission and International Standards on Auditing (UK and Ireland) issued by the Auditing Practices Board. An audit includes examination, on a test basis, of evidence relevant to the amounts and disclosures in the financial statements. It also includes an assessment of the significant estimates and judgments made by the Authority in the preparation of the financial statements, and of whether the accounting policies are appropriate to the Authority's circumstances, consistently applied and adequately disclosed.
- 11 We planned and performed our audit so as to obtain all the information and explanations which we considered necessary in order to provide us with sufficient evidence to give reasonable assurance that the financial statements are free from material misstatement, whether caused by fraud or other irregularity or error. In forming our opinion we also evaluated the overall adequacy of the presentation of information in the financial statements.

### **Opinion**

- 12 In our opinion the financial statements present fairly, in accordance with applicable laws and regulations and the Statement of Recommended Practice on Local Authority Accounting in the United Kingdom 2005, the financial position of the Authority and its Group as at 31 March 2006 and its income and expenditure for the year then ended.

Julian Farmer

Audit Commission, The Heath, Runcorn, Cheshire, WA7 4QF

30th September 2006



## **Conclusion on arrangements for securing economy, efficiency and effectiveness in the use of resources**

### **Authorities responsibilities**

- 13 The Authority is responsible for putting in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources, to ensure proper stewardship and governance, and regularly to review the adequacy and effectiveness of these arrangements.
- 14 Under the Local Government Act 1999, the Authority is required to prepare and publish a best value performance plan summarising the Authority's assessment of its performance and position in relation to statutory duty to make arrangements to ensure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

### **Auditor’s responsibilities**

- 15 We are required by the Audit Commission Act 1998 to be satisfied that proper arrangements have been made by the Authority for securing economy, efficiency and effectiveness in its use of resources. The Code of Audit Practice issued by the Audit Commission requires us to report to you our conclusion in relation to proper arrangements, having regard to relevant criteria specified by the Audit Commission for principal local authorities. We report if significant matters have come to our attention which prevent us from concluding that the Authority has made such proper arrangements. We are not required to consider, nor have we considered, whether all aspects of the Authority’s arrangements for securing economy, efficiency and effectiveness in its use of resources are operating effectively.
- 16 We are required by section 7 of the Local Government Act 1999 to carry out an audit of the Authority's best value performance plan and issue a report.
  - certifying that I have done so;
  - stating whether I believe that the plan has been prepared and published in accordance with statutory requirements set out in section 6 of the Local Government Act 1999 and statutory guidance; and
  - where relevant, making any recommendations under section 7 of the Local Government Act 1999.

### **Conclusion**

- 17 I have undertaken my audit in accordance with the Code of Audit Practice and I am satisfied that, having regard to the criteria for principal local authorities specified by the Audit Commission and published in July 2005, in all significant respects, Halton Borough Council made proper arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ending 31 March 2006.

**Best Value Performance Plan**

- 18 We issued our statutory report on the audit of the Authority’s best value performance plan for the financial year 2005-06 on 28 November 2005. We did not identify any matters to be reported to the Authority and made one recommendation relating to quality control procedures followed when preparing the BVPP for publication.

**Certificate**

We certify that we have completed the audit of the accounts in accordance with the requirements of the Audit Commission Act 1998 and the Code of Audit Practice issued by the Audit Commission.

Signature..... Date.....

Julian Farmer District Auditor

## Appendix 6 – Letter of representation

### Halton Borough Council - Audit for the year ended 31 March 2006

We confirm to the best of our knowledge and belief, having made appropriate enquiries of other directors and officers of Halton Borough Council that the following representations given to you in connection with your audit of the Halton Borough Council's financial statements for the year ended 31 March 2006.

We acknowledge our responsibility under the relevant statutory authorities for preparing the financial statements which give a true and fair view and for making accurate representations to you.

The Council has no plans or intentions that may materially alter the carrying value or classification of assets and liabilities reflected in the financial statements.

#### Supporting records

All the accounting records have been made available to you for the purpose of your audit and all the transactions undertaken by the Halton Borough Council have been properly reflected and recorded in the accounting records. All other records and related information, including minutes of all Council/ Committee meetings, have been made available to you.

#### Related party transactions

We confirm the completeness of the information provided regarding the identification of related parties.

The identity of, and balances and transactions with, related parties have been properly recorded and where appropriate, adequately disclosed in the financial statements

#### Contingent liabilities

There are no other contingent liabilities, other than those that have been properly recorded and disclosed in the financial statements. In particular:

- there is no significant pending or threatened litigation, other than those already disclosed in the financial statements; and,
- there are no material commitments or contractual issues, other than those already disclosed in the financial statements;
- no financial guarantees have been given to third parties.

#### Law, regulations and codes of practice

There are no instances of non-compliance with laws, regulations and codes of practice, likely to have a significant effect on the finances or operations of Halton Borough Council that have not been fully disclosed to you.

In all material respects, the expenditure and income disclosed in the financial statements has been applied to purposes intended by Parliament and the financial transactions conform to the authorities which govern them.

### **Fraud and error**

We acknowledge our responsibility for the design and implementation of internal control systems to prevent and detect fraud and error. Such a system of internal controls has been implemented.

We are not aware of any:

- frauds involving management or employees who have significant roles in the system of internal accounting control;
- frauds involving other employees that could have a material effect on the financial statements;
- communications from regulatory agencies concerning non-compliance with, or deficiencies on, financial reporting practices which could have a material effect on the financial statements.

### **Post balance sheet events**

Since 31 March 2006 no significant post balance sheet events have occurred which require adjustment or disclosure in the financial statements.

Signed on behalf of Halton Borough Council

Signed

Name

Position

Date

## Appendix 7 – Action Plan

Page no.	Recommendation	Priority 1 = Low 2 = Med 3 = High	Responsibility	Agreed	Comments	Date
8	R1 Carry out an objective analytical review of the financial statements prior to their submission for approval.	2	Finance	Yes		For 2006-07 accounts
9	R2 Carry out a review of the financial statements to ensure that they achieve the desired degree of clarity before the accounts are approved.	2	Finance	Yes		For 2006-07 accounts

## Appendix 8 VFM Criteria & Conclusions

Criteria	Assessment Yes/No
<b>Strategic and operational objectives</b>	
The body has put in place arrangements for setting, reviewing and implementing its strategic and operational objectives.	Yes
<b>Communication</b>	
The body has put in place channels of communication with service users and other stakeholders including partners, and there are monitoring arrangements to ensure that key messages about services are taken into account.	Yes
<b>Performance management</b>	
The body has put in place arrangements for monitoring and scrutiny of performance, to identify potential variances against strategic objectives, standards and targets, for taking action where necessary, and reporting to members.	Yes
<b>Data quality</b>	
The body has put in place arrangements to monitor the quality of its published performance information, and to report the results to members.	Yes
<b>Internal control</b>	
The body has put in place arrangements to maintain a sound system of internal control.	Yes
<b>Risk management</b>	
The body has put in place arrangements to manage its significant business risks.	Yes
<b>Improving value for money</b>	
The body has put in place arrangements to manage and improve value for money.	Yes
<b>Financial strategy</b>	
The body has put in place a medium-term financial strategy, budgets and a capital programme that are soundly based and designed to deliver its strategic priorities.	Yes
<b>Financial standing</b>	
The body has put in place arrangements to ensure that its spending matches its available resources.	Yes
<b>Financial management</b>	
The body has put in place arrangements for managing performance against budgets	Yes
<b>Asset management</b>	
The body has put in place arrangements for the management of its asset base.	Yes
<b>Probity</b>	
The body has put in place arrangements that are designed to promote and ensure probity and propriety in the conduct of its business.	Yes



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<b>REPORT TO:</b>	Executive Board
<b>DATE:</b>	21 <sup>st</sup> September, 2006
<b>REPORTING OFFICER:</b>	Strategic Director Corporate & Policy
<b>SUBJECT:</b>	Corporate Risk Register
<b>WARD(S):</b>	Borough-wide

## **1.0 PURPOSE OF THE REPORT**

- 1.1 The purpose of the report is to ask the Executive Board to review the Corporate Risk Register and to make such changes as it considers necessary.

## **2.0 RECOMMENDATION**

- 2.1 That the revised Corporate Risk Register (attached as Appendix A) be approved and submitted to full Council at their next meeting.**

## **3.0 SUPPORTING INFORMATION**

- 3.1 The Council's Strategic Risk Management framework requires the Executive Board to review the Corporate Risk Register periodically. The Corporate Risk Register as reviewed by officers is therefore attached hereto for the Board's consideration.
- 3.2 In terms of reviewing the Register, it is not proposed that any new risks be added to the Register at the present time (although the risk in relation to Civil Contingencies has been reworded to reflect the fact that the position has moved on considerably as the Council has taken steps to implement the legislation). There is a brief commentary beside each risk which will hopefully give members a flavour for what has changed in relation to that risk since the last report.
- 3.3 The Council's Strategic Risk Management framework also requires that an annual report is submitted to Full Council on the management of Corporate Risk. Subject to Executive Board approving the Corporate Risk Register it is therefore recommended that the Register be submitted to Council at its meeting on the 18<sup>th</sup> October 2006.

## **4.0 POLICY, FINANCIAL AND OTHER IMPLICATIONS**

- 4.1 None except as identified in the Risk Register itself.

**5.0 RISK ANALYSIS**

5.1 Regular monitoring and management of the key corporate risks is essential to the proper management of the authority. The details of the risks and the control measures proposed are set out in the register attached.

**6.0 EQUALITY AND DIVERSITY ISSUES**

6.1 None at the present time.

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

7.1 None

## APPENDIX A - Corporate and Strategic Risk Register - September 2006

Risk No	Risk Identified	Impact	Likelihood	Risk Score	Risk Control Measures	Assessment of Residual Risk with Control Measures Implemented			Responsible Person	Timescale for Review	Progress Comments	Date
						Impact	Likelihood	Risk Score				
1	<b>Partnerships</b> – Ineffective and Poorly controlled partnership working leads to a lack of accountability and ineffective use of resources resulting in failure to achieve outcomes/objectives	3	4	12	Action Plan required setting out: <ul style="list-style-type: none"> <li>• Procedures</li> <li>• Central Register of Partnerships</li> <li>• Governance Standards</li> <li>• Clear Targets/Outcomes</li> <li>• Audit Programme</li> <li>• Risk Analysis</li> </ul>	3	2	6	Ian Leivesley	3 monthly	Initial report will go to corporate Services PPB in September.	14/8/6
2	<b>Partnerships</b> – Failure by NHS bodies to agree provision of resources for health prevention leads to failure of health prevention programmes resulting in the health of local people failing to improve to the levels of other areas.	4	4	16	<ul style="list-style-type: none"> <li>• Get NHS bodies to fully commit (both energy and resources) to priorities and health prevention agenda</li> <li>• Lobby NHS Bodies to allocate funding</li> <li>• The Council has been consulted and involved in the health service deliberations to reconfigure their services.</li> <li>• Influencing the development of the community strategy.</li> </ul>	4	3	12	Dwayne Johnson/ Daniel Seddon	3 monthly	Structural Change in relation to health continues to mean that this is a high risk area.	14/8/6

					<ul style="list-style-type: none"> <li>• Development of draft health outcome measures for inclusion in the future preparation of a health Local Area Agreement.</li> <li>• Regular performance monitoring at both the Health Performance Board and Chief Officers Group.</li> </ul>							
3	<b>People</b> – Single Status/JE –failure to implement an agreement on single status with Trade Union agreement leads to an unstable employee relations climate, resulting in possible industrial action, recruitment and retention problems and equal pay challenges.	4	4	16	<ul style="list-style-type: none"> <li>• Open and regular communication with Staff, Trade Unions and Managers</li> <li>• Link to financial forecasts and make financial provision (provision made in budgets for 2005/6, 2006/7 &amp; 2007/8)</li> <li>• Effective Project Management</li> <li>• Trade Union Consultation/ Involvement through membership of Steering Group</li> </ul>	4	3	12	Ian Leivesley	3 monthly	Process is now well under way. Recent court cases on back pay may make agreement at the end of the process more difficult.	14/8/6

4	<b>People</b> – Lack of effective Management /Leadership Development arrangements leads to managers/organisation failing to achieve full potential resulting in underperformance	4	4	16	<ul style="list-style-type: none"> <li>• Organisational Development Programme (required)</li> <li>• Member Development Programme</li> </ul>	3	2	6	Ian Leivesley	3 monthly	<p>MSC and ILM 5 courses have been introduced. The MSC is now in its second year. The Year 2 intake for the MSC was over subscribed showing the high level of demand for this course</p> <p>The Council won the Municipal Journal award for its work on Member Development, and is also short listed for the APSE award.</p>	14/8/6
5	<b>Stakeholders</b> – Community Engagement – Failure to communicate effectively and engage local community participation in service planning, design, and delivery leading to complaints and tensions and conflict on specific initiatives resulting in loss of reputations, alienation of people from local government reduced collectivism and more individualistic opting out	4	4	16	<ul style="list-style-type: none"> <li>• Effective LSP</li> <li>• Effective and inclusive Area Forums</li> <li>• Use of Halton 2000</li> <li>• Research and Intelligence Unit</li> <li>• Community Development Team</li> </ul>	4	3	12	Ian Leivesley/ Dwayne Johnson	3 monthly	<p>The Council has developed its youth consultation arrangements (Youth Forum, Youth Parliaments, proposals for a YouthBank etc). The Council has developed its consultation links with the Business Community through the Business Forum (which also links strongly with Risk 14 and the Council's role in promoting business continuity)</p> <p>The Council has</p>	14/8/6

											recently adopted a Community Engagement Strategy and set up a stakeholder consultation group to ensure consistent consultation and stakeholder engagement	
6	<b>Finance</b> – Failure to effectively align resources to corporate objectives leads to a lack of focus on priorities resulting in failure to deliver objectives	3	4	12	<ul style="list-style-type: none"> <li>• Link Budget Process to Service Planning</li> <li>• Service Planning</li> <li>• Review of Corporate Priorities/Community Plan</li> <li>• Communication of Priorities to Staff/Members/Managers to achieve buy-in</li> <li>• Meet Gershon Targets</li> </ul>	2	3	6	Ian Leivesley	3 monthly	The 2007/08 Budget will be a significant challenge for the authority. Strategic Directors have started work looking at their respective budgets.	14/8/6
7	<b>Mersey Gateway</b> – Lack of effective project management leads to uncontrolled costs, delays and lack of credibility resulting in cancellation/delay of the project. Potential abortive development cost of up to £15m secured by Council borrowing.	4	3	12	<ul style="list-style-type: none"> <li>• Recruitment of experienced Project Director and early involvement of professional advisors</li> <li>• Project Structure based on PRINCE2 control procedure under the governance of the Procurement Group involving key members, officers, and</li> </ul>	4	2	8	Dick Tregoe	3 monthly	The Project Director is now in place. The arrangements for the various professional advisers have been reviewed. The Governance arrangements of the project have been amended by the creation of a dedicated sub-committee of the	14/8/6

					professional advisors <ul style="list-style-type: none"> <li>• Project Plan and regular monitoring of plan and periodic independent gateway reviews</li> <li>• Delivery within the Funding framework agreed with Government reviewed at regular intervals</li> </ul>						Executive Board to drive this project forward.	
8	<b>Major Projects</b> – (e.g. EDZ, 3MG, Widnes Waterfront, Castlefields, Canal Quarter) Ineffective Project Management of major projects leads to delay increased costs resulting in failure to regenerate borough	4	3	12	<ul style="list-style-type: none"> <li>• Capital Development Group</li> <li>• Individual Project Management Groups</li> <li>• Project Teams</li> <li>• Performance Management Reports</li> <li>• Partnering Arrangements</li> <li>• Project Management Training for officers</li> </ul>	3	2	6	Dick Tregoe	3 monthly	Significant progress continues to be made. Arrangements for the necessary CPOs at Castlefields have been approved by the Executive board and are underwritten y an Indemnity from the NWDA. In relation to the 3MG the Council will need to consider the structural arrangements for the project soon, and decide whether to establish a company with partners in the project to run the rail freight park.	14/8/6
9	<b>IT</b> – Lack of disaster recovery arrangements leads to an interruption	4	2	8	<ul style="list-style-type: none"> <li>• Disaster recovery plan needed (and requires resourcing)</li> </ul>	4	1	4	Ian Leivesley	3 monthly	<ul style="list-style-type: none"> <li>• ICT being restructured to provide greater</li> </ul>	6/9/06

	of IT facilities in the event of a disaster resulting in the inability to deliver frontline services				<ul style="list-style-type: none"> <li>• Business Continuity Plans needed for IT and service areas</li> </ul>						<p>focus on Disaster Recovery (DR). DR Plan to be in place October 2006.</p> <ul style="list-style-type: none"> <li>• Key Applications priority list – first draft of top 14 applications produced.</li> <li>• Criteria required to prioritise key corporate applications agreed by ICT Services Management Team</li> <li>• Provisional hardware infrastructure matrix produced to enable external organisations to provide indicative costs for the support arrangements for the 14 prioritised applications.</li> </ul>	
10	<b>Employee Wellbeing</b> – Failure to implement effective health, safety and wellbeing strategies leads to unsafe, unhealthy and poorly motivated workforce resulted in	4	3	12	<ul style="list-style-type: none"> <li>• Health and Safety Policy</li> <li>• Wellness Room</li> <li>• Stress Risk Assessments</li> <li>• Absenteeism procedures</li> </ul>	3	2	6	Ian Leivesley/ Dwayne Johnson	3 monthly	An Employee Welfare group was established earlier in the year, comprising of frontline staff, Managers and the Trade Unions. An action plan has been produced and it has	14/8/6



	increased staff dissatisfaction, demotivation, and problems of low staff retention and productivity										now been agreed that the group will produce strategies for a range of employee welfare issues and employee benefits. It is anticipated that in 2006 new policies will be developed on the basis of the strategies.	
11	<b>Waste</b> – Failure to develop a cogent Waste Management Strategy leads to a failure to meet Government Targets resulting in increased cost of waste disposal (impacting on the Council's ability to deliver other services)	4	4	16	<ul style="list-style-type: none"> <li>• Development of a Joint Waste Strategy</li> <li>• Formal local authority and private sector partnership</li> <li>• Internal procurement Group and Joint Waste Steering Group</li> <li>• Effective Management of agreed Project Plan</li> <li>• Consultation with key stakeholders</li> <li>• Review at Regular Intervals.</li> </ul>	3	3	9	Dick Tregear	3 monthly	Concerns over the capacity of the Partnership with Warrington to deliver this project have led the Council to withdraw from that Partnership. The Council is now working with the Mersey Waste Disposal Authority with a view to becoming a party to a Merseyside solution for Waste.	14/8/6
12	<b>Educational Attainment</b> – Failure to close the gap between Educational Attainment in the Borough and Educational attainment nationally undermines the Council's efforts to improve life chances and employment for	4	4	16	<ul style="list-style-type: none"> <li>• Strategies and Resources in place</li> <li>• Effective liaison and communication arrangements with schools</li> <li>• Performance monitoring, targeting and management</li> </ul>	3	3	9	Diana Terris	3 monthly	Educational attainment has been agreed as a 'priority for action' with Ofsted, CSCI and Audit Commission. Action Plan has been established and is subject to performance monitoring. This remains a challenging	14/8/6

	young people				arrangements						and complex agenda.	
13	<b>Children's Services Integration</b> – – Failure to deliver improved (measurable) outcomes for Children & Young People via the establishment of effective partnerships to deliver the Children Act requirements	4	3	12	<ul style="list-style-type: none"> <li>Redesigned C&amp;YP Strategic Planning Arrangements</li> <li>Clear shared Vision and project plan 'Migration to Children's Trusts'</li> <li>Full engagement of all partners at a senior level (including schools)</li> <li>Clear PMF with outcomes focus</li> </ul>	3	2	6	Diana Terris	3 monthly	Significant progress has been made. A Children's Alliance Board has been established, with 4 Task Groups (each with a Business Plan) reporting to it. Halton's Safeguarding Board is established completing the transition from ACPC. A performance management framework to deliver Children's Services Integration/Every Child Matters has been agreed by all key stakeholders.	14/8/6
14.	<b>Resilience in the event of Civil Contingencies</b> – Failure to implement robust civil contingency arrangements leads to the Council being unable to sustain a resilient community and	4	3	12	<ul style="list-style-type: none"> <li>Existing Emergency Plan</li> <li>Partnership Working</li> <li>Performance Management</li> <li>Implementation Plan</li> <li>Business Continuity Plans for Services</li> </ul>	3	2	6	Ian Leivesley	3 monthly	A Community Risk Register is now in place. Business Continuity Plans have been produced, with Action Plans to support their delivery. The Council takes an active role in the Local	14/8/6

	services in the event of a major disaster											Resilience Forum, It also has strong links with the regional arrangements. The Council has submitted a bid for Bacon status in relation to its work in this area.	
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<b>REPORT:</b>	Executive Board
<b>DATE:</b>	21 <sup>st</sup> September 2006
<b>REPORTING OFFICER:</b>	Strategic Directors, Corporate & Policy and Environment
<b>SUBJECT:</b>	Climate Change Strategy for Halton
<b>WARDS:</b>	Borough-wide

## **1.0 PURPOSE OF THE REPORT**

To inform members of the need to develop a climate change strategy for Halton, and approve a process for strategy development.

## **2.0 RECOMMENDED that:**

- 1) A climate change strategy for Halton be prepared.
- 2) A timetable for the development of a climate change strategy for Halton based on Appendix 1 be prepared.
- 3) Halton sign the Nottingham Declaration on Climate Change, in addition to our commitment to the North West Charter.
- 4) An Executive Board member be nominated to champion climate change and oversee the strategy development process.

## **3.0 Introduction**

- 3.1 Climate Change is the greatest environmental challenge facing the world today. There is increasing scientific evidence that human actions are changing the global climate through the emission of greenhouse gases.
- 3.2 Following the 'The Earth Summit in Rio de Janeiro' held in 1992, we were encouraged to 'think local, act global' and many local authorities, made significant progress in reducing their impact on global warming. In response Halton produced its Local Agenda 21 Strategy in 2000.
- 3.3 Climate change is fast moving up the political agenda both nationally and regionally. Halton are already doing a lot of work towards reducing our impacts on climate change. These are detailed further in the report. Any Climate Change Strategy for Halton would need to have a

strong business case, presenting energy consumption and cost savings wherever possible.

#### **4.0 Background**

- 4.1 Climate change is the process by which certain gases trap heat inside the earth's atmosphere, causing an increase in global temperatures. Over the last 100 years global temperatures have risen by about 0.7°C, and in the UK, the 1990's was the warmest decade in central England since records began. These changes are likely to have far reaching effects on our environment, economy and society and in some cases these are already being felt. All the current scenarios point to an increasing frequency of extreme weather events over the coming years. Claims for storm and flood damage in the UK have doubled over the period 1998-2003, compared to the previous five years.
- 4.2 Climate change will impact on health, with increased incidences of skin cancer, respiratory problems due to high ozone levels and pathogen related disease. Increased flood risk and low water levels in the summer would also affect water-quality; reduce the amount for abstraction causing water shortages, as well as damage to homes and business and the need to invest in flood protection and the capacity of drains and sewers. Agriculture will suffer possibly due to new pests, soil erosion from flash flooding and increased drought. The biodiversity of our area would also change.
- 4.3 The Kyoto Protocol set a target of decreasing emissions of greenhouse gases by 5.2% over the period 2008 – 2012, based on emissions in 1990. The EU has committed to an 8% reduction over the same time period, which is split in various ways across the EU states.
- 4.4 The UK target under the Kyoto Protocol is a 12.5% decrease, however it has set its own domestic target of a 20% decrease in CO<sub>2</sub> emissions on 1990 levels by 2010. In addition an aspirational target of a 60% decrease by 2050 was announced in the 2003 Energy White Paper. The Climate Change Programme Review, produced by the Sustainable Development Commission in 2005 also recommended three new targets, achieving a 60% cut in carbon emissions from buildings (over 1990 levels) by 2050; a 50% cut in emissions from road transport by 2025 (over 1990 levels) and a goal of achieving a carbon neutral public sector by 2020.

#### **5.0 Role of Local Authorities**

- 5.1 There is not a statutory duty upon local authorities to produce a climate change strategy. However there are increasing demands on local government, as part of other statutory duties, which are in part aimed at addressing climate change. These include planning guidance, building regulations, waste strategy, air quality, the Home Energy Conservation Act 1995 (HECA), the Climate Change Levy and the UK

Fuel Poverty Strategy. In addition, increasing energy costs are forcing local authorities to look at how to reduce energy bills. There is an important role in terms of community leadership and setting an example of good practice.

- 5.2 Regionally, the north-west is about to launch a Climate Change Action Plan that addresses climate change. This is a three year Plan to address climate change and energy issues in England's Northwest that has been prepared for consultation and is available to download from [www.nwda.co.uk/climatechange](http://www.nwda.co.uk/climatechange) Sustainability North West has also produced a study on 'Climate change and the visitor economy,' which was launched in March 2006. A Northwest Climate Change Charter was also launched in January 2006. Cllr Phil Harris, as the relevant Executive Board Portfolio holder, has signed the Northwest Climate Change Charter on behalf of Halton Borough Council. A copy is attached in Appendix 2.
- 5.3 Local Government is also a key player in the national economy with overall expenditure comprising 3% of GDP. As well as managing considerable assets with very considerable property portfolios, local government undertakes a wide range of activities that impact upon climate change. In particular local government has responsibilities for the management of road infrastructure, waste disposal and collection, planning and building regulations and management of open space. Local authorities are in a good position to work with and educate local communities, influence business and offer leadership and support.
- 5.4 In local Government a growing number of councils have signed up to the '*Nottingham Declaration*' committing them to work towards reducing emissions. This requires local authorities to work with the community to develop an action plan to tackle climate change at the local level. A revised Nottingham Declaration was launched in December 2005, along with new tools, monitoring, communication and milestones. This is similar to the North West Climate Change Charter which also commits signatories to develop an action plan to tackle climate change at the local level.
- 5.5 Numerous examples of good practice exist within the public sector, and in addition there are many self help guides to assist in the development of a climate change strategy. For example the LGIU produced '*Local Sustainable Energy - Guide for local authorities*' in 2005 and the LGA produced '*Leading the Way – how local authorities can meet the challenge of climate change*' again in 2005. There are a number of common areas which are suggested in these guides that could be addressed as part of a Local Authority Climate Change Strategy. These tend to fall into three areas, reducing energy needs, conserving energy use and using sustainable energy resources.
- 5.6 Local Authorities can also engage closely with organisations such as Greenpeace, RSPB, Energy Advice centres, the Carbon Trust and

relevant local groups such as the Cheshire Landscape Trust, who can offer help and support. Merseyside has established a climate change group who are currently in the process of carrying out an audit of climate change related activities across the Merseyside area, which includes Halton. There are also numerous websites, which provide information and resources to help tackle climate change. These include <http://www.climatechallenge.gov.uk/>

- 5.7 Conservation looks at first avoiding unnecessary use of energy and second making efficient use of energy to get more output for every unit that is consumed. Avoiding unnecessary energy use could include, reducing the need to travel such as promoting home working, building refurbishment that minimises the need for heat and air conditioning, to choosing sustainable materials that require little energy in their manufacture and supply.
- 5.8 Local authorities can also be involved in generating electricity from renewable resources, such as combined heat and power, use of photovoltaic cells that produce electricity from light and wind turbines.
- 5.9 Local Authorities have a number of tools/powers and regulatory responsibilities, which they can use to support a sustainable energy policy. These include planning and the development of sustainable planning policy, procurement and the development of a procurement strategy that has embedded sustainability considerations within it, using the Local Government Act 2000, 'Power of Well-being,' to promote the social economic and environmental well-being of their residents. Other tools include use of the overview and scrutiny role to examine best practise and encourage innovation.

## **6.0 What is Halton already doing to address climate change**

- 6.1 Halton have already carried out a number of relevant actions ranging from LPG fleet vehicles, to the introduction of a neighbourhood travel team, work with the Cheshire Energy Advice Centre (CHEEAC) and increased recycling rates. We are in the process of revising the Council's Waste Disposal Strategy, Green Travel Plans. We have encouraged the development of the Daresbury Park site to full BREEM energy efficient standards, which exceed those imposed through building regulations. The Community Centre at Sandymoor has its own energy generation systems.
- 6.2 In relation to housing, the Council work in partnership with the local Energy Advice Centre and are involved with basic energy efficiency in private sector properties. In addition the Council run two energy efficiency schemes, 'Energy Zone,' offering grants to provide loft and cavity wall insulation, and 'Hearth,' a similar scheme but also including heating measures. We also refer people to other free Government initiatives to which they may be entitled.



- 6.3 Halton Borough Council take climate change into consideration in planning applications, looking at flood risk, building orientation to maximise heat gain, and minimising the need to use a car. We also have a renewable energy policy as part of our UDP. With regard to building regulations we enforce increasing energy efficiency standards.
- 6.4 In property management we have a refurbishment programme that replaces windows and boilers to more energy efficient standards, installs motion sensors and water efficient taps. Recently film has been put on windows to reduce glare and reflect heat, reducing the need for cooling systems. A number of energy audits are also planned for later this year, to identify where potential energy savings could be made. The Municipal Building has solar panels installed on the roof, which provide heating for hot water.
- 6.5 The Local Transport Plan does much to promote cycling and walking and improve accessibility by public transport to key facilities. The 'Greenways' have been particularly successful at improving cycle use. The Mobility Team works with businesses and individuals to improve access to work. In order to encourage people to use public transport, concessionary fares and day/ weekly tickets have been introduced.
- 6.6 In relation to fleet vehicles we have 16 commercial vans, which run on lower emissions LPG. We will replace 10 refuse trucks in April 07, with vehicles that comply with more stringent emissions regulations. We have also been doing a lot of research into the use of bio-diesel, a more environmentally friendly alternative to diesel.
- 6.7 The Biodiversity Strategy and the Natural Assets Plan, include measures to enhance the natural environment of the Borough, thus offsetting some of the carbon emissions.
- 6.8 The Council is currently reviewing its waste strategy. This is a challenging agenda, requiring reductions in waste going to landfill and increased recycling rates, in response to national and EU legislation. We will need to work with the public in order to encourage changes in behaviour.
- 6.9 Since Climate Change issues cut across all Directorates, a multi-disciplinary officer Working Group has been established to pull all the various threads together.
- 6.10 In response to a strong political will to be seen to publicly declare our contribution as a council to climate change, Halton signed the north-west charter earlier this year. Signing the charter is a public recognition of the need to take action to reduce emissions and to prepare for the impacts of climate change. This was seen as a real opportunity for the region to stand up and show that it is taking climate change seriously.

## **7.0 What Can Halton Borough Council do now?**

7.1 There are a number of opportunities for Halton Borough Council to address climate change as part of our normal activities. Addressing climate change, doesn't prevent us from doing anything that we are already doing, but challenges how we do things. There is also a strong business case to addressing climate change, with the rising cost of energy and the financial implications from that.

7.2 A few examples of strategies that could look to encompass climate change implications are:-

7.2.1 Property Asset Management Plan – Managing and maintaining council buildings has obvious links to energy costs and should be considered as an integral part of the plan. Actions could focus around:-

- Making Council buildings more energy efficient
- Benchmarking and monitoring energy consumption
- Use of renewable energy in Council buildings
- Encouraging energy efficient behaviour by Council staff eg turning computer monitors off.

7.2.2. Staff Travel – This is an area which would need to be reviewed in consultation with the Unions and actions should be focused around:-

- Promotion of sustainable travel plans, to improve public transport and reduce traffic levels
- Production of staff travel plans, to cover the staff commuting to and from work
- Minimise the impact of the Council's vehicle fleet, through measures such as cleaner fuels
- Improving local air quality through an Air Quality Management Plan that recognises the benefit of reducing greenhouse gases
- Promote carbon reduction options to staff and their families, to enable them to adopt more sustainable lifestyles
- Consider making compensatory environmental gains to offset carbon emissions from staff travel.

7.2.3. Procurement Strategy – Opportunities exist to review the goods that we buy, to ensure that they are energy efficient, recycled if appropriate and cost effective. Actions could focus around:-

- Purchasing 'green' electricity for council buildings. This is exempt from the Climate Change Levy.
- Production of a green procurement policy and strategy

7.2.4. Local Development Frameworks (LDFs) and the Local Transport Plan already contain policies to address climate change. These may need to be further developed and implemented.

- Implement and develop UDP contains policies that reduce the need to travel and incorporate sites for renewable energy or combined heat and power plants
- Production of Supplementary Planning Guidance to encourage renewable energy and/or energy efficient developments

7.2.5. The Waste Strategy - Halton Borough Council are currently reviewing their waste strategy, in response to the Government's national Waste Strategy. This will take account of challenging targets to reduce waste going to landfill and increase recycling. Halton Borough Council could also do more to reduce the waste it produces and increase the amount that is recycled. This could build upon the existing "Recycling Champion" Scheme already run by waste management.

7.2.6. Housing – Although Halton Borough Council are no longer directly responsible for managing housing stock within the Borough, there is much that we can do working with the RSLs and the private sector to improve energy efficiency of property and reduce fuel poverty. Actions could focus around:-

- Promoting energy efficiency to householders
- Promoting energy efficiency grants
- Production of the Home Energy Conservation Act (HECA) Strategy

7.2.7 Education – Working with young people through schools and the national curriculum, by supporting initiatives such as Eco-Schools, which encourage active participation by school children in making their school more environmentally friendly.

7.2.8 Natural Environment – Continue with the 10 year strategy of tree planting and improving open spaces within the borough. This will include increasing the number of parks with the Green Flag Award and creating new, more diverse sites where appropriate.

7.2.9. Influencing others – The Council is in a unique position to be able to work with the community and businesses and other partners to influence their behaviour. However putting our own house in order, will undoubtedly put us in a better position to influence others. The Council are encouraged to make adequate provisions to allow for education of the public and businesses in the area on climate change, the associated issues and how they can become involved. We could for example work with our twinning partners to help improve their environmental performance.

## **8.0 Process for developing a climate change strategy for Halton**

8.1 It is proposed that the Council develop a climate change strategy and in particular look to focus activity where there is a strong business case for cost savings and reducing energy consumption and promoting awareness of climate change. As a further demonstration of

commitment, it is suggested that the Council should now sign the Nottingham Declaration on Climate Change.

- 8.2 The work on strategy development would need to be led by an appropriate elected member to act as Climate Change “Champion” and to co-ordinate the activities arising from the Officer Working Group.
- 8.3 There will be a need to consult with a number of stakeholders as the Council develops its strategy.

## **9.0 POLICY AND FINANCIAL ISSUES**

- 9.1 Addressing climate change is in line with sustainability principles stated in the Community Plan and the Corporate Plan of the Council. The decision to develop a climate change strategy does not in itself have any direct policy or financial implications. However once the climate change strategy and action plan is developed, there may be the need to review current policies and develop new policy. The intention of the strategy is to deliver action that will deliver savings or be at no net cost, however further reports will need to be submitted as the strategy is developed clearly outlining any financial or policy implications.

## **10.0 EQUALITY AND DIVERSITY ISSUES**

- 10.1 Equality and diversity issues would need to be addressed as part of the strategy.

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

Rising to the Challenge – A Climate Change Action Plan for England’s Northwest [www.nwda.co.uk/climatechange](http://www.nwda.co.uk/climatechange)

## Climate Change Strategy Two Year Provisional Timetable 2006/07 &amp; 2007/08

## ILLUSTATIVE PURPOSES ONLY

Action	Start	Completion
Identify 3 leading climate change strategies by local authorities as exemplars	August 2006	September 2006
Identify composite strategy elements and incorporate in draft public consultation document	September 2006	November 2006
Conduct Public Consultation	November 2006	March 2007
Produce Draft Climate Change Strategy and Action Plan	March 2007	May 2007
Publish final Strategy and Action Plan	May 2007	June 2007
Begin implementing 1 <sup>st</sup> year Action Plan	June 2007	June 2008
Establish Climate Change Partnership (as part of 1 <sup>st</sup> year Action Plan)	June 2007	September 2007
Launch Climate Change Partnership	September 2007	September 2007
Produce First Annual Progress Report	July 2008	August 2008
Publish public summary of 1 <sup>st</sup> Annual Progress Report	August 2008	September 2008

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## The Charter...

The England's Northwest Climate Change Charter is a major initiative, spearheaded by Lord Thomas of Macclesfield CBE and Sustainability Northwest, to get Northwest organisations to commit to tackle climate change. By signing up to the Charter, your organisation:

### Acknowledges:

That climate change will profoundly influence the environmental, social and economic conditions in the Northwest of England and will continue to be a critical factor throughout the 21st Century. You have a responsibility to lessen the destructive effects of this phenomenon, in the interests of your own organisation and the region.

### Commits To:

- Taking action to mitigate and adapt to climate change
- Acknowledging that action needs to take place at all levels – global, international, European, national, regional and locally
- Helping the region to achieve the national goal of reducing CO2 by 60% by 2050 (based on 1990 levels)
- Supporting better ways to co-ordinate action on climate change across the region

### Agrees to take on the climate change challenge by:

- Putting climate change at the heart of your internal decision-making process
- Taking all practical steps to limit CO2 emissions and responding to the challenges posed by the impacts of climate change
- Setting up organisation-wide and effective CO2 measurement and monitoring arrangements and comparing your results with appropriate benchmarks
- Working with others to communicate your progress and successes and
- encourage others to take action to ensure that England's Northwest becomes a champion for climate change activity

The Northwest Climate Change Charter is coordinated by Sustainability Northwest. For more information call 0161 247 7800

## England Northwest Climate Change Signatories

Academy of St Francis of Assisi  
 ADS Worldwide  
 Aintree Hospitals NHS Trust  
 Amec Development  
 AstraZeneca  
 Baxi Group  
 Bendalls Engineering  
 Birse Civils Ltd  
 Birse Civils Limited (Cheadle)  
 Blackburn with Darwen Borough Council

Blackburn with Darwen Primary Care Trust  
Blackpool Council  
BNFL  
Bolton Hospitals NHS Trust  
Bruntwood Estates  
Bucknall Austin  
Business in the Community  
Byzak Limited  
C-Tech Innovation Ltd  
Can do Plumbing Ltd  
Central Lancashire Friends of the Earth  
Central Manchester Primary Care Trust  
Centre for Construction Innovation

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Centre for Local Economic Strategies  
Cheshire & Merseyside Strategic Health Authority  
Cheshire County Council  
Chester City Council  
Chester Zoo  
Chinese Marketing & Communications  
CIBA Speciality Chemicals Plc  
Common Purpose  
Co-operative Financial Services  
Countess of Chester Hospital NHS Trust  
CPRE (WL)  
CREATE - Community Recycling & Training  
Creative Concern  
Cumbria and Lancashire Strategic Health Authority  
Cumbria County Council  
Cumbrian Industrials Ltd  
Cumbrian Seafoods Ltd  
D.I.C.E. Ltd  
EA Technology Limited  
English Nature  
Environment Agency  
Eversheds LLP  
Friends of the Earth - North West Region

Gaby Porter Associates  
G M Waste  
Government Office for the Northwest  
Granada Television  
Groundwork Northwest  
Halton Borough Council  
Hyndburn & Ribble Valley Friends of the Earth  
Interlink Foods plc  
ITV1 Granada  
Joseph Heler Limited  
Joule Centre, University of Manchester  
Kawneer UK Ltd  
Knowsley MBC  
Lancaster City Council  
Leapfrog  
Liverpool City Council  
Liverpool Vision



Manchester Airport  
Manchester City Council  
Manchester Mental Health & Social Care Trust  
Liverpool Land Development Company  
Longridge High School  
Manchester City Football Club

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Manchester Knowledge Capital  
M.C.C  
Mersey Basin Campaign  
Mersey Regional Ambulance Service NHS Trust  
Merseytravel  
Modern Designers  
Modus Properties  
Moonfish  
National Centre for Business and Sustainability  
North, Central & South Liverpool PCT  
North West Regional Health Partnership  
North West REPAC  
Northwest Regional Assembly  
Northwest Regional Development Agency  
NW TUC  
Oldham MBC  
Operation Eden  
Parker Wilson  
Penmarric plc  
Pilkington plc  
Pincroft Dyeing & Printing  
Plus Housing Group  
Quantum Strategy & Technology

RENEW Northwest  
Renewables Northwest  
Ribble Valley Borough Council  
Rochdale MBC  
Salford City Council  
Salford Primary Care Trust  
Sefton Metropolitan Borough Council  
Shell UK  
South Manchester University Hospitals Trust  
Southport & Ormskirk Hospital NHS Trust  
St Helens & Knowsley Hospitals NHS Trust  
Stephen Hesford MP  
Stockport Metropolitan Borough Council  
Sustainability Northwest  
The Blackburne House Group  
The Mersey Forest  
The Prospects Foundation  
The Rt Revd James Jones, Bishop of Liverpool  
The Watermill, Little Salkeld  
The Wildlife trust for Lancashire, Manchester & Merseyside  
Tibard Ltd  
Trafford Healthcare NHS Trust  
Trevor Bates

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Last updated Wednesday 28 June 2006

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TUG

Ullswater Steamers

U.R.C. Associates

United Utilities

University of Salford

Vale Royal Borough Council

Warrington Primary Care Trust

West Lancashire Environmental Network

Wrengate Limited

Yang Sing Ltd

**REPORT TO:** Executive Board

**DATE:** 21<sup>st</sup> September 2006

**REPORTING OFFICER:** Strategic Director - Environment

**SUBJECT:** Waste Management – The Next Steps

**WARDS:** All

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

To seek approval to secure appropriate waste treatment & disposal services and facilities in partnership with the Merseyside Waste Disposal Authority (MWDA) as recommended.

### **2.0 RECOMMENDATION: That**

- 1. A formal partnership with the Merseyside Waste Disposal Authority be established for the procurement of appropriate waste treatment & disposal services and facilities.**
- 2. Merseyside Waste Disposal Authority is advised of Halton's intentions.**
- 3. Further reports be presented to the Executive Board Sub Committee on progress made with the development of the formal Inter Authority Agreement (IAA), the Council's updated Waste Management Strategy, and relevant supporting Plans.**

### **3.0 BACKGROUND**

- 3.1 The Executive Board received a report on 22<sup>nd</sup> June 2006 which advised Members that it appeared to be in the Halton's best interest to work with Merseyside to secure appropriate waste treatment & disposal services and facilities, and that in order to do so a decision on whether to move forward with Merseyside was required as a matter of urgency.
- 3.2 At its meeting of 7<sup>th</sup> September 2006 the Executive Board approved an 'in principle' agreement to work in partnership with the MWDA to secure appropriate waste treatment & disposal services and facilities.
- 3.3 The Government's Project Review Group will consider the MWDA Outline Business Case (OBC) for PFI credits by mid October and the MWDA have made it clear that they would not allow any delay by Halton to jeopardise their bid and have made it clear that by the end of September the Council must demonstrate a clear commitment, in writing, to work in partnership with Merseyside. Should we fail to

meet this requirement, the opportunity to work with them will disappear.

#### **4.0 SUPPORTING INFORMATION**

4.1 A draft Memorandum of Understanding (MoU) containing partnership principles between Halton BC and MWDA has now been agreed by both parties. A copy of the draft MoU is attached as Appendix 1. Work has now commenced on the preparation of a formal Inter Authority Agreement (IAA) with the MWDA. It is planned that the IAA will be completed by December 2006 and a draft will be presented to Members for consideration at a future meeting.

4.2 With the support of external consultants, work has commenced on the preparation of Halton's Waste Action Plan (WAP). This Plan, which is the equivalent of the District Council Action Plans produced by each of the District Authorities in Merseyside, will form part of the IAA. Completion of the HWAP is expected by the end of October 2006.

4.3 A Household Waste Composition Analysis is also being produced to support the production of the Halton WAP.

#### **5.0 POLICY OF HALTON/MWDA PARTNERSHIP**

##### **5.1 Waste Management Strategy**

5.1.1 Following further analysis of Halton's and Merseyside's Waste Strategies, there remains no fundamental reason why the Council may not participate within the proposed waste management solution for Merseyside. As previously reported, a prerequisite of partnership working with Merseyside was the necessity for Halton to update its Municipal Waste Management Strategy and align our strategic approaches with those of Merseyside. Discussions are continuing with Merseyside as we seek to update our Strategies and agree, in principle, a common framework.

5.1.2 The following key targets and milestones are contained within the Merseyside Strategy;

5.1.2.1 All districts move towards separate collection of dry recyclables, biodegradable waste and residual waste using kerbside sort or wheelie bin collection systems by 2010.

5.1.2.2 All districts to maximise green garden waste and paper collections.

5.1.2.3 All districts to collect recyclables as often as possible and move towards fortnightly residual waste collection by 2010.

5.1.2.4 All districts to move to kerbside collection of kitchen waste by 2010.

- 5.1.2.5 Improved segregation of paper and card for recycling and garden waste for composting at the Recycling and Household Waste Centres by 2010.
- 5.1.2.6 Every district to optimise its 'bring bank' locations across Merseyside to an optimum saturation rate of one per 1,000 population.
- 5.1.3 A summary of the Halton's current Strategy, which was approved in February 2004, (minute EXB29/2004 refers) is attached as Appendix 2. A comparison with Merseyside's approach shows the similarities between our respective Strategies. In brief, there would be no significant change in our current policies. Members attention is drawn to particular commitments to;
  - 5.1.3.1 Approve the timelines within which the key objectives would be met.
  - 5.1.3.2 Implement new waste collection strategies.
  - 5.1.3.3 Introduce kitchen waste collections by 2010.
  - 5.1.3.4 Introduce alternate weekly collections of residual waste by 2010.
- 5.1.4 Notwithstanding the contribution of waste minimisation and the maximisation of kerbside recycling and composting, meeting future recycling and landfill diversion targets against a continued background of waste growth will be a major undertaking and places significant demands for alternate weekly collections of residual waste. It is believed that this is gives the Council the best opportunity of increasing participation in the Council's recycling services to the levels required to meet future targets.
- 5.1.5 With regard to waste treatment technology, Halton's preferred choice is a solution based upon Energy from Waste through incineration, as this was the highest scoring option for Halton following a Best Practicable Environmental Option (BPEO) process. However, the options scored very closely and the sensitivity analysis on the results in the BPEO report showed that there was significant overlap on several of the modelled scenarios. This indicates that either Energy from Waste or Mechanical Biological Treatment (MBT) could form the future waste treatment method for Halton's waste, although other waste treatment methods could be chosen as our final waste treatment process will be determined by the waste industry, with the procurement of waste treatment facilities through an output based contract specification.

## 5.2 **Contractual Arrangements**

- 5.2.1 All of Halton's current waste recycling and disposal contracts end on 31<sup>st</sup> January 2008. As Merseyside's current contracts end in

September 2008, if Halton were to be included in the Merseyside procurement project, the Council would be required to negotiate interim arrangements with existing or alternative service providers. Consideration is currently being given to our contractual exit/succession strategies.

- 5.2.2 The Merseyside project is based upon a strategy of three separate contracts. This being a Landfill Contract, Recycling Contract and Recovery Contract.
- 5.2.3 Landfill Contract - As MWDA have already issued an OJEU notice, which defines the source of waste, it is possible that Halton may not be able to legally join or benefit from this particular procurement exercise. Should Halton not be included, this will simply require the Council to procure a new landfill contract through the normal competitive processes.
- 5.2.4 Recycling Contract - With the proposed OJEU notice not being published until November 2006, providing formal agreement between MWDA and Halton is reached before this date, there is no reason why the scope cannot be extended to incorporate HBC.
- 5.2.5 Recovery Contract - As with the Recycling Contract, providing a formal agreement is finalised and agreement reached with requirements under the recycling contract, there is no reason why the scope of the Recovery Contract cannot be extended to include Halton.

### **5.3 Planning**

- 5.3.1 It remains the case that Halton would be included with all 5 Merseyside Authorities in any search for the identification of suitable sites for the location of waste treatment facilities procured through this project. Future waste planning policy implications are detailed in a separate report to be presented to Members on the 21<sup>st</sup> September 2006.

### **5.4 Cost Implications**

- 5.4.1 In order to project future financial implications, Halton's overall waste arisings have been incorporated into the MWDA waste flow model. Given the timescale within which we are working with, it has not been possible to analyse the results at this stage. To this end the projected costs of the project, and the impact on the Council's projected base budget, will be presented to Members at the meeting on the 21<sup>st</sup> September 2006.
- 5.4.2 It has been reported for some time that there will be a significant increase in waste treatment and disposal costs. At this stage, the raw data currently available continues to indicate that working with

Merseyside will not increase costs further than those previously modelled for alternative partnership options.

- 5.4.3 The Council will be required to implement new waste collection strategies. The cost implications as a result will not be available until the outcomes of the Halton Waste Action Plan are known. However, it should be noted that such changes would have been required to meet the objectives contained within the Council's current strategy. As the Merseyside and Halton approaches are so similar, the increased costs associated with a new collection infrastructure in line with Merseyside, are unlikely to be any higher than those anticipated to meet our current future plans.

## **6.0 THE NEXT STEPS**

- 6.1 Subject to Members approval following the presentation on the financial implications, it is recommended that a formal partnership with the Merseyside Waste Disposal Authority be established for the procurement of appropriate waste treatment & disposal services and facilities.
- 6.2 Merseyside Waste Disposal Authority should be notified of Halton Borough Councils decision and, assuming that this is accepted by the MWDA Board, this will be regarded by the MWDA as a formal and binding decision to work in partnership.
- 6.3 With the support of external consultants, Officers will continue to work towards developing the following documents that will be presented to Members of the Executive Board Sub Committee for approval at future meetings;
- 6.3.1 A draft updated Waste Management Strategy for Halton
- 6.3.2 A draft Halton Waste Action Plan
- 6.3.3 A draft formal Inter Authority Agreement
- 6.4 It is intended that a Joint Communications and Awareness Protocol will also be developed with the MWDA.
- 6.5 Discussions will continue on exit/succession strategies in relation to Halton's current waste management contracts.
- 6.6 An important element of this process will be to ensure that we have properly engaged with residents and other stakeholders through consultation. This will require a structured public relations strategy to be developed for both the short and medium term.

## **7.0 FINANCIAL, POLICY AND OTHER IMPLICATIONS**

7.1 The policy and other implications are contained within the report, and an oral report will be given to the meeting on the financial implications.

## **8.0 RISK ANALYSIS**

8.1 A strategic risk analysis has been carried out in relation to the Council's Municipal Waste Management Strategy. Subject to the outcome of the recommendations contained within this report, a review of the analysis contained within the Directorate Risk Register will be carried out.

8.2 A paramount requirement is for the Council to secure a new waste disposal/treatment contract at the earliest opportunity. Deliverability of the procurement project is a principle factor, and working with Merseyside continues to appear to significantly reduce the risks to the Council.

8.3 Halton would have to be included in any search for the identification of suitable sites for the location of Merseyside's waste treatment facilities. This could leave Halton exposed to the potential development of a regional facility, in or close to its border. Control measures to reduce Halton's risk will be in place through the planning process.

8.4 The MWDA have identified that the key risks to the Merseyside Partnership are that;

*(a) Defra defer MWDA OBC decision leading to MWDA incurring additional LATS exposure;*

*(b) HBC delay formal decision to participate leading to delays in MWDA procurement programme.*

8.5 MWDA have indicated that providing a decision on Halton's intention to fully participate in the project is received by the end of September, the potential changes to the procurement requirements can be incorporated without any delay being incurred.

## **9.0 EQUALITY AND DIVERSITY ISSUES**

9.1 There are no specific equality or diversity issues as a result of this report.



**Memorandum of Understanding**

**Between**

**Halton Borough Council**

**And**

**Merseyside Waste Disposal Authority**

## **1 INTRODUCTION**

The management of municipal solid waste (MSW) is at the forefront of the current movement towards social and environmental sustainability. The change to more sustainable waste management systems, and its associated environmental, social and economic benefits, is supported by substantial legislation and detailed policies at European, national and regional level. The UK is bound by the overarching European Landfill Directive, which sets mandatory targets for the reduction of biodegradable municipal waste sent to landfill.

The Merseyside Waste Disposal Authority (MWDA) and Halton Borough Council (HBC) are the Waste Disposal Authorities (“the Authorities”) for their respective areas. As such they have responsibility for the effective delivery of sustainable waste management in their respective areas. They have both recognised the need to establish sustainable waste management solutions and to deliver integrated waste management systems. They have both developed waste strategies and it is clear from these that the strategic aims and objectives of the two authorities are closely aligned.

In recognition of their common strategic aims and objectives the Authorities have concluded that partnership working between them offers potential benefits. The Authorities have therefore formally committed themselves to working in partnership with each other to address Waste Strategies of both Authorities (“the Strategy”), and this Memorandum of Understanding (MoU) provides the framework for developing the partnership arrangements between the Authorities.

## **2 PURPOSE OF THIS MEMORANDUM OF UNDERSTANDING**

The purpose of the MoU is to ensure co-ordinated delivery of the Strategy

The main aims are:

- To recognise the distinct advantages, both economic and geographic, of the Authorities working together.
- To set out the way that the Authorities will work together to promote the effective planning and delivery of municipal waste management services in their respective areas.
- To set out guidelines for taking joint working forward which will lead to a more formal Inter Authority Agreement (IAA). The IAA will provide further details on the responsibilities of the Authorities and will be a formally binding agreement to ensure the long-term delivery of the Strategy, whilst recognising the ambitions and aims of individual Authorities.
- To link, consolidate and combine the Authorities’ individual waste strategies into a joint strategy and approach to waste management.

### **3 THE MEMORANDUM OF UNDERSTANDING**

#### **3.1 Status of Agreement**

This MoU is not a legal document. However, the MoU (and subsequent Inter authority Agreement (IAA)) is to be considered as the strategic link between the Authorities in the development and delivery of the Strategy. The subsequent IAA will have legal status.

The authorities will use all reasonable endeavours to comply with the terms and spirit of the MoU. They will not be obliged to undertake participation or expenditure without their agreement as individual Authorities, except where they each agree to provide specified funding or resources to be pooled for use as agreed by the Authorities.

The partnership between the Authorities is not a single legal entity under the Partnership Act 1890 or the Limited Liability Partnership Act 2000. Accordingly, it cannot employ staff or enter into any contract in its own right and would have to act through an agent, normally one of the Authorities. The partnership has no delegated or executive powers. The Partnership cannot reach any decisions that are binding on the Authorities individually or collectively, except for allocating any pooled resources, as referred to above.

#### **3.2 Duration of Agreement**

In order to deliver sustainable waste management on the scale required long-term investment will be necessary. This investment must be matched by a firm commitment to abide by the terms of this MoU, the subsequent IAA and to deliver the Strategy. Therefore, the terms of the MoU will reflect the duration of any contractual arrangement entered into between the Authorities and the service provider to deliver the Strategy. This is anticipated to be for a period of **XX** years effective from **XXXXXX 200X**.

In order to support the Strategy procurement timescale, and demonstrate commitment to delivering the Strategy, it is anticipated that the Authorities will ratify this MoU during October 2006. Following ratification, the Authorities will work towards developing a more detailed IAA to be agreed by **XXXXXXX 200X**.

#### **3.3 Changes to the MoU and IAA**

Any proposed amendments to the MoU and subsequent IAA will be raised at joint meetings between officers of the authorities. Proposed changes will be reviewed and formally recommended for approval by the relevant boards of both Authorities. Changes to either agreement must enhance the delivery of the aims and objectives of the Strategy without prejudicing either of the Authorities.

### **3.4 Guiding Principles for Partnership Working**

#### **3.4.1 Transparency**

The Authorities are committed to ensuring that the planning, development and implementation of the Strategy is as transparent as possible to all, including the public.

#### **3.4.2 Consultation**

The Authorities recognise the importance of consultation and the need to consult as widely as possible with all stakeholders in Merseyside, Halton and where appropriate the neighbouring regions.

All significant new initiatives, contracts and changes in working practices that impact on the delivery of waste services in the Authorities area will be openly discussed between the Authorities.

#### **3.4.3 Co-operation**

Actions and decisions recommended by the Authorities should reflect the best interests of all council tax payers and take into consideration the implications for both Authorities.

The Authorities accept the need to work closely together to provide effective, sustainable and financially viable waste services and will explore the development of joint initiatives between Authorities, and with third parties where appropriate.

By **XXXXXXX** 200X, the Authorities shall have established and agreed on structures for the management of the partnership for waste management and will have agreed the financial basis for the Authorities working together. The IAA to be developed from this MoU will support this process of close co-operation.

The Authorities agree to collectively monitor and review the effectiveness of the Strategy adopted, as well as consider the options for the future delivery of services to meet the aims and objectives of the Strategy.

The Authorities agree to work together in a spirit of mutual trust, support and respect, and to ensure that when difficulties arise they are addressed quickly, honestly and openly.

The Authorities agree to share in a fair and equitable manner the costs and work involved in complying with the spirit of the MoU and in achieving the aims and objectives of the Strategy.

#### **3.4.4 Information**

The Authorities agree to provide and share the information and statistics necessary to monitor and measure the effectiveness of Strategy initiatives. This information should be collected and presented in an agreed format to enable quick and easy interpretation to the Authorities and the public.

#### **3.5 Operational Arrangements for Partnership Working**

These clauses will be developed further by the IAA:

##### **3.5.1 Relationship to the Long Term Contract**

The Authorities will be entering into long-term contractual arrangements for sustainable waste management services and facilities (“the Contract.”) Imperative to the success of the Contract is the input of the waste collection services in both Authorities areas, in terms of recycle collection and design of collection services, which do not adversely affect the reception and handling arrangements implemented under the Contract.

This MoU will not form a part of the Contract, however, it demonstrates a formal commitment from the Authorities to work with each other and the appointed contractor(s) to deliver the Strategy.

##### **3.5.2 Management of the Contract**

The form of partnership structures subsequently created shall involve representatives of the two Authorities in all matters relating to contract management.

##### **3.5.3 Charging mechanism**

A fair and equitable apportionment of charges payable by each of the Authorities for the duration of the Contract will be agreed prior to procurement.

##### **3.5.4 Development of facilities and collection systems**

The delivery of the Strategy will require significant investment in new facilities including new residual waste treatment plant, composting sites, materials recovery facilities (MRF’s). The level of recycling and composting required by the Strategy is most likely to be achieved via an effective working arrangement between collection and disposal systems.

### **3.5.5 Required Facilities and the Planning Process**

The Strategy will require significant additional waste management facilities within the Authorities' areas, in accordance with the proximity principle. The Authorities, will manage a process to identify potential waste management sites within the Authorities areas. Key decisions will be referred to the individual Authorities for agreement.

The development of a planning framework, through local development documents, is critical to the implementation of the Strategy. This approach will minimise the risk of failure to obtain planning permission for waste facilities in the future. In order to ensure that these facilities are commissioned in accordance with the required timetable for delivery of the targets in the Strategy, the, Authorities will use all reasonable endeavours to facilitate the establishment, siting and construction of these facilities.

### **3.5.6 Recyclate Collection and Management**

The Authorities, by agreement, will specify the form and quality requirements for collected recyclable and compostable materials. All reasonable measures shall be taken to ensure that materials delivered to treatment and disposal facilities are compatible with the specified contract.

### **3.5.7 Residual Wastes**

The appointed contractor to the Authorities will be responsible for the reception and treatment of all residual wastes and the delivery of both residual waste recycling, and biodegradable municipal waste (BMW) diversion targets.

### **3.5.8 Communication**

It is imperative that the Authorities communicate effectively with each other. This is particularly so when determining the viability of any new initiatives and working practices that may have an impact on both the council tax payer and the development and implementation of the Strategy.

In order to ensure effective communication between the Authorities and the appointed contractor, the partnership structures to be put in place will be used as the arena for discussion in relation to any matters that may impact on the Strategy.

Communication of Strategy issues to the wider public will be developed through a joint communications programme.

**SIGNATORIES:**

**Halton Borough Council**

----- Tony McDermott, Council  
**Leader**

Date -----

----- David Parr, Chief Executive

Date -----

**Merseyside Waste Disposal Authority**

----- Cllr XXX XXXXXXXXX,  
**Chairman**

Date -----

----- XXXXXX XXXXX, Clerk to the  
**Authority**

Date -----

## APPENDIX 2

### **A SUMMARY OF HALTONS APPROVED EXISTING WASTE STRATEGY**

Halton's current Waste Management Strategy is an outline of the way in which we will achieve medium and long term statutory waste related targets imposed by Europe, and local targets set by the authority to bring Halton's recycling performance in line with European best practice

It does not currently seek to set out in detail the authority's specific plans for the delivery of the waste collection, recycling and disposal services in the short term, nor does it detail the immediate cost and resource implications. It provides a set of guiding principles, which have been used to inform the decision-making process as we have rolled out our services since its adoption in 2004.

#### **The principles of Halton's Strategy**

The nationally agreed '*Waste Hierarchy*', places waste reduction before any re-use or recycling initiatives. In line with this, the principles of Halton's strategy are to;

- Reduce the amount of waste we produce in Halton.
- Maximise the amount of waste we recycle or compost, first and foremost at source, through kerbside collection services and central and community 'bring sites'.
- Provide facilities to recycle or compost waste that cannot be collected at source and recover value from the remaining waste that cannot be recycled or composted.
- Minimise the amount of waste sent to landfill, and only do so when all other treatment options have been exhausted.

#### **Intensive Recycling**

A comprehensive analysis of the waste produced in Halton has been carried out. The exercise revealed the levels and types of waste and shows that more than 75% of the waste produced can be recycled. The Strategy outlines plans to deliver services and introduce facilities to collect all such recyclable materials.

The results of the analysis show that paper and garden waste account for approximately 40% of the average household bin in Halton, reflected in the authority's plans to offer kerbside wheeled bin services to collect these two materials.

The strategy outlines plans to maximise the use of wheeled bins for recycling where feasible to do so. In Halton, we have had wheeled bins since the mid



80's and residents are comfortable with the use of a wheeled bin as a storage and collection method. A wheeled bin is proven to produce higher levels of participation and tonnages. Wheeled bins provide a far more cost effective collection method and are 'flexible', providing the opportunity to be used for storing a range of different materials which can be collected at frequencies to suit.

**The options/pledges contained within the approved Strategy include;**

- Approximately 30,000 households in Halton to have 3 wheeled bins, 40,000 having 2 bins and remaining properties having a combination of a single wheeled bin or sack collection.
- All suitable properties to be provided with a 240 litre green wheeled bin for the collection of garden waste.
- All suitable properties to be provided with a 140 litre blue wheeled bin. This will initially be used for the collection of paper, but could later be used for the collection of other recyclable materials, such as cans, plastics, textiles etc.
- Households where single or multi wheeled bin collections are not possible receiving a range of recycling services, potentially including sack collections for organic and dry recyclables and the provision of neighbourhood recycling facilities, in order to ensure all members of the community can participate in recycling schemes
- Further development of the facilities at the Council's Recycling and Household Waste Centres.
- Residents given the opportunity to have a home composting unit at subsidised rates.
- The development and implementation a programme of waste awareness and education
- The introduction of an Enforcement Officer to ensure compliance with the Council's Waste Management Policies.
- Incentives for participating in the Council's recycling schemes and disincentives for not doing so.
- Smaller receptacles for residual waste
- A 'no side refuse' policy
- Alternate weekly collections of residual waste and recyclables

- The strengthening of formal arrangements with suitable private and public sector partners
- The diversion from landfill of an element of unwanted furniture and white goods collected by the authority.
- The development of partnerships with community groups in Halton so that they continue to play an active part in recycling and recovery of waste.
- A continual review of waste management services to ensure best practice is delivered.
- The introduction of measures to recycle or recover value from elements of the waste produced or collected by the Council.

**REPORT TO:** Executive Board

**DATE:** 21<sup>st</sup> September 2006

**REPORTING OFFICER:** Strategic Director – Environment

**SUBJECT:** Local Development Scheme 2006/7

**WARDS:** Borough Wide

## **1.0 PURPOSE OF THE REPORT**

1.1 The purpose of this report is to seek the Board's approval of the Local Development Scheme (LDS) (**Appendix 1**).

## **2.0 RECOMMENDATION:**

- i) **That the revision to the Local Development Scheme, appended to this report, shall come into effect from 15/11/06 or from the date on which the Council receive notification from the SoS in accordance with Regulation 11 (2) of The Town and Country Planning (Local Development) (England) Regulations 2004, whichever is earlier.**
- ii) **That the Operational Director (Environmental & Regulatory Services) in consultation with the Executive Board Member for Planning, Transportation, Regeneration and Renewal be authorised to make any changes to this document as required by the Planning Inspectorate or the Government Office for the North West or as a consequence of alterations to the joint working arrangements in relation to the Waste Development Plan Document.**
- iii) **Further editorial and technical changes and/or correction of printing errors that do not affect the content be agreed by the Operational Director – Environmental & Regulatory Services before the document is published.**

## **3.0 SUPPORTING INFORMATION**

3.1 The LDS is a public statement of Halton Borough Council's three year work programme for producing of the Local Development Framework (LDF). All Councils are required by the new Planning and Compulsory Purchase Act (2004) to produce an LDS.

3.2 This LDS forms the third LDS that has been prepared by Halton Borough Council and moves the preparation of the LDF forward six months from the 2006 – 2009 period of the last LDS. The LDS has been reviewed at this stage due to the need to incorporate the new joint working arrangements for the

Waste Development Plan Document (DPD). These new joint working arrangements are subject to a separate Executive Board Report.

- 3.3 The first year of the LDS was mostly given over to the adoption of the Halton Unitary Development Plan (UDP) and the production of Supplementary Planning Documents (SPDs), which are in support of the saved policies from the UDP. The second LDS has seen the Statement of Community Involvement (SCI) adopted and the first consultation stage of the Core Strategy started.
- 3.4 This new LDS involves the production and adoption of further SPDs, the Core Strategy Development Plan Document (DPD) and the start of the Site Specific DPDs.
- 3.5 Much of the LDD production that has happened so far has been possible on the basis of Planning Delivery Grant. This has provided funding to cover the increased printing and advertising costs and to pay for consultants to undertake certain elements of work. Planning Delivery Grant will be an important resource in terms of meeting the time schedules set out in the new LDS.
- 3.6 The work programme set out in the LDS allows for the Development Plan Documents (DPDs) be produced in line with, or after the North West Regional Spatial Strategy thus providing a clearer context for the next wave of new documents.

<b>RSS Timetable</b>	
<b>Process</b>	<b>Approximate Date</b>
Examination in Public	Autumn 2006
Panel Report	Winter 2006/07
Publication of final RSS	Autumn 2007

### **Requirements of the Local Development Scheme (LDS)**

3.7 There are several requirements that all LDSs must adhere to:

- All Local Authorities must submit their LDS to the Secretary of State for confirmation, in accordance with Regulation 11(2) of the Town and Country Planning (Local Development) (England) Regulations 2004, that the Secretary of State does not intend to issue a direction; and
- The LDS has to show how Public Service Agreement 6 (PSA6) (set out in *Spending Review 2004, Public Service Agreement 2005-08*, ODPM, 2004) will be met.

3.8 GONW represents the Secretary of State, to whom we will submit our LDS. The Government Office will assess whether the LDS is 'fit for purpose'. It will consider the following questions:

- Is there a robust and appropriate approach to the document preparation, particularly in terms of its priorities?
- Is the LDS deliverable and is there a realistic timetable and key milestones in line with PSA targets?

- Does the LDS set out a comprehensive approach to document production, especially developing the evidence base?
- Are there any obvious omissions?
- Is the LDS easy to understand in terms of accuracy and clarity of proposals?

3.9 PSA6 requires that the planning system delivers sustainable development outcomes at national, regional and local level, through efficient and high quality planning and development management processes including achievement of Best Value standards for planning by 2008. The Service Delivery Agreement accompanying PSA6 explains that the key performance indicator is that authorities achieve the milestones set out in their LDS by March 2007.

#### **4.0 POLICY IMPLICATIONS**

4.1 The LDS sets out our general approach to document preparation. It is important that this approach reflects the Council's priorities. Once adopted, the LDS will provide a publicly available work programme for the Planning & Policy Division, providing timescales for any work started over the next three years.

4.2 The LDS must be approved by the Executive Board and submitted to the GONW. The LDS should come into effect four weeks after being submitted to the GONW, unless the Secretary of State intervenes in this period or requests more time.

#### **5.0 OTHER IMPLICATIONS**

5.1 Due to the requirement to meet the milestones set in the LDS it may be necessary in certain circumstances to call a special meeting of Full Council.

#### **6.0 RISK ANALYSIS**

6.1 This ambitious timetable of work will depend on continued full staff levels in forward planning and continued use of consultants to provide specialist background research on matters where there is no in-house expertise. If staff levels fall either on a temporary or permanent basis, or sufficient consultants budgets are not available then the work programme as set out in the LDS will not be achieved.

6.2 It is also important the statutory DPDs are backed up and justified by substantial research and evidence and a thorough sustainability appraisal. This will enable it to stand up to the test of 'soundness' that is required by Government Planning Policy Statement 12. This sets out a number of tests of 'soundness' including:

- vii) the strategies/policies/allocations represent the most appropriate in all the circumstances, having considered the relevant alternatives and they are founded on a robust and credible evidence base.

**7.0 EQUALITY AND DIVERSITY ISSUES**

7.1 There are no Equality and Diversity implications arising from this report.

**8.0 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>
Town and Country Planning (Local Development) (England) Regulations 2004	Planning & Policy Division Rutland House	Andrew Pannell
Spending Review 2004, Public Service Agreement 2005-08	Planning & Policy Division Rutland House	Andrew Pannell
LDS 2005 & LDS 2006	Planning & Policy Division Rutland House	Andrew Pannell



# Local Development Scheme

## 2006/7





Halton Borough Council

# Local Development Scheme

## 2006/7

October 2006



Operational Director  
Environmental & Regulatory Services  
Halton Borough Council  
Rutland House  
Halton Lea  
Runcorn  
WA7 2GW



## Local Development Scheme

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## I Introduction

- 1.1 The Planning and Compulsory Purchase Act 2004 introduced major changes to the way the planning system operates, including the need to write a Local Development Scheme (LDS).
- 1.2 Each Local Authority is now required to prepare a Local Development Framework (LDF). It is anticipated that this will be shorter and more focussed than old style Local Plans and will consist of a series of Local Development Documents (LDDs).
- 1.3 This LDS forms the third LDS that has been prepared by Halton Borough Council and moves the preparation of the LDF forward for the next 3 years.
- 1.4 The LDS is a public statement of the Council's programme for the production of LDDs. It provides the starting point for local communities and stakeholders to find out what local planning policies relate to their area and outlines the timetable for the preparation of LDDs over a 3-year rolling period.
- 1.5 LDDs form the policy content of LDFs and are defined as Development Plan Documents (DPDs), which are statutorily tested and Supplementary Planning Documents (SPDs) which are not statutory. The status of the LDDs, either DPDs or SPDs, is expressed in the Schedule of Proposed LDDs and the individual LDD profiles later in this document.
- 1.6 The LDS provides the work programme and timetable, and is crucial to the effective delivery and implementation of the individual LDDs.
- 1.7 The individual LDDs will also incorporate the processes of Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA), where appropriate, as part of the timetable as they are prepared.
- 1.8 The Council have consulted with the Government Office for the North West and the Planning Inspectorate in the development of the LDS, to ensure the timing of the examinations of the DPDs and the SCI are appropriate.

### Terminology

AMR – Annual Monitoring Report  
 DPD – Development Plan Document  
 LDD – Local Development Document  
 LDF – Local Development Framework  
 LDS – Local Development Scheme  
 PPS – Planning Policy Statement  
 RSS – Regional Spatial Strategy  
 SCI – Statement of Community Involvement  
 SA – Sustainability Appraisal  
 SPD – Supplementary Planning Document

A glossary of terminology can be found in Appendix 2 of this document.

## 2 Local Development Framework Structure and Relationship between Local Development Documents

- 2.1 The key documents that make up the Halton Borough Local Development Framework (LDF) and the Development Plan are illustrated on the next page.
- 2.2 The LDF contains a number of individual Local Development Documents (LDDs). There are two types of LDDs:
- Development Plan Documents (DPDs)
  - Supplementary Planning Documents (SPDs)
- 2.3 Diagrams showing the process for the production of DPDs and SPDs can be found in Appendix I.
- 2.4 The Development Plan forms the starting point in the consideration of planning applications for the development or use of land and consists of both the Regional Spatial Strategy (RSS), prepared by the regional planning bodies and the Halton UDP (Adopted April 2005), prepared by Halton Borough Council. The policies in the UDP will remain part of the statutory Development Plan until their replacement by DPDs through the new LDF system (further information about this transitional period can be found in Section 6 on Page 17).
- 2.5 The LDF also includes several process documents including:
- the **Statement of Community Involvement (SCI)** – which sets out the role that the community and other stakeholders will play in the production of all LDDs within the LDF as well as major planning applications for the Halton Borough area; (a copy of the SCI can be found on the Council’s website at: [www.halton.gov.uk/forwardplanning](http://www.halton.gov.uk/forwardplanning))
  - the **Local Development Scheme (LDS)** – which sets the timetable for the production of the LDF and provides details of each of the LDDs to be produced;
  - **Sustainability Appraisals (SA)** - will appraise the social, environmental and economic effects of the policies in the each of the DPDs and SPDs at every stage in their production; and
  - the **Annual Monitoring Report (AMR)** – which will assess the implementation of the programme contained in the LDS and will identify whether there is a need for a revised LDS to be prepared. In addition LDS will also monitor the extent to which policies in the LDF are being achieved and will consider what changes, if any, need to be made to a particular LDD. (a copy of the AMR can be found on the Council’s website at: [www.halton.gov.uk/forwardplanning](http://www.halton.gov.uk/forwardplanning))

2.6 There are several types of DPD, including:

- **Core Strategy DPD** - which sets out the vision, objectives and strategy for the spatial development of the area. It is the over-arching policy document for the LDF and all other DPDs must be in conformity with the Core Strategy, as well as the RSS
- **Site Specific Allocations DPDs** - which will allocate land for specific uses, will include policies relating to the delivery of the site specific allocations and are also likely to provide additional development control related policies which will set the criteria against which planning applications will be decided.
- **Area Action Plan DPDs (AAPs)** - which will provide the planning framework for areas where significant change or conservation is needed

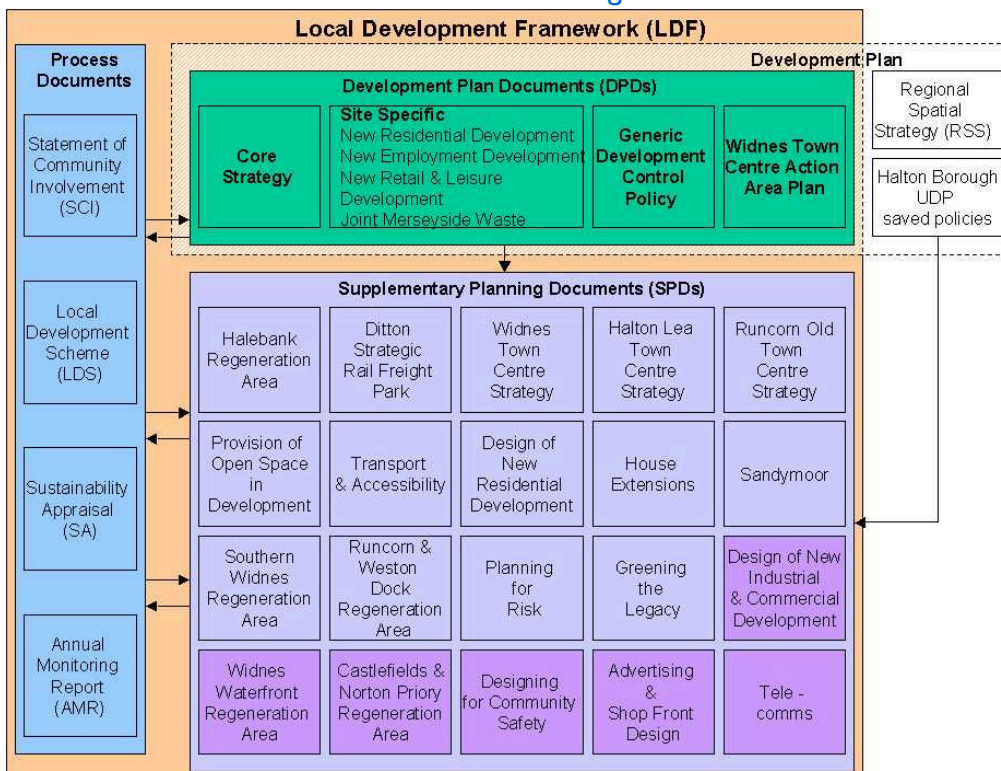
- **Generic Development Control Policy DPD** - which will provide additional policies to set the criteria against which planning applications will be decided.

2.7 A Proposals Map will also be prepared. This will illustrate all policy designations, AAPs and allocations proposals. The Proposals Map will be updated and amended following the adoption of relevant DPDs.

2.8 All SPDs will be cross referenced to a DPD policy which it supplements or to a saved policy from the Halton Borough UDP. SPDs will be used to expand or provide further detail relating to a policy.

2.9 Detailed profiles of each of the DPDs and SPDs can be found in Appendix 3.

LDF Diagram



## 3 Proposed LDDs

- 3.1 The table below sets out the schedule of proposed Local Development Documents (LDDs), including: a brief description for each LDD; key consultation milestones, with the dates in blue detailing when milestones have been achieved; the specific LDD's status within the Local Development Framework (LDF) process; its position in the chain of conformity; and a brief description of the LDD's contents. Detailed profiles of each of the Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) can be found in Appendix 3.
- 3.2 Many of the production dates and consultation periods have been changed since the LDS 2006. This has mainly been down to the unexpected length of time taken to complete the front loading work that has been undertaken during the production of the Core Strategy and the continued impact this will have on the other Development Plan Documents. This front loading and evidence collection has included preparing a Strategic Flood Risk Assessment, an Appropriate Assessment, Borough Wide Retail & Leisure Assessment and an Urban Potential Study. Based on the experience of Local Planning Authorities at the forefront of the process it has become clear that it is crucial to have an appropriate evidence base and to ensure that there is sufficient time between the Core Strategy document and subsequent key development plan documents to enable a coherent and consistent policy approach within the Halton LDF.

Title	Status	Description	Geographic Coverage	Conformity	Timetable			
					Issues and Options	Preferred Options or Draft	Submission	Adoption
Statement of Community Involvement	L D D	Defines the standards and approach to involving stakeholders and the community in the production of the LDF	Whole of the Borough (See Appendix 5, Map 1)	Must meet and should exceed the requirements of the Regulations	N/A	16 <sup>th</sup> June - 28 <sup>th</sup> July 2005	27 <sup>th</sup> Oct 2005 – 8 <sup>th</sup> Dec 2005	20 <sup>th</sup> July 2006
Core Strategy	D P D	Sets out the Vision, Sustainable Development Statement, Objectives and Strategy for the spatial development of the area.	Whole of the Borough (See Appendix 5, Map 1)	General conformity with the RSS and PPGs/PPSs.	27 <sup>th</sup> July – 7 <sup>th</sup> Sept 2006	Feb / Mar 2007	Oct / Nov 2007	Jan 2009
New Residential Development	D P D	To allocate sites for residential development and to provide detailed policies for residential development.	To be defined	General conformity with the PPGs/PPSs, RSS and the Core Strategy DPD.	Dec 07 – May 2008	Sept / Oct 2008	Jul / Aug 2009	Nov 2010
					Dates changed from LDS 2006.			

Title	Status	Description	Geographic Coverage	Conformity	Timetable			
					Issues and Options	Preferred Options or Draft	Submission	Adoption
New Employment Development	D P D	To allocate sites for employment development and to provide detailed policies for employment development.	To be defined	General conformity with the PPGs/PPSs, RSS and the Core Strategy DPD.	Dec 07 – May 2008	Sept / Oct 2008	Jul / Aug 2009	Nov 2010
					Dates changed from LDS 2006.			
New Retail & Leisure Development	D P D	To allocate sites for retail & leisure development and to provide detailed policies for retail & leisure development.	To be defined	General conformity with the PPGs/PPSs, RSS and the Core Strategy DPD.	Dec 07 – May 2008	Sept / Oct 2008	Jul / Aug 2009	Nov 2010
					Dates changed from LDS 2006.			
Joint Merseyside Waste	D P D	To allocate sites for waste related development, if necessary, and to provide detailed policies for waste development.	To be defined	General conformity with the PPGs/PPSs, RSS and the Core Strategy DPD.	Jan / Feb 2007	Nov / Dec 2007	Sept / Oct 2008	April 2010
					Dates changed from LDS 2006.			
Generic Development Control Policy	D P D	To provide a set of criteria based development control policies to guide development within the Borough.	Whole of the Borough (See Appendix 5, Map 1)	General conformity with the PPGs/PPSs, RSS and the Core Strategy DPD.	Sept – Dec 2008	Mar / April 2009	Oct / Nov 2009	Nov 2010
					Dates changed from LDS 2006.			
Widnes Town Centre Area Action Plan	D P D	Provides the context for the future development of Widnes Town Centre.	As shown on Map 4 (See Appendix 5)	General conformity with the PPG/PPS and RSS. Linked to saved UDP Policy TCI & TC4.	Mar – June 2008	Sept / Oct 2008	Jul / Aug 2009	Nov 2010
Halebank Regeneration Area	S P D	Provides guidance for the comprehensive development or redevelopment of the Halebank Area.	As defined on Map 2 (See Appendix 5)	General conformity with the PPGs/PPSs and RSS. Linked to saved UDP Policy RG 05.	N/A	3 <sup>rd</sup> Nov – 15 <sup>th</sup> Dec 2005	N/A	Oct 2006
					Dates changed from LDS 2006.			
Ditton Strategic Rail Freight Park	S P D	Provides guidance for the development of Ditton Strategic Rail Freight Park .	As shown on Map 3 (See Appendix 5)	General conformity with the PPGs/PPSs and RSS. Linked to saved UDP Policy E7	N/A	3 <sup>rd</sup> Nov – 15 <sup>th</sup> Dec 2005	N/A	Oct 2006
					Dates changed from LDS 2006.			

Title	Status	Description	Geographic Coverage	Conformity	Timetable			
					Issues and Options	Preferred Options or Draft	Submission	Adoption
Provision of Open Space	SPD	To provide guidance that will lead to appropriate level and design of open space within development.	Whole of the Borough (See Appendix 5, Map 1)	General conformity with the PPG/PPS and RSS. Linked to saved UDP Policy H3.	N/A	July 27 <sup>th</sup> – Sept 7 <sup>th</sup> 2006	N/A	Dec 2006
					Dates changed from LDS 2006.			
House Extensions	SPD	To provide advice for planning and designing domestic extensions in a way that will enhance the appearance of the dwelling whilst maintaining the character and amenity of the neighbourhood.	Whole of the Borough (See Appendix 5, Map 1)	General conformity with the PPG/PPS and RSS. Linked to saved UDP Policy H6.	N/A	Sept / Oct 2006	N/A	Dec 2006
					Dates for the Consultation on the Draft SPD have changed from LDS 2006.			
Halton Lea Town Centre Strategy	SPD	Provides the context for the future development of Halton Lea Town Centre.	As shown on Map 4 (See Appendix 5)	General conformity with the PPG/PPS and RSS. Linked to saved UDP Policy TCI & TC4.	N/A	Oct / Nov 2006	N/A	Apr 2007
					Dates changed from LDS 2006.			
Runcorn Old Town Centre Strategy	SPD	Provides the context for the future development of Runcorn Old Town Centre.	As shown on Map 4 (See Appendix 5)	General conformity with the PPG/PPS and RSS. Linked to saved UDP Policy TCI, TC4 and TC10	N/A	Oct / Nov 2006	N/A	Apr 2007
					Dates changed from LDS 2006.			
Widnes Town Centre Strategy	SPD	Provides the context for the future development of Widnes Town Centre.	As shown on Map 4 (See Appendix 5)	General conformity with the PPG/PPS and RSS. Linked to saved UDP Policy TCI & TC4.	N/A	Oct / Nov 2006	N/A	Apr 2007
					Dates changed from LDS 2006.			
Sandymoor	SPD	To provide the framework for the continued development of the Sandymoor residential area.	As shown on Map 5 (See Appendix 5)	General conformity with the PPG/PPS and RSS. Linked to saved UDP Policy H1, H2 and H3	N/A	Mar /Apr 2007	N/A	Aug 2007
					Dates changed from LDS 2006.			



Title	Status	Description	Geographic Coverage	Conformity	Timetable			
					Issues and Options	Preferred Options or Draft	Submission	Adoption
Design of New Residential Development	SPD	To provide guidance that will lead to new developments that are well integrated into their surroundings and offer a good standard of amenity to future occupants and protect the amenity of existing occupiers.	Whole of the Borough (See Appendix 5, Map 1)	General conformity with the PPGs/PPSs and RSS. Linked to saved UDP, including Policy H2, H3, BE1 and BE2.	N/A	May / June 2007	N/A	Dec 2007
					Dates changed from LDS 2006.			
Transport & Accessibility	SPD	Provides guidance for the development of new highways and parking standards in urban developments, include road hierarchy specification and the acceptability of homezones.	Whole of the Borough (See Appendix 5, Map 1)	General conformity with the PPGs/PPSs and RSS. Linked to saved UDP Policy TP6, TP7, TPI1 and TPI2.	N/A	Sept / Oct 2007	N/A	Feb 2008
					Dates changed from LDS 2006.			
Runcorn & Weston Dock Regeneration Area	SPD	Provides guidance for the comprehensive development or redevelopment of the Runcorn & Weston Dock Area.	As defined on Map 7 (See Appendix 5)	General conformity with the PPGs/PPSs, RSS. Linked to saved UDP RG4.	N/A	Jan / Feb 2007	N/A	Sept 2008
					Dates changed from LDS 2006.			
Planning for Risk	SPD	To provide guidance for any development relating to major accident hazards including Liverpool Airport and Control of Major Accident Hazards (COMAH) sites.	Multiple sites across the Borough. To be defined.	General conformity with the PPG/PPS and RSS. Linked to saved UDP Policy S5, PR11 and PR12.	N/A	Oct / Nov 2007	N/A	April 2008
Southern Widnes Regeneration Area	SPD	Provides guidance for the comprehensive development or redevelopment of the Southern Widnes Area.	As defined on Map 6 (See Appendix 5)	General conformity with the PPGs/PPSs, RSS. Linked to saved UDP RG1.	N/A	July / Aug 2008	N/A	Mar 2009
					Dates changed from LDS 2006.			



Title	Status	Description	Geographic Coverage	Conformity	Timetable			
					Issues and Options	Preferred Options or Draft	Submission	Adoption
Greening the Legacy	S P D	Will set out the strategy to 'green' brownfield sites within Halton which are presently, unsuitable/uneconomic for built development due to contamination, as well as the details for Sect. 106 agreements and use of the Local Govt Act 2000.	Whole of the Borough (See Appendix 5, Map 1)	General conformity with the PPGs/PPSs and RSS. Linked to saved UDP Policy S1.	N/A	Mar / Apr 2009	N/A	July 2009

## 4 Timetable for LDD Production

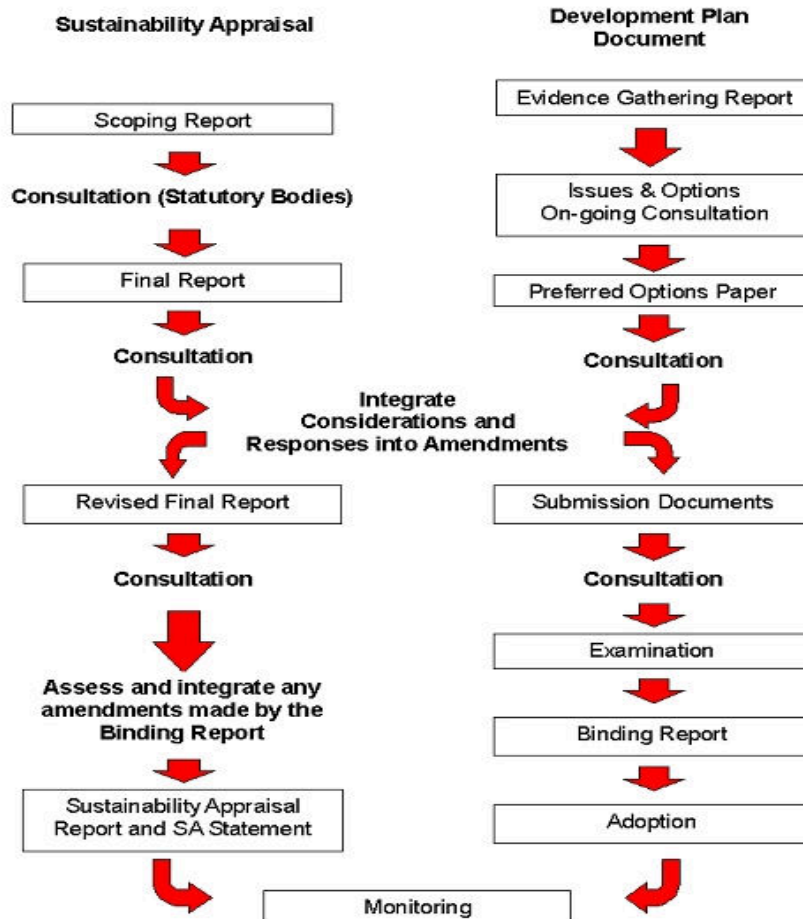
- 4.1 The chart below (pages 11 – 15) sets out the timetable and key milestones for the production of each Local Development Document (LDD) and it updates the position of each of the LDDs from the previous year.
- 4.2 The first year of the LDS was mostly given over to the adoption of the Halton Unitary Development Plan (UDP) and the production of Supplementary Planning Documents (SPDs), which are in support of the saved policies from the UDP. The second LDS has seen the Statement of Community Involvement (SCI) adopted and the first consultation stage of the Core Strategy started.
- 4.3 This new LDS involves the production and adoption of further SPDs, the Core Strategy Development Plan Document (DPD) and the start of the Site Specific DPDs.
- 4.4 The timetable for the Core Strategy Development Plan Document (DPD) has been produced to reflect the timetable for the North West Regional Spatial Strategy (RSS) and the Halton Community Strategy. This is to ensure that the policy included within the Core Strategy can be in general conformity with the policy contained within the RSS and reflects the spatial aspects of the Halton Community Strategy.
- 4.5 Preparation of the Site Specific DPDs (New Residential Development, New Employment Development and New Retail & Leisure Development) started in July this year (2006). All the Site Specific DPDs will be prepared concurrently and are programmed to be informed by the formative stages in Core Strategy preparation and consultation. The decision has been made to run the Site Specific DPDs documents in parallel, with the exception of the Joint Merseyside Waste, to ensure that consideration is given to all the potential land allocations for each site. It is our intention that these documents will have a joint examination which will ensure that the Inspector is also able to consider all potential land allocations without the need for a review of any other land allocation documents.
- 4.6 Agreement has been reached across the Merseyside sub-region, including Halton, to prepare a joint waste DPD. This document will have the title of Halton Borough Council, Liverpool City Council, Knowsley Metropolitan Borough Council, Sefton Metropolitan Borough Council, St Helens Metropolitan Borough Council and Wirral Metropolitan Borough Council Merseyside Joint Waste Development Plan Document, but is referred to as the Joint Merseyside Waste DPD throughout this document for simplicity. It is intended to produce the Joint Merseyside Waste DPD over the next four years for adoption by April 2010, this timetable has been agreed across the sub-region.
- 4.7 The Widnes Town Centre Area Action Plan is being produced to stimulate area-based regeneration initiatives, to allocate sites for appropriate uses and to be used in the assessing planning applications in the Town Centre. It is intended that this document will be informed by the Core Strategy.

- 4.8 The Development Control Policy DPD will also follow on from the production of the Core Strategy, with production starting in 2008.
- 4.9 It should be noted that not all the documents included to commence within the time frame of the Scheme are scheduled for completion within this LDS period. This reflects the on-going nature of the Local Development Scheme (LDS).
- 4.10 Sufficient staff resources will be available to deliver the Scheme in the form of the Spatial Planning team, officers from other Council sections including Development Control and external consultants. Further details are given in Section 5.0.
- 4.11 The Proposals Map will be updated and amended following the adoption of relevant DPDs, it will express

geographically the DPD policies. Although maps may be used throughout the production of the DPD the Proposals Map will only be altered on the adoption of the DPD. For example at the Issues & Options stage a map base may be used to identify an area of search, and at the Preferred Options stage a map may be used to identify sites or alternative sites. However, during the Submission stage a map will be submitted to show how the Proposals Map will be amended or added to once the DPD is adopted.

- 4.12 The timetable for each of the DPDs and SPDs incorporates the time taken for the Sustainability Appraisal (SA) and where appropriate the Strategic Environmental Assessment (SEA) process. The diagram below shows the links between the SA and the DPD production process.

#### **Relationship between SA and DPD production process**



4.13 The SA and SEA processes require the:

- Identification of strategic alternatives;
- Collection of base-line monitoring information;
- Prediction of significant environmental effects more thoroughly;
- Securing greater consultation with the public and environmental authorities; and
- Address and monitoring of the significant environmental effects of the plan.



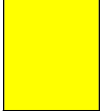










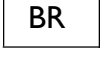

4.14 The documents within the LDF will also be subject to an Appropriate


Assessment and a Strategic Flood Risk Assessment.

4.15 Appropriate Assessment (AA) is the assessment of the potential effects of a proposed plan – ‘in combination’ with other plans and projects – on one or more European sites, ie Special Areas of Conservation and Special Protection Areas. The AA will state whether the document does, or does not, affect the integrity of a European site.


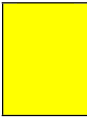




4.16 Strategic Flood Risk Assessment (SFRA) is intended to provide a detailed and robust assessment of the extent and nature of the risk of flooding in Halton and its implications for spatial planning.











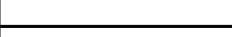















## Key – Development Plan Documents (DPDs)

Saved Policies		
Pre-production, including commencement of document preparation	1	
Preparation of the scoping report for the sustainability appraisal, including consultation with Consultation Bodies as required by the SEA Directive and such other relevant bodies as the authority considers appropriate	2	
Preparation of issues and alternative options and initial sustainability appraisal report, including public consultation (Regulation 25)	3	
Public participation on preferred options document and sustainability appraisal report (Regulation 26)	4	
Consideration of representations and discussions with community and stakeholders	5	
Preparation of submission development plan document and any amendments to the sustainability appraisal report	6	
Submission of development plan document and sustainability appraisal report to Secretary of State	7	
Public consultation period on submission development plan document and sustainability appraisal report (Regulation 29)	8	
Pre-examination consideration of representations	9	
Consideration of alternate sites		
Pre-examination meeting	10	
Examination period, including commencement of examination	11	
Receipt of Inspector's binding report	12	
Adoption and publication of document and revised proposals map, publication of a statement setting out how the sustainability appraisal and consultation influenced the preparation of the plan, and publication of monitoring measures	13	

	LDS Period																																														
	2006					2007					2008					2009					2010																										
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N
Saved Policies Halton UDP																																															
Statement of Community Involvement	BR 																																														
DPDs																																															
Core Strategy	1 2 3																																														
				4 5 6 7 8 9					10 11 12 13																																						
New Residential Development	1					2					3					4 5 6 7 8 9					10 11 12 13																										
New Employment Development	1					2					3					4 5 6 7 8 9					10 11 12 13																										
New Retail and Leisure Development	1					2					3					4 5 6 7 8 9					10 11 12 13																										
Joint Merseyside Waste	1 2		3			4				5 6 7 8 9				10 11				12 13																													
Generic Development Control										1 2 3			4 5 6			7 8 9			10 11			12 13																									
Widnes Town Centre Area Action Plan					1 2 3				4 5 6 7 8 9				10 11				12 13																														

## Key –Supplementary Planning Documents (SPD)

Pre-production, including commencement of document preparation	1	
Preparation of the scoping report for the sustainability appraisal, including consultation with Consultation Bodies as required by the SEA Directive and such other relevant bodies as the authority considers appropriate	2	
Preparation of draft supplementary planning document and sustainability appraisal report	3	
Draft supplementary planning document and sustainability appraisal report issued for public participation (Regulation 17)	4	
Consideration of consultation representations	5	
Adoption and publication of document, publication of a statement setting out how the sustainability appraisal and consultation influenced the preparation of the plan and publication of monitoring measures	6	

	LDS Period																																														
	2006						2007						2008						2009						2010																						
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N
<b>SPDs</b>																																															
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	5																																														
Ditton Strategic Rail Freight Park																																															
	5																																														
Provision of Open Space																																															
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Design of New Residential Development																																															
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	LDS Period																																														
	2006						2007						2008						2009						2010																						
	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N
<b>SPDs</b>																																															
Planning for Risk																																															
Runcorn & Weston Dock Regeneration Area																																															
Southern Widnes Regeneration Area																																															
Greening the Legacy																																															

## 5 Resources

5.1 The production of documents to form the Local Development Framework (LDF) will be lead by the Spatial Planning Section. The Spatial Planning Section currently comprises 5 spatial planning officers, 6 additional officers in the spatial, survey and monitoring team and the Planning & Policy Manager. The amount of time each officer will give to the preparation of the LDF over the current LDS period is given below:

- Planning & Policy Manager 10%
- Principal Planning Officer 50%
- Senior Planning Officer 1 75%
- Senior Planning Officer 2 75%
- Senior Planning Officer 3 50%
- Planning Officer 75%

5.2 Staff within other sections of the Council, such as Development Control and Highways, will also provide input into the production of the LDF over this LDS period. The following documents will be produced with the help of other sections:

- Generic Development Control Policy DPD
- Transport and Accessibility SPD
- House Extensions SPD

5.3 Consultants will also be engaged to work on some areas of the LDF where there is a lack of expertise or

capacity in house. At present consultants are contributing to the preparation of the following documents:

- Halebank SPD
- Ditton Strategic Rail Freight Park SPD
- Sandymoor SPD
- Planning for Risk SPD

5.4 The Council will also be working with the other Merseyside authorities to produce the Joint Merseyside Waste DPD. The Merseyside Environmental Advisory Service Waste Planning Team will have responsibility for co-ordinating the Waste DPD preparation, drawing upon contributions from each of the six Merseyside authorities, Merseyside Policy Unit and Merseyside Waste Disposal Authority.

5.5 The Operational Director of Environmental & Regulatory Services has a strategic overview of the LDF production; and the Planning & Policy Manager is responsible for the management of the programme. A LDF Working Party has also been set up, this provides regular Member input into the production of the LDF.

## 6 Transitional Period

- 6.1 The Halton Borough Unitary Development Plan (UDP), which was adopted in April 2005 and the Regional Spatial Strategy (RSS) will provide the Development Plan for Halton for the North West. As part of the transitional arrangement for the new planning system the Halton Borough UDP will be automatically saved for a period of three years from the date of adoption.
- 6.2 ‘Saving’ the existing Development Plan framework means that the UDP will still be used to determine planning applications and will remain part of the statutory Development Plan until its replacement by Development Plan Documents (DPDs) through the new Local Development Framework (LDF) system. It is important that the move to a LDF does not lead to any gap in coverage of development plan policies, and it is therefore likely that the policies within the UDP will be saved for longer than the three year period, subject to approval from the Secretary of State.
- 6.3 The Council will need to demonstrate that the policies which are to be saved reflect the principles of the Halton LDF, are consistent with current national policy, and that it is not feasible or desirable to replace them within the three years. Policies to be saved will be expected to comply with the following criteria:
- (i) where appropriate, there is a clear central strategy;
  - (ii) policies have regard to the Community Strategy for the area;
  - (iii) policies are in general conformity with the regional spatial strategy or spatial development strategy;
  - (iv) policies are in conformity with the core strategy development plan document (where the core strategy has been adopted);
  - (v) there are effective policies for any parts of the authority’s area where significant change in the use or development of land or conservation of the area is envisaged; and
  - (vi) policies are necessary and do not merely repeat national or regional policy.
- 6.4 The Council’s position on ‘saved’ policies will be updated through the Annual Monitoring Report (AMR), which will monitor the impact and effectiveness of both saved and emerging policies, including the continued relevance of saved policies as a consequence, this may lead to revisions of the Local Development Scheme (LDS).
- 6.5 A schedule has been produced outlining which elements of the existing Development Plan will be deleted or will be replaced by LDDs (Appendix 4), currently all the UDP policies are being saved, however, as the Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) are adopted, this will be updated.

## 7 Evidence Base

- 7.1 Local Development Documents (LDDs) will establish the Council's planning policies. However, in preparing these LDDs, a range of background work has been prepared and collated which needs to be taken account of.
- 7.2 Whilst a number of current background documents have been listed, it should be noted that the Council may well publish others in the course of preparing LDDs to improve upon the robust and credible evidence base for the LDF. Such amendments will be listed in Local Development Scheme (LDS) review documents.
- 7.3 Background and technical studies forming part of the evidence base include:
- Annual Monitoring Report (Halton Borough Council, 2005)
  - Consulting the Communities of Halton 2005 (Halton Strategic Partnership, 2005)
  - Employment Baseline Data Report 2006 (Halton Borough Council, 2006)
  - Employment Baseline Monitoring Report (Halton Borough Council, 2005)
  - Employment Land Availability Register (Halton Borough Council, 2005)
  - Employment Land Availability Compendium 2006 (Halton Borough Council, 2006)
  - Halton Housing Requirements Study (The University of Manchester, 1999)
  - Housing Baseline Monitoring Report (Halton Borough Council, 2005)
  - Housing Baseline Data Report 2006 (Halton Borough Council, 2006)
  - Housing Land Availability Compendium 2006 (Halton Borough Council, 2006)
  - Halton Open Space Survey (PMP, 2005)
  - Halton Retail Study (Herring Baker Harris, 1996)
  - Halton Retail Study Update (Chesterton, 2002)
  - Local Centres Study (Chesterton, 1999)
  - Merseyside Urban Capacity Study (White Young Green, 2004)
  - Natural Assets Strategy (Halton Borough Council, 2000)
  - NLUD Report 2006 (Halton Borough Council, 2006)
  - NLUD Compendium 2006 (Halton Borough Council, 2006)
  - Open Space Study (PMP, 2005)
  - Overall Town Centre Strategy (Halton Borough Council, 1997)
  - Quantifying Previously Developed Land in Halton (Halton Borough Council, 2005)
  - Residential Land Availability Register (Halton Borough Council, 2005)
  - State of the Borough Report (Halton Borough Council & The Local Futures Group, 2005)
  - Urban Housing Capacity Study (White Young Green & Chesterton, 2004)
  - Widnes Employment Land Assessment (Business Environment Group, 2001)

7.4 Copies of each of these background documents can be found online at: [www.halton.gov.uk](http://www.halton.gov.uk)

7.5 Whilst a number of further background documents can be predicted now it should be noted that the Council might publish others in the course of preparing LDDs. The list of Background Documents is likely to include:

- An updated Retail Study (Expected to be completed in 2006)

- Housing Needs Study (Expected to be completed in 2006, this may lead to a requirement for an affordable housing policy either within an SPD document or incorporated within the Core Strategy DPD – this will be reviewed during the next LDS)
- Urban Capacity Study
- Employment land requirements
- Strategic Flood Risk Assessment
- Appropriate Assessment

## 8 Monitoring and Review

- 8.1 The Government requires that the Local Development Scheme (LDS) is annually reviewed and kept up to date by taking account of progress on the programme and monitoring of the evidence base and adopted policies. However, there may be a need to review the LDS more frequently if unforeseen changes occur to the Local Development Framework (LDF) programme.
- 8.2 Unforeseen developments such as the closure of a major employer may lead to the requirement for the Local Development Scheme to be reviewed earlier as this may require new SPDs or DPDs to be produced urgently whilst other documents are delayed.
- 8.3 The LDS will be reviewed through the Annual Monitoring Report (AMR), which in turn will lead to the review of the LDS. The AMR monitors the implementation and effectiveness of policies, from the beginning of April to the end of March. The AMR will be submitted to the Secretary of State before 31st December each year and published following submission.
- 8.4 The AMR will review actual plan progress over the year compared to the targets and milestones for Local Development Document (LDD) preparation set out in the LDS. It will assess:
- whether Halton Borough Council is meeting, or is on track to meet, the targets and consultation milestones set out in the LDDs;
  - if the Council is falling behind schedule or has failed to meet a target or milestone, the reasons for this;
  - the need to update the LDS in light of the above, and if so, the necessary steps and timetable;
  - whether any policies need to be replaced to meet sustainable development objectives; and
  - what action needs to be taken if policies need to be replaced.

## 9 Council Procedures

- 9.1 Development Plan Documents (DPD), which will form part of the Development Plan, are the responsibility of the Full Council and as such any decision relating to their adoption requires a Full Council decision.
- 9.2 The Executive Board and its sub-committee is the part of the Council which is responsible for most day-to-day decisions. The Executive Board is made up of a leader and 9 further councillors whom he appoints. The Executive has to make decisions which are in line with the Council's overall policies and budget. If it wishes to make a decision which is outside the budget or policy framework, this must be referred to the Full Council to decide.
- 9.3 The LDF Working Party and the Executive will consider each DPD at the Issues and Options Stage, unless this responsibility is specifically delegated to the Operational Director for Environmental and Regulatory Services. Full Council will approve the Preferred Options, as well as submission and adoption of the DPDs based on recommendations from the Executive Board.
- 9.4 Each SPD will go to the Sub-Executive Board at the Draft Public Consultation stage and the Executive Board at the adoption stage for consideration and approval.

## 10 Risk Assessment

10.1 In preparing the Local Development Scheme (LDS) it is important to acknowledge that the work programme has been established on the existing maximum resource capacity contained within the Planning & Policy Division.

10.2 The principle 'risk' for the process would be a delay taking place in the preparation through to adoption of individual Local Development Documents (LDDs) and therefore the wider Local Development Framework (LDF). The main areas of risk, which may lead to a delay in the implementation of the work programme, are as follows:

- **Staff turnover and delay in filling vacant posts** – It is inevitable that over a 3-year period there will be a turnover of staff within the sections responsible for producing documents. Using temporary staff or consultants or seconding staff from other departments could mitigate this risk.
- **The need for specialist consultancy input** – it is normally possible to predict where this may be required and add extra slack in to the timetable to allow for consultation and feedback between the Council and consultancy team. Where the need for specialist consultancy input has not been foreseen, as has been the case with both the Ditton Strategic Rail Freight Park SPD and the Halebank Regeneration Area SPD, it will be necessary to provide extra resources in order to 'catch up'

with the timetable set out in the LDS, or slippage may occur.

- **Sickness and other absences** – It is inevitable that over a 3-year period there will be sickness or absence of staff within the sections responsible for producing documents. It is not possible to predict where and when this will happen but in devising the programmes for the production of the documents sufficient slack has been built in to allow for average staff absences.
- **Budget cuts, leading to consultancy budget cuts** – It is hoped that standards within the departments will mean that Planning Delivery Grant will continue and that the budget within the department will continue to provide sufficient resources. However, if this is not the case it may be possible that documents have to be prioritised and some documents may slip.
- **Procedural delays and / or slippage in meeting dates** – It is hoped that enough time has been built into the programme to allow for some slippage however, there may be occasions where it is necessary to provide extra resources to a particular document in order to 'catch up' with the timetable set out in the LDS.
- **The need for further or extra consultation** – it can be hard to predict where and when extra consultation may be required, as has been the case with the Town Centre Strategy SPDs. It will now be necessary to provide extra resources to these documents in order to 'catch up' with the timetable set out in the LDS or to



- add further slippage into the LDS timetable.
- **Resource capacity of the Planning Inspectorate and other agencies to deliver elements of the process and cope with demands of the LDS work programme** – It is hoped that through close working with Government Office for the North West (GONW), the Planning Inspectorate and other agencies this risk can be reduced.
  - **Non-conformity and failure in the tests of ‘soundness’ for LDDs** – It is hoped that this risk can be minimised by working closely with GONW and the Planning Inspectorate at all milestone stages and in the run up to submission of DPD’s.
  - **Programme amendments due to unforeseen developments** – Due to the dynamic nature of many developments it is not always possible to timetable these into the LDS programme. Where this is the case it may be necessary to transfer resources to a new document, which may in turn lead to the need to review the LDS. It is hoped to minimise this risk by improving communication, within the Council and with external stakeholders such as local businesses and developers, which should provide greater notice of these developments allowing changes to be made with less negative implications.
  - **Changes in Government legislation, regulations & policy** – This may lead to documents being reviewed more quickly than has been suggested in the LDS.
  - **Legal Challenge** – The risk to be minimised by ensuring that the DPDs are sound and based on a robust evidence base and a well audited stakeholder and community engagement system.
  - **Community fatigue** – The community are being consulted by many different agencies over a wide range of issues. We will seek to minimise consultation fatigue by consulting on a number of documents at the same time.
  - **Political Uncertainty** – Political change may mean that some proposals may be subject to change due to the different mandates and cause delay whilst new options are considered. This risk should be minimised by the use of the LDF Working Party, which includes Members from a mix of political parties.
  - The rigours of the new LDF process including maintaining a sound evidence base, higher specification community participation requirements and devising and maintaining new monitoring and performance systems will require high levels of funding and resources. The Government's Planning Delivery Grant promotes efficiencies and improvement within the development planning system but the Council does not have unlimited financial resources to underwrite the continuous and dynamic LDF process. This ongoing commitment is likely to be in excess of the cost of servicing the previous more finite UDP process and could be a significant risk factor in the production of the LDF.

## 11 SPG/SPDs

11.1 Supplementary Planning Guidance (SPG) can not be saved under the new system but will be considered as a material consideration until replaced by new Local Development Documents (LDDs).

11.2 Currently Adopted SPG

- Children's Day Nurseries (1999)
- House Extensions (2001)
- Upton Rocks Local Centre, Widnes Planning Brief (2000)
- Widnes Town Centre Renewal Plan Phase 1 (2000)
- Widnes Town Centre Renewal Plan Phase 2 (2000)

11.3 Adopted SPDs

- Castlefields & Norton Priory Regeneration Area (2005)
- Design for Community Safety (2005)
- Design of New Industrial and Commercial Development (2006)
- Shop Fronts, Signage and Advertising (2005)
- Telecommunications (2005)
- Widnes Waterfront Regeneration Area (2005)

11.4 The following Supplementary Planning Documents (SPDs) will be produced during the next 3 years. In the majority these SPDs will be linked to saved policies in the UDP, further details of each of the SPDs can be found in Appendix 3.

- Design of New Residential Development
- Ditton Strategic Rail Freight Park
- Greening the Legacy
- Halebank Regeneration Area

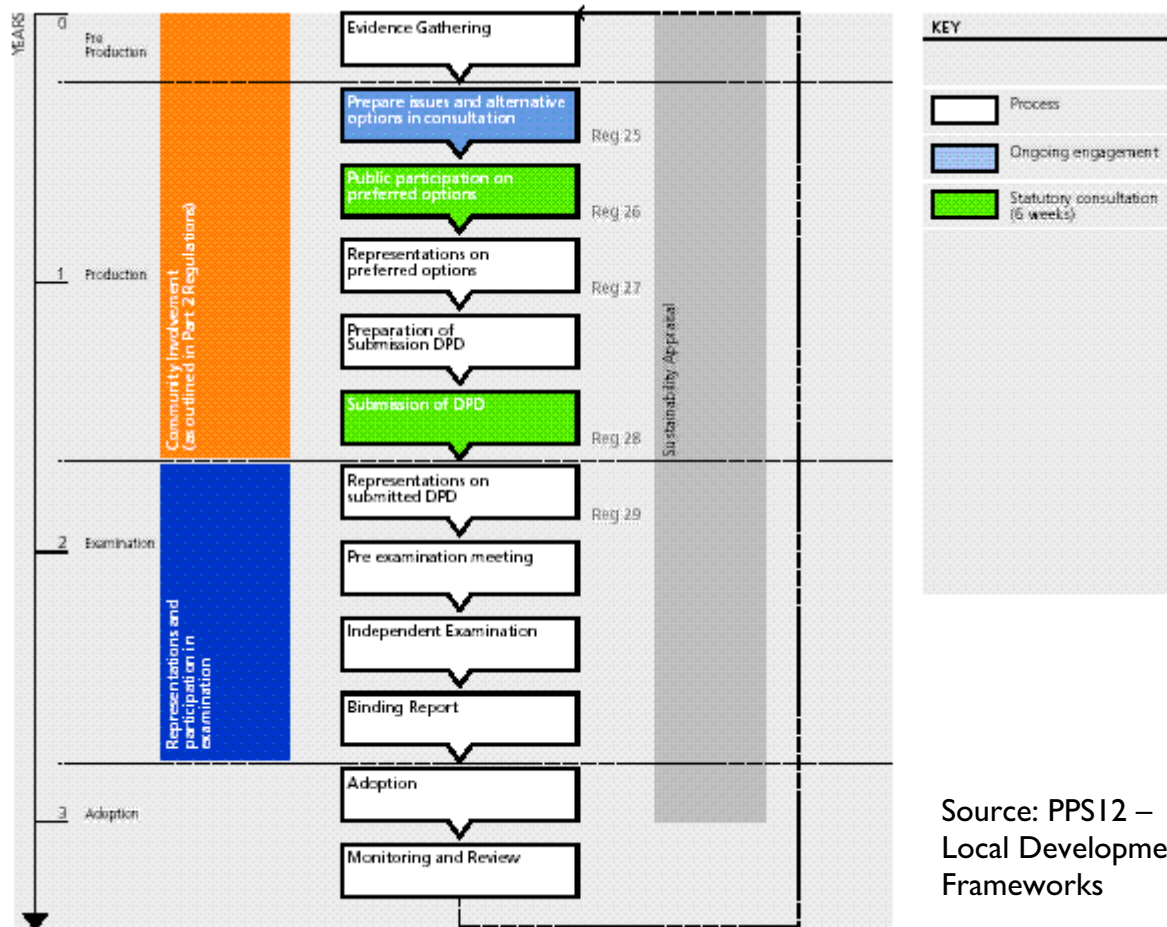
- Halton Lea Town Centre Strategy
- House Extensions
- Planning for Risk
- Provision of Open Space in Development
- Runcorn & Weston Docks Regeneration Area
- Runcorn Old Town Centre Strategy
- Sandymoor
- South Widnes Regeneration Area
- Transport & Accessibility
- Widnes Town Centre Strategy



## Appendices

# Appendix I – DPD and SPD Processes

## The Development Plan Document Process



Source: PPS12 – Local Development Frameworks

## The Supplementary Planning Document (SPD) Process



Source: PPS12 – Local Development Frameworks

## Appendix 2 - Glossary

<b>Annual Monitoring Report (AMR)</b>	LPA will have to produce an Annual Monitoring Report (AMR), which will show how the authority is performing against all relevant targets. The report will be published by the LPA so that those with an interest in the area can see what changes the LPA may need to make to their LDF.
<b>Area Action Plans (AAPs)</b>	Area Action Plans may be used to provide a planning framework for areas of change and areas of conservation.
<b>Core Strategy</b>	The Core Strategy will set out the vision for the Local Planning Authority area and the primary policies for meeting that vision together with housing and employment provisions in accordance with the Regional Spatial Strategy (RSS).
<b>Development Plan Documents (DPDs)</b>	<p>The DPDs are to be prepared by Halton Borough Council, they must contain the following components:</p> <ul style="list-style-type: none"> <li>• Core Strategy; and</li> <li>• Site allocations;</li> </ul> <p>And they may contain:</p> <ul style="list-style-type: none"> <li>• Area Action Plans; and</li> <li>• General policies for the control of development.</li> </ul> <p>All DPDs will be subject to Sustainability Appraisal (SA) which must incorporate a Strategic Environmental Assessment (SEA)</p>
<b>Independent Examination</b>	All DPDs and the SCI will be subject to independent examination by a person (the Inspector) appointed by the Secretary of State. The purpose of the examination is to determine the 'soundness' of the plan. Following the examination the Inspector will produce a report which will be binding on the Local Planning Authority (LPA).
<b>Local Development Documents (LDDs)</b>	<p>There are two types of LDD:</p> <ul style="list-style-type: none"> <li>• Development Plan Documents (DPD)</li> <li>• Supplementary Planning Documents (SPD)</li> </ul>
<b>Local Development Framework (LDF)</b>	The LDF will contain a portfolio of Local Development Documents (LDDs) which will provide Halton Borough Council's policies for meeting the community's economic, environmental and social aims for the future of the area, where this effects the development and use of land.
<b>Local Development Scheme (LDS)</b>	The LDS will set out what DPDs and SPDs Halton Borough Council propose to prepare over the three year period and the timetable for their production. It will also set out the policies that

timetable for their production. It will also set out the policies that Halton Borough Council wish to save from the current Development Plan and the timetable for the preparation of the Statement of Community Involvement.

**Proposals Map**

The Proposals Map will illustrate on an Ordnance Survey map policy designations, allocations and Area Action Plans in the Local Development Framework.

**Site Allocations**

Site allocations are the sites which are proposed for development to meet Halton Borough Council's Core Strategy.

**Statement Of  
Community  
Involvement (SCI)**

The SCI will set out how Halton Borough Council intends to achieve continuous community involvement in the preparation of LDDs in their area. It will be subject to independent examination.

**Supplementary  
Planning  
Documents (SPDs)**

SPDs are not subject to independent examination but the matters covered must be directly related to policy in the DPDs.

**Sustainability  
Appraisal (SA) and  
Strategic  
Environmental  
Assessment (SEA)**

Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) seek to inform decision-making by providing information on the potential implications of policies.

## Appendix 3

<b>Title:</b>	<b>Statement of Community Involvement (SCI)</b>
<b>Role:</b>	To set out the standards and approach to involving the local community and stakeholders in the production of the Local Development Framework.
<b>Geographical Area:</b>	Whole of the Borough (See Appendix 5, Map 1)
<b>Status:</b>	LDD
<b>Conformity Chain:</b>	Must meet and should exceed requirements in the Regulations and will have regard to the Council's Corporate Communications Strategy
<b>Produced by:</b>	Planning & Policy Division
<b>Resources:</b>	Provided by the Planning & Policy Division
<b>Management Arrangements:</b>	Planning & Policy Manager is responsible for the management of this document.
<b>Community Involvement:</b>	Local Strategic Partnership to provide link to community, and consultation to take place during formal periods.
<b>Sustainability Appraisal:</b>	Not Applicable.
<b>Monitoring &amp; Review:</b>	The Statement of Community Involvement is intended to be a long term strategy and will be reviewed with that in mind. Monitoring will take place through the Development Control Process and the AMR.

<b>Timetable</b>	<b>Draft:</b>	16 <sup>th</sup> June – 28 <sup>th</sup> July 2005
	<b>Submission to Secretary of State and Public Consultation:</b>	27 <sup>th</sup> Oct 2005 – 8 <sup>th</sup> December 2005
	<b>Examination:</b>	March 2006
	<b>Adoption and Publication:</b>	19 <sup>th</sup> July 2006



- Title:** Core Strategy
- Status:** DPD
- Role:** To set out the Vision, Objectives, Core Policies and Sustainable Development Statement for the spatial development of the area.
- Geographical Area:** Whole of the Borough (See Appendix 5, Map 1)
- Conformity Chain:** Conformity with the PPG / PPS and RSS
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** Planning & Policy Manager is responsible for the management of this document. The LDF Working Party and the Executive Board will consider each DPD at the Issues and Options Stage. Full Council will approve the submission and adoption of the DPDs based on recommendations from the Executive Board.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal periods for consultation at the Preferred Options stage and when the document is submitted to the Secretary of State.
- Sustainability Appraisal:** Simultaneous consultation with the Development Plan Document. To be assessed through the Sustainability Appraisal, including the Strategic Environmental Assessment.
- Monitoring & Review:** The Core Strategy is intended to be a long term strategy and will be reviewed with that in mind. Monitoring will take place through the contextual section of the AMR.

<b>Timetable</b>	<b>Pre-production and preparation:</b>	January 2006
	<b>Sustainability Appraisal Scoping Report:</b>	March 24 <sup>th</sup> – April 28 <sup>th</sup> 2006
	<b>Preparation and Consultation of Issues and Alternative Options:</b>	July 27 <sup>th</sup> – September 7 <sup>th</sup> 2006
	<b>Public participation on Preferred Options:</b>	February / March 2007
	<b>Consideration of Representations:</b>	April / May 2007
	<b>Preparation of Submission DPD:</b>	June – September 2007
	<b>Submission to Secretary of State and Public Consultation:</b>	October / November 2007
	<b>Pre-Examination Meeting:</b>	February 2008
	<b>Examination:</b>	May 2008
	<b>Inspectors Binding Report:</b>	November 2008
<b>Adoption and Publication:</b>	January 2009	

**Title:** Halton Borough Council, Liverpool City Council, Knowsley Metropolitan Borough Council, Sefton Metropolitan Borough Council, St Helens Metropolitan Borough Council and Wirral Metropolitan Borough Council Merseyside Joint Waste Development Plan Document

**Status:** DPD

**Role:** A statement of the core sustainable waste management principles and policy including:

- How the Waste DPD will ensure that the Planning Authorities meet their contribution to delivering the identified needs of the region for all waste streams.
- How waste management will be considered alongside other spatial concerns, recognising the positive contribution waste management can make to the development of sustainable communities, and takes waste issues beyond the realms of isolated waste policies.
- Planned provision of new capacity with its spatial distribution based on clear policy objectives, robust analysis of available data and information and, an appraisal of options.

The Waste DPD will develop agreed criteria for the identification and allocation of sites suitable for new and enhanced waste management facilities for the identified waste management needs of Merseyside. This will include a list of allocations suitable for the location of different types of sustainable waste management facilities on a proposals map. These site allocations will be supported by site specific policies. Criteria based policies, consistent with the sustainable waste management objectives, will address wider waste planning issues such as speculative applications for unallocated sites.

**Geographical Area:** Borough Wide (See Appendix 5, Map 1) plus Liverpool City Council, Knowsley MBC, St Helens MBC, Wirral MBC and Sefton MBC.

**Conformity Chain:** The Waste DPD will be in conformity with the core strategies of each of the Districts Core Strategy Development Plan Documents, the Regional Spatial Strategy and PPG / PPS.

**Produced by:** Planning & Policy Division, jointly with other the other Merseyside Local Planning Authorities.

**Resources:** The Merseyside EAS Waste Planning Team will have responsibility for co-ordinating the Waste DPD preparation, also drawing on contributions from each of the six Merseyside Councils, Merseyside Policy Unit and Merseyside Waste Disposal Authority. A three year funding agreement has been reached by the Merseyside Districts and Merseyside Waste Disposal Authority for the Merseyside EAS Waste Planning Team and specialist consultancy commissions for the preparation of the Waste DPD.

**Management Arrangements:** The Waste DPD Steering Group, with all six Districts represented, will consider all documents at all stages prior to Member approval and public consultation. Regular progress will be reported to the Merseyside District Planning Officers and Merseyside Leaders and Chief Executives. Full Council will approve the Preferred Options, submission and adoption of the DPDs based on recommendations from the Executive Board. In terms of the joint working the document will be considered by each Council in Merseyside for each milestone and will also be taken through

the Merseyside Chief Executives and Leaders to ensure that the document has support across the Merseyside authorities.

Integration with the JMWMS and Halton's Waste Strategy will be promoted through close working and partnership according to the principles set out in PPS10 (2005) and Defra Guidance on Municipal Waste Management Strategies (2005). Liaison will take place at the operational and political level through the existing Governance arrangements of the Merseyside Waste Strategy Partnership and the Merseyside Network.

**Community Involvement:** Consultation on the Waste DPD will be co-ordinated through each District's Statement of Community Involvement using existing networks, mechanisms and partnerships. Additional targeted consultation with key groups and sectors for the specific purpose of the Waste DPD will be set out in the Communications Strategy.

**Sustainability Appraisal (SA):** Simultaneous consultation with the DPD. To be assessed through the SA, including the Strategic Environmental Assessment.

**Monitoring & Review:** The Annual Monitoring Report (AMR) will monitor the take up of the allocations. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Pre-production and preparation:</b>	October 2006
	<b>Sustainability Appraisal Scoping Report:</b>	October 2006
	<b>Preparation and Consultation of Issues and Alternative Options:</b>	January / February 2007
	<b>Public participation on Preferred Options:</b>	November / December 2007
	<b>Consideration of Representations:</b>	January / February 2008
	<b>Preparation of Submission DPD:</b>	May – August 2008
	<b>Submission to Secretary of State and Public Consultation:</b>	September / October 2008
	<b>Pre-Examination Meeting:</b>	March 2009
	<b>Examination:</b>	May 2009
	<b>Inspectors Binding Report:</b>	December 2009
	<b>Adoption and Publication:</b>	April 2010

- Title:** **New Residential Development**
- Status:** DPD
- Role:** To allocate sites for residential development and to provide detailed policies for residential development.
- Geographical Area:** Borough Wide (See Appendix 5, Map 1)
- Conformity Chain:** Conformity with the PPG / PPS and RSS and Core Strategy
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** Planning & Policy Manager is responsible for the management of this document. The LDF Working Party and the Executive Board will consider each DPD at the Issues and Options Stage. Full Council will approve the submission and adoption of the DPDs based on recommendations from the Executive Board.
- Community Involvement:** Community involvement will be encouraged throughout the process, with the New Residential Development, New Employment Development and New Retail & Leisure Development DPDs subject to a combined consultation at the Issues and Options stage, followed by formal periods of individual consultation at the Preferred Options stage and when the document is submitted to the Secretary of State.
- Sustainability Appraisal:** Simultaneous consultation with the Development Plan Document. To be assessed through the Sustainability Appraisal, including the Strategic Environmental Assessment.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will monitor the take up of the housing allocations and other residential development. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Pre-production and preparation:</b>	July 2006 – June 2007
	<b>Sustainability Appraisal Scoping Report:</b>	July / August 2007
	<b>Preparation and Consultation of Issues and Alternative Options:</b>	December 2007 - May 2008
	<b>Public participation on Preferred Options:</b>	September / October 2008
	<b>Consideration of Representations:</b>	November 2008 – February 2009
	<b>Preparation of Submission DPD:</b>	March – June 2009
	<b>Submission to Secretary of State and Public Consultation:</b>	July / August 2009
	<b>Pre-Examination Meeting:</b>	January 2010
	<b>Examination:</b>	March 2010
	<b>Inspectors Binding Report:</b>	September 2010
	<b>Adoption and Publication:</b>	November 2010

- Title:** New Employment Development
- Status:** DPD
- Role:** To allocate sites for employment development and to provide detailed policies for employment development.
- Geographical Area:** Borough Wide (See Appendix 5, Map 1)
- Conformity Chain:** Conformity with the PPG / PPS and RSS and Core Strategy
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** Planning & Policy Manager is responsible for the management of this document. The LDF Working Party and the Executive Board will consider each DPD at the Issues and Options Stage. Full Council will approve the submission and adoption of the DPDs based on recommendations from the Executive Board.
- Community Involvement:** Community involvement will be encouraged throughout the process, with the New Residential Development, New Employment Development and New Retail & Leisure Development DPDs subject to a combined consultation at the Issues and Options stage, followed by formal periods of individual consultation at the Preferred Options stage and when the document is submitted to the Secretary of State.
- Sustainability Appraisal:** Simultaneous consultation with the Development Plan Document. To be assessed through the Sustainability Appraisal, including the Strategic Environmental Assessment.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will monitor the take up of the employment allocations and other economic development. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Pre-production and preparation:</b>	July 2006 – June 2007
	<b>Sustainability Appraisal Scoping Report:</b>	July / August 2007
	<b>Preparation and Consultation of Issues and Alternative Options:</b>	December 2007 - May 2008
	<b>Public participation on Preferred Options:</b>	September / October 2008
	<b>Consideration of Representations:</b>	November 2008 – February 2009
	<b>Preparation of Submission DPD:</b>	March – June 2009
	<b>Submission to Secretary of State and Public Consultation:</b>	July / August 2009
	<b>Pre-Examination Meeting:</b>	January 2010
	<b>Examination:</b>	March 2010
	<b>Inspectors Binding Report:</b>	September 2010
	<b>Adoption and Publication:</b>	November 2010

- Title:** **New Retail & Leisure Development**
- Status:** DPD
- Role:** To allocate sites for retail and leisure development and to provide detailed policies for retail and leisure development.
- Geographical Area:** Borough Wide (See Appendix 5, Map 1)
- Conformity Chain:** Conformity with the PPG / PPS and RSS and Core Strategy
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** Planning & Policy Manager is responsible for the management of this document. The LDF Working Party and the Executive Board will consider each DPD at the Issues and Options Stage. Full Council will approve the submission and adoption of the DPDs based on recommendations from the Executive Board.
- Community Involvement:** Community involvement will be encouraged throughout the process, with the New Residential Development, New Employment Development and New Retail & Leisure Development DPDs subject to a combined consultation at the Issues and Options stage, followed by formal periods of individual consultation at the Preferred Options stage and when the document is submitted to the Secretary of State.
- Sustainability Appraisal:** Simultaneous consultation with the Development Plan Document. To be assessed through the Sustainability Appraisal, including the Strategic Environmental Assessment.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will monitor the take up of the retail and leisure allocations and other relevant development. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Pre-production and preparation:</b>	July 2006 – June 2007
	<b>Sustainability Appraisal Scoping Report:</b>	July / August 2007
	<b>Preparation and Consultation of Issues and Alternative Options:</b>	December 2007 - May 2008
	<b>Public participation on Preferred Options:</b>	September / October 2008
	<b>Consideration of Representations:</b>	November 2008 – February 2009
	<b>Preparation of Submission DPD:</b>	March – June 2009
	<b>Submission to Secretary of State and Public Consultation:</b>	July / August 2009
	<b>Pre-Examination Meeting:</b>	January 2010
	<b>Examination:</b>	March 2010
	<b>Inspectors Binding Report:</b>	September 2010
	<b>Adoption and Publication:</b>	November 2010

- Title:** Generic Development Control Policy
- Status:** DPD
- Role:** To provide a set of criteria based development control policies to guide development within the Borough.
- Geographical Area:** Whole of the Borough (See Appendix 5, Map 1)
- Conformity Chain:** Conformity with the PPG / PPS and RSS and Core Strategy
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** Planning & Policy Manager is responsible for the management of this DPD. The LDF Working Party and the Executive will consider each DPD at the Issues and Options Stage. Full Council will approve the submission and adoption of the DPDs based on recommendations from the Executive Board.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal periods for consultation at the Preferred Options stage and when the document is submitted to the Secretary of State.
- Sustainability Appraisal (SA):** Simultaneous consultation with the DPD. To be assessed through the SA, including the Strategic Environmental Assessment.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which these policies are being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Pre-production and preparation:</b>	January – June 2008
	<b>Sustainability Appraisal Scoping Report:</b>	July / August 2008
	<b>Preparation and Consultation of Issues and Alternative Options:</b>	September – December 2008
	<b>Public participation on Preferred Options:</b>	March / April 2009
	<b>Consideration of Representations:</b>	May / June 2009
	<b>Preparation of Submission DPD:</b>	July - September 2009
	<b>Submission to Secretary of State and Public Consultation:</b>	October / November 2009
	<b>Pre-Examination Meeting:</b>	February 2010
	<b>Examination:</b>	May 2010
	<b>Inspectors Binding Report:</b>	September 2010
	<b>Adoption and Publication:</b>	November 2010

- Title:** Widnes Town Centre Area Action Plan
- Status:** DPD
- Role:** Provides the context for the future development of Widnes Town Centre.
- Geographical Area:** As defined on Map 4 (Appendix 5)
- Conformity Chain:** Conformity with the PPG / PPS and RSS and Core Strategy
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** Planning & Policy Manager is responsible for the management of this DPD. The LDF Working Party and the Executive will consider each DPD at the Issues and Options Stage. Full Council will approve the submission and adoption of the DPDs based on recommendations from the Executive Board.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal periods for consultation at the Preferred Options stage and when the document is submitted to the Secretary of State.
- Sustainability Appraisal (SA):** Simultaneous consultation with the DPD. To be assessed through the SA, including the Strategic Environmental Assessment.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which these policies are being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Pre-production and preparation:</b>	November / December 2007
	<b>Sustainability Appraisal Scoping Report:</b>	January / February 2008
	<b>Preparation and Consultation of Issues and Alternative Options:</b>	March – June 2008
	<b>Public participation on Preferred Options:</b>	September / October 2008
	<b>Consideration of Representations:</b>	November 2008 – February 2009
	<b>Preparation of Submission DPD:</b>	March – June 2009
	<b>Submission to Secretary of State and Public Consultation:</b>	July / August 2009
	<b>Pre-Examination Meeting:</b>	January 2010
	<b>Examination:</b>	March 2010
	<b>Inspectors Binding Report:</b>	September 2010
	<b>Adoption and Publication:</b>	November 2010



- Title:** Halebank Regeneration Area
- Status:** SPD
- Role:** Provides the policies and proposals for the comprehensive development / redevelopment of the Halebank area.
- Geographical Area:** As defined on Map 2 (Appendix 5)
- Conformity Chain:** General conformity with the PPGs/PPSs and RSS. Linked to saved UDP Policy RG5.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division & External Consultants
- Management Arrangements:** Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this guidance is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	July 2004
	<b>Sustainability Appraisal Scoping Report:</b>	17 <sup>th</sup> June – 22 <sup>nd</sup> July 2005
	<b>Public participation on Draft Supplementary Planning Document:</b>	3 <sup>rd</sup> November – 15 <sup>th</sup> December 2005
	<b>Consideration of Representations:</b>	Jan / Feb 2006
	<b>Adoption and Publication:</b>	October 2006

- Title:** **Ditton Strategic Rail Freight Park**
- Status:** SPD
- Role:** To provide guidance for the development of Ditton Strategic Rail Freight Park.
- Geographical Area:** As defined on Map 3 (Appendix 5)
- Conformity Chain:** General conformity with the PPGs/PPSs and RSS. Linked to saved UDP Policy E7.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division & External Consultants
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this document is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	February 2005
	<b>Sustainability Appraisal Scoping Report:</b>	17 <sup>th</sup> June – 22 <sup>nd</sup> July 2005
	<b>Public participation on Draft Supplementary Planning Document:</b>	3 <sup>rd</sup> November – 15 <sup>th</sup> December 2005
	<b>Consideration of Representations:</b>	Jan / Feb 2006
	<b>Adoption and Publication:</b>	October 2006

- Title:** Provision of Open Space
- Status:** SPD
- Role:** To provide guidance that will lead to appropriate level and design of open space within development.
- Geographical Area:** Whole of the Borough (see Appendix 5, Map I)
- Conformity Chain:** General conformity with the PPGs/PPSs and RSS. Linked to saved UDP Policy H3.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this document is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	July 2005
	<b>Sustainability Appraisal Scoping Report:</b>	29 <sup>th</sup> September – 3 <sup>rd</sup> November 2005
	<b>Public participation on Draft Supplementary Planning Document:</b>	27 <sup>th</sup> July – 7 <sup>th</sup> September 2006
	<b>Consideration of Representations:</b>	October / November 2006
	<b>Adoption and Publication:</b>	December 2006

- Title:** House Extensions
- Status:** SPD
- Role:** To provide advice for planning and designing domestic extensions in a way that will enhance the appearance of the dwelling whilst maintaining the character and amenity of the neighbourhood.
- Geographical Area:** Whole of the Borough (See Appendix 5, Map 1)
- Conformity Chain:** General conformity with the PPGs/PPSs and RSS. Linked to saved UDP Policy H6.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this document is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	January 2006
	<b>Sustainability Appraisal Scoping Report:</b>	6 <sup>th</sup> April – 11 <sup>th</sup> May 2006
	<b>Public participation on Draft Supplementary Planning Document:</b>	September – October 2006
	<b>Consideration of Representations:</b>	November 2006
	<b>Adoption and Publication:</b>	December 2006

- Title:** Halton Lea Town Centre Strategy
- Status:** SPD
- Role:** Provides the context for the future development of Halton Lea Town Centre.
- Geographical Area:** As defined on Map 4 (Appendix 5)
- Conformity Chain:** General conformity with the PPG/PPS and RSS, and expected to be in conformity with the Core Strategy. Also has links to saved UDP Policy TCI & TC4.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this guidance is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	July 2005
	<b>Sustainability Appraisal Scoping Report:</b>	30 <sup>th</sup> June – 4 <sup>th</sup> August 2005
	<b>Public participation on Draft Supplementary Planning Document:</b>	October / November 2006
	<b>Consideration of Representations:</b>	December 2006 / January 2007
	<b>Adoption and Publication:</b>	April 2007

- Title:** **Runcorn Old Town Centre Strategy**
- Status:** SPD
- Role:** Provides the context for the future development of Runcorn Old Town Centre.
- Geographical Area:** As defined on Map 4 (Appendix 5)
- Conformity Chain:** General conformity with the PPG/PPS and RSS, and expected to be in conformity with the Core Strategy. Also has links to saved UDP Policy TCI, TC4 and TC10
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this guidance is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	July 2005
	<b>Sustainability Appraisal Scoping Report:</b>	30 <sup>th</sup> June – 4 <sup>th</sup> August 2005
	<b>Public participation on Draft Supplementary Planning Document:</b>	October / November 2006
	<b>Consideration of Representations:</b>	December 2006 / January 2007
	<b>Adoption and Publication:</b>	April 2007

- Title:** **Widnes Town Centre Strategy**
- Status:** SPD
- Role:** Provides the context for the future development of Widnes Town Centre.
- Geographical Area:** As defined on Map 4 (Appendix 5)
- Conformity Chain:** General conformity with the PPG/PPS and RSS, and expected to be in conformity with the Core Strategy. Also has links to saved UDP Policy TCI & TC4.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this guidance is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	July 2005
	<b>Sustainability Appraisal Scoping Report:</b>	30 <sup>th</sup> June – 4 <sup>th</sup> August 2005
	<b>Public participation on Draft Supplementary Planning Document:</b>	October / November 2006
	<b>Consideration of Representations:</b>	December 2006 / January 2007
	<b>Adoption and Publication:</b>	April 2007

- Title:** Sandymoor
- Status:** SPD
- Role:** To provide the framework for the continued development of the Sandymoor residential area.
- Geographical Area:** As defined on Map 5 (Appendix 5)
- Conformity Chain:** General conformity with the PPGs/PPSs and RSS. Linked to saved UDP Policy HI.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the External Consultants and Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this document is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	January 2006
	<b>Sustainability Appraisal Scoping Report:</b>	2 <sup>nd</sup> February – 16 <sup>th</sup> March 2006
	<b>Public participation on Draft Supplementary Planning Document:</b>	March / April 2007
	<b>Consideration of Representations:</b>	May / June 2007
	<b>Adoption and Publication:</b>	August 2007



- Title:** Design of New Residential Development
- Status:** SPD
- Role:** To provide guidance that will lead to new developments that are well integrated into their surroundings and offer a good standard of amenity to future occupants and protect the amenity of existing occupiers.
- Geographical Area:** Whole of the Borough (See Appendix 5, Map 1)
- Conformity Chain:** General conformity with the PPGs/PPSs and RSS. Linked to saved UDP, including Policy H2, H3, BE1 and BE2.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this document is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	February 2005
	<b>Sustainability Appraisal Scoping Report:</b>	4 <sup>th</sup> May – 8 <sup>th</sup> June 2005
	<b>Public participation on Draft Supplementary Planning Document:</b>	May / June 2007
	<b>Consideration of Representations:</b>	July – September 2007
	<b>Adoption and Publication:</b>	December 2007

- Title:** **Transport & Accessibility**
- Status:** SPD
- Role:** To provide guidance for the development of new highways and parking standards in urban developments, and includes road hierarchy specifications and notes on the acceptability of Homezones.
- Geographical Area:** Whole of the Borough (See Appendix 5, Map 1)
- Conformity Chain:** General conformity with the PPGs/PPSs and RSS. Linked to saved UDP including Policy TP6, TP7, TP11, TP12, TP14, TP15 and TP16.
- Produced by:** Highways and Planning & Policy Division
- Resources:** Provided by the Highways and the Planning & Policy Division.
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this document is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	April 2005
	<b>Sustainability Appraisal Scoping Report:</b>	18 <sup>th</sup> April – 23 <sup>rd</sup> May 2005
	<b>Public participation on Draft Supplementary Planning Document:</b>	September / October 2007
	<b>Consideration of Representations:</b>	November / December 2007
	<b>Adoption and Publication:</b>	February 2008

- Title:** Planning for Risk
- Status:** SPD
- Role:** To provide guidance for any development relating to major accident hazards including Liverpool Airport and Control of Major Accident Hazards (COMAH) sites.
- Geographical Area:** Multiple sites across the Borough, to be defined.
- Conformity Chain:** Conformity with the PPG / PPS and RSS. Linked to saved UDP Policies S5, PR11 and PR12.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this document is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	January 2005
	<b>Sustainability Appraisal Scoping Report:</b>	May / June 2007
	<b>Public participation on Draft Supplementary Planning Document:</b>	October / November 2007
	<b>Consideration of Representations:</b>	December 2007 –February 2008
	<b>Adoption and Publication:</b>	April 2008

- Title:** Runcorn & Weston Docks Regeneration Area
- Status:** SPD
- Role:** Provides the policies and proposals for the comprehensive development / redevelopment of the Runcorn and Weston Docks area.
- Geographical Area:** As defined on Map 7 (Appendix 5)
- Conformity Chain:** General conformity with the PPGs/PPSs, RSS and expected to be in conformity with the Core Strategy DPD. Also has links to saved UDP RG4.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this guidance is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	July 2007
	<b>Sustainability Appraisal Scoping Report:</b>	September / October 2007
	<b>Public participation on Draft Supplementary Planning Document:</b>	January / February 2008
	<b>Consideration of Representations:</b>	March / April 2008
	<b>Adoption and Publication:</b>	September 2008

- Title:** Southern Widnes Regeneration Area
- Status:** SPD
- Role:** Provides the policies and proposals for the comprehensive development / redevelopment of the Southern Widnes area.
- Geographical Area:** As defined on Map 6 (Appendix 5)
- Conformity Chain:** General conformity with the PPGs/PPSs, RSS and expected to be in conformity with the Core Strategy DPD. Also has links to saved UDP RGI.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this guidance is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	January 2008
	<b>Sustainability Appraisal Scoping Report:</b>	March / April 2008
	<b>Public participation on Draft Supplementary Planning Document:</b>	July / August 2008
	<b>Consideration of Representations:</b>	September / October 2008
	<b>Adoption and Publication:</b>	March 2009

- Title:** Greening the Legacy
- Status:** SPD
- Role:** Will set out the strategy to 'green' brownfield sites within Halton which are presently, unsuitable/uneconomic for built development due to contamination, as well as the details for planning agreements.
- Geographical Area:** Whole of the Borough (See Appendix 5, Map I)
- Conformity Chain:** General conformity with the PPGs/PPSs and RSS. Linked to saved UDP Policy S1.
- Produced by:** Planning & Policy Division
- Resources:** Provided by the Planning & Policy Division
- Management Arrangements:** The Planning & Policy Manager is responsible for the management of this document. This SPD will go to the Executive Board Sub-Committee at the Draft Consultation stage and to the Executive Board at the adoption stage for consideration and approval.
- Community Involvement:** Community involvement will be encouraged throughout the process, with formal consultation at the draft consultation stage.
- Sustainability Appraisal:** Consultation for the Sustainability Appraisal will take place simultaneously with the production of the document.
- Monitoring & Review:** The Annual Monitoring Report (AMR) will assess the extent to which this document is being implemented successfully. The document will be reviewed as and when required as highlighted by the AMR.

<b>Timetable</b>	<b>Preparation of Draft Supplementary Planning Document:</b>	July 2008
	<b>Sustainability Appraisal Scoping Report:</b>	November / December 2008
	<b>Public participation on Draft Supplementary Planning Document:</b>	March / April 2009
	<b>Consideration of Representations:</b>	May 2009
	<b>Adoption and Publication:</b>	July 2009

## Appendix 4 – Transitional Arrangements

As Local Development Documents (LDDs) are produced policies from the UDP will be deleted and replaced by the new policies contained within the LDD.

### Key

✓ Saved

x Not Saved

Policy No.	Policy Name	Saved	Comments
<b>UDP Part I</b>			
S1	Regeneration	✓	These policies are likely to be replaced by the Core Strategy DPD when adopted.
S2	The Built Environment	✓	
S3	The Green Environment	✓	
S4	Pollution and Health	✓	
S5	Major Accident Land Use Risk	✓	This policy is likely to be replaced by the Core Strategy DPD when adopted. And a SPD is to be produced to provide more detailed guidance for this policy area.
S6	Reuse and Remediation of Previously Used or Contaminated Land	✓	These policies are likely to be replaced by the Core Strategy DPD when adopted.
S7	Minerals and Waste	✓	
S8	Sustainable Waste Management	✓	
S9	Waste Management Facilities	✓	
S10	Reducing Greenhouse Gas Emissions	✓	
S11	Renewable Energy Sources	✓	
S12	Areas at Risk from Flooding	✓	
S13	Transportation	✓	
S14	A New Crossing of the River Mersey	✓	

<b>Policy No.</b>	<b>Policy Name</b>	<b>Saved</b>	<b>Comments</b>
S15	Leisure and Tourism	✓	These policies are likely to be replaced by the Core Strategy DPD when adopted.
S16	Retail Hierarchy	✓	
S17	Retail Development	✓	
S18	Provision of Land for Housing	✓	
S19	Provision of Land for Employment	✓	
S20	Regional Investment Sites	✓	
S21	Green Belt	✓	
S22	Unallocated Land in Urban Areas	✓	
S23	Open Countryside	✓	
S24	Sustainable Urban Extensions	✓	
S25	Planning Obligations	✓	
<b>Regeneration</b>			
RG1	Area Action 1 – Southern Widnes	✓	A SPD will be produced to provide more detailed guidance for this policy.
RG2	Area Action 2 – Central Widnes	✓	The Widnes Town Centre AAP is likely to provide more detailed policy covering this area.
RG3	Area Action 3 – Widnes Waterfront	✓	The Widnes Waterfront SPD provides more detailed policy for this area.
RG4	Area Action 5 – Runcorn and Weston Docklands	✓	SPDs are to be produced to provide more detailed guidance for these policy areas.
RG5	Area Action 6 – Halebank	✓	
RG6	Area Action 7 – Castlefields and Norton Priory	✓	The Castlefields & Norton Priory Regeneration Area SPD provides more detailed policy for this area.
<b>Built Environment</b>			
BE1	General Requirements for Development	✓	SPDs are to be produced to provide more detailed guidance for these policy areas. These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
BE2	Quality of Design	✓	
BE3	Environment Priority Areas	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
BE4	Scheduled Ancient Monuments	✓	
BE5	Other Sites of Archaeological Importance	✓	
BE6	Archaeological Evaluations	✓	



<b>Policy No.</b>	<b>Policy Name</b>	<b>Saved</b>	<b>Comments</b>
BE7	Demolition of Listed Buildings	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
BE8	Changes of Use of Listed Buildings	✓	
BE9	Alterations and Additions to Listed Buildings	✓	
BE10	Protecting the Setting of Listed Buildings	✓	
BE11	“Enabling Development”	✓	
BE12	General Development Criteria – Conservation Areas	✓	
BE13	Demolition in Conservation Areas	✓	
BE14	Outline Applications – Conservation Areas	✓	
BE15	Local List of Buildings and Structures of Architectural and Historic Interest	✓	
BE16	Alterations to and New Shop Fronts	✓	
BE17	Advertising and Advertisements	✓	
BE18	Access to New Buildings Used by the Public	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
BE19	Disabled Access for Changes of Use, Alterations and Extensions	✓	
BE20	Disabled Access in Public Places	✓	
BE21	Telecommunications Apparatus	✓	The Telecommunications SPD provides more detailed policy for this area. This policy is likely to be replaced by the Core Strategy DPD when adopted.
BE22	Boundary Walls and Fences	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
BE23	Temporary Buildings	✓	
<b>Green Environment</b>			
GE1	Control of Development in the Green Belt	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
GE2	Hale Village Green Belt	✓	
GE3	Extensions, Alterations and Replacement of Existing Dwellings in the Green Belt	✓	

<b>Policy No.</b>	<b>Policy Name</b>	<b>Saved</b>	<b>Comments</b>
GE4	Re-use of Buildings in the Green Belt	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
GE5	Outdoor Sport and Recreation Facilities in the Urban Fringe and Open Countryside	✓	
GE6	Protection of Designated Greenspace	✓	
GE7	Proposed Greenspace Designations	✓	
GE8	Development within Designated Green Space	✓	
GE9	Redevelopment and Changes of Use of Redundant School Buildings	✓	
GE10	Protection of Linkages in Green Space Systems	✓	
GE11	Protection of Incidental Greenspaces	✓	
GE12	Protection of Outdoor Playing Space for Formal Sport and Recreation	✓	
GE13	Intensifying Use of Existing Outdoor Sports and Recreation Provision	✓	
GE14	Noisy Outdoor Sports	✓	
GE15	Protection of Outdoor Playing Space for Children	✓	
GE16	Protection of Allotments	✓	
GE17	Protection of Sites of International Importance for Nature Conservation	✓	
GE18	Protection of Sites of National Importance for Nature Conservation	✓	
GE19	Protection of Sites of Importance for Nature Conservation	✓	
GE20	Protection and Creation of Local Nature Reserves	✓	
GE21	Species Protection	✓	
GE22	Protection of Ancient Woodlands	✓	
GE23	Protection of Areas of Special Landscape Value	✓	
GE24	Protection of Important Landscape Features	✓	

<b>Policy No.</b>	<b>Policy Name</b>	<b>Saved</b>	<b>Comments</b>
GE25	Protection of Ponds	✓	
GE26	Protection of Hedgerows	✓	
GE27	Protection of Trees and Woodland	✓	
GE28	The Mersey Forest	✓	
GE29	Canals and Rivers	✓	
GE30	The Mersey Coastal Zone	✓	
<b>Pollution and Risk</b>			
PR1	Air Quality	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
PR2	Noise Nuisance	✓	
PR3	Odour Nuisance	✓	
PR4	Light pollution and Nuisance	✓	
PR5	Water Quality	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
PR6	Land Quality	✓	
PR7	Development Near to Established Pollution Sources	✓	
PR8	Noise Sensitive Developments	✓	
PR9	Development within the Liverpool Airport Public Safety Zone	✓	SPDs are to be produced to provide more detailed guidance for these policy areas. These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
PR10	Development within the Liverpool Airport Height Restriction Zone	✓	
PR11	Development of Sites Designated under the Control of Major Hazards (Planning) Regulations 1999 (COMAH)	✓	SPDs are to be produced to provide more detailed guidance for these policy areas. These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
PR12	Development on Land Surrounding COMAH Sites	✓	
PR13	Vacant and Derelict Land	✓	
PR14	Contaminated Land	✓	
PR15	Groundwater	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
PR16	Development and Flood Risk	✓	
<b>Minerals and Waste Management</b>			
MW1	All Minerals and Waste Management Developments	✓	These policies are likely to be replaced by the Waste DPD and the Generic

<b>Policy No.</b>	<b>Policy Name</b>	<b>Saved</b>	<b>Comments</b>
MW2	Requirements for all Applications	✓	Development Control Policy DPD when adopted.
MW3	Requirements for all Waste Management Applications	✓	
MW4	Aggregate Minerals	✓	
MW5	Protection of Minerals resources	✓	
MW6	Aftercare	✓	
MW7	Waste Recycling and Collection Facilities	✓	
MW8	Aerobic Composting Facilities	✓	
MW9	Anaerobic Digesting Facilities	✓	
MWI 0	Wastewater and Sewage Treatment Facilities	✓	
MWI 1	Extensions to Wastewater Treatment Facilities	✓	
MWI 2	Recycling and Household Waste Centres	✓	These policies are likely to be replaced by the Waste DPD and the Generic Development Control Policy DPD when adopted.
MWI 3	Energy Recovery	✓	
MWI 4	Incineration	✓	
MWI 5	Landfill/Landrising of Non-Inert Waste	✓	
MWI 6	Landfill/Landraising of Inert Wastes	✓	
MWI 7	Waste Minimisation and Recycling	✓	
MWI 8	Energy from Non-fossil Sources	✓	
<b>Transport</b>			
TP1	Public Transport Provision as Part of New Development	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
TP2	Existing Public Transport Facilities	✓	
TP3	Disused Public Transport Facilities	✓	
TP4	New Public Transport Facilities	✓	
TP5	Taxi Ranks and Offices	✓	
TP6	Cycle Provision as Part of New Development	✓	SPDs are to be produced to provide more detailed guidance for these policy

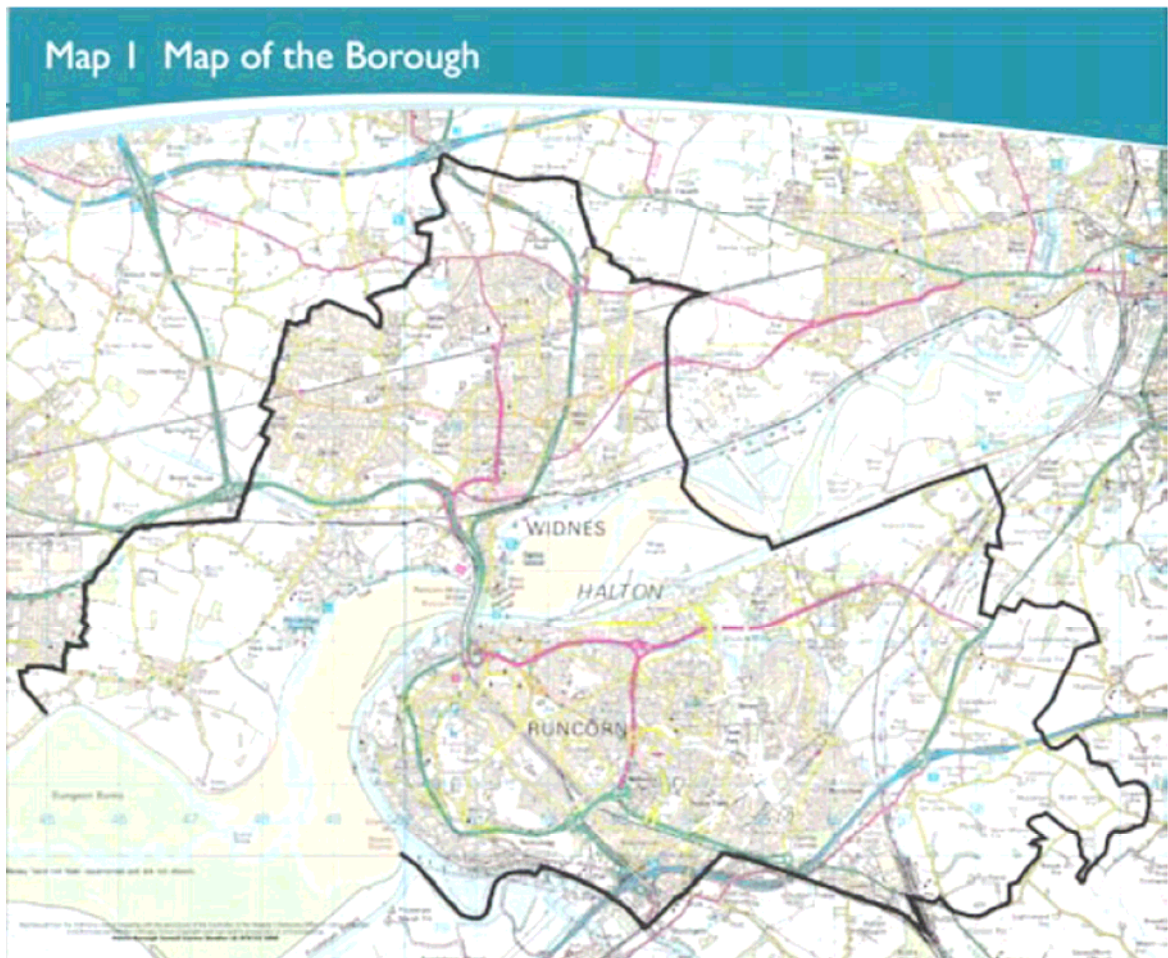
<b>Policy No.</b>	<b>Policy Name</b>	<b>Saved</b>	<b>Comments</b>
TP7	Pedestrian Provision as Part of New Development	✓	areas. These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
TP8	Pedestrian Improvement Schemes	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
TP9	The Greenway Network	✓	
TP10	The Trans-Pennine Trail and Mersey Way	✓	
TP11	Road Schemes	✓	SPDs are to be produced to provide more detailed guidance for these policy areas. These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
TP12	Car Parking	✓	
TP13	Freight	✓	This policy is likely to be replaced by the Generic Development Control Policy DPD when adopted.
TP14	Transport Assessments	✓	SPDs are to be produced to provide more detailed guidance for these policy areas. These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
TP15	Accessibility to New Development	✓	
TP16	Green Travel Plans	✓	
TP17	Safe Travel for All	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
TP18	Traffic Management	✓	
TP19	Air Quality	✓	
TP20	Liverpool Airport	✓	
<b>Leisure, Tourism and Community Facilities</b>			
LTC1	Developments of Major Leisure and Community Facilities within Designated Shopping Centres	✓	These policies are likely to be replaced by the New Retail & Leisure Development DPD when adopted.
LTC2	Development of Major Leisure and Community Facilities on the edge of Designated Shopping Centres	✓	
LTC3	Developments of Major Leisure and Community Facilities in Out-of-Centre Locations	✓	
LTC4	Development of local Leisure and Community Facilities	✓	
LTC5	Protection of Community Facilities	✓	
LTC6	Children's Day Care Provision	✓	
LTC7	The Proposed Halton Arts and Cultural Centre Site		This policy could be deleted as the Brindley has now been completed.

<b>Policy No.</b>	<b>Policy Name</b>	<b>Saved</b>	<b>Comments</b>
LTC8	Protection of Tourism Attractions	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
LTC9	Tourism Development	✓	
LTC10	Water Based Recreation	✓	
<b>Shopping and Town Centres</b>			
TC1	Town Centre Allocations	✓	This policy is likely to be replaced by the New Retail & Leisure Development DPD when adopted.
TC2	Retail Development to the Edge of Designated Shopping Centres	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
TC3	Warrington Road / Eastern Widnes Bypass Site	✓	This policy is likely to be replaced by the New Retail & Leisure Development DPD when adopted.
TC4	Retail Development within Designated Shopping Centres	✓	SPDs are to be produced to provide more detailed guidance for these policy areas. These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
TC5	Design of Retail Development	✓	
TC6	Out of Centre Retail Development	✓	
TC7	Existing Small Scale Local Shopping Facilities Outside Defined Shopping Centres	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
TC8	Non-retail Uses within Primary and Secondary Shopping Areas	✓	
TC9	Non-retail uses within Neighbourhood Centres	✓	This policy is likely to be replaced by the Generic Development Control Policy DPD when adopted.
TC10	Runcorn Mixed Town Centres Uses Area	✓	A SPD is to be produced to provide more detailed guidance for this policy area.
TC11	Food and Drink Outlets	✓	This policy is likely to be replaced by the Generic Development Control Policy DPD when adopted.
<b>Housing</b>			
H1	Provision for New Housing	✓	This policy is likely to be replaced by the New Residential Development DPD when adopted.
H2	Design and Density of New Residential Development	✓	SPDs are to be produced to provide more detailed guidance for these policy

<b>Policy No.</b>	<b>Policy Name</b>	<b>Saved</b>	<b>Comments</b>
H3	Provision of Recreational Greenspace	✓	areas. These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
H4	Sheltered Housing	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
H5	Gypsy Sites	✓	
H6	House Extensions	✓	A SPD is to be produced to provide more detailed guidance for this policy area. These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
H7	Conversions to Flats	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
H8	Non Dwelling House Use	✓	
<b>Employment</b>			
E1	Local and Regional Employment Land Allocations	✓	These policies are likely to be replaced by the New Employment Development DPD when adopted.
E2	Priority Employment Redevelopment Areas	✓	These policies are likely to be replaced by the Generic Development Control Policy DPD when adopted.
E3	Primarily Employment Areas	✓	
E4	Complementary Services and Facilities within Primarily Employment Areas	✓	
E5	New Industrial and Commercial Development	✓	
E6	Daresbury Laboratories	✓	
E7	Ditton Strategic Rail Freight Park	✓	

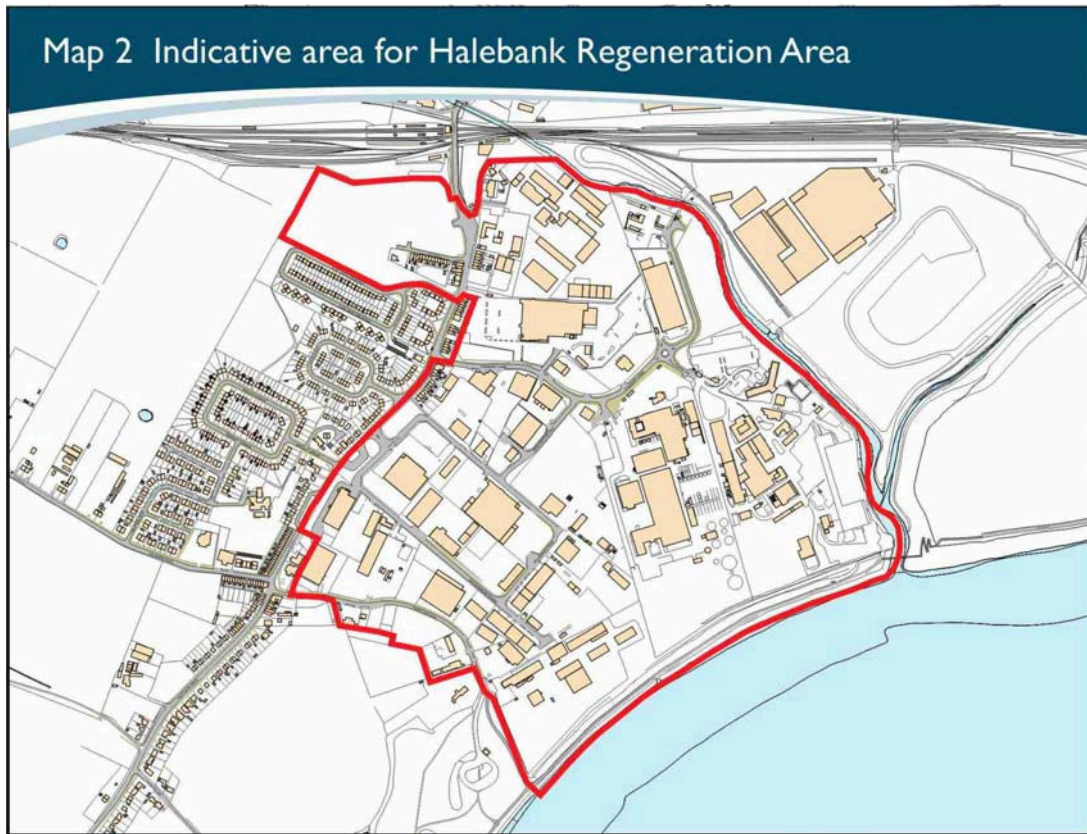
## Appendix 5

**Map 1 – Map of the Borough**

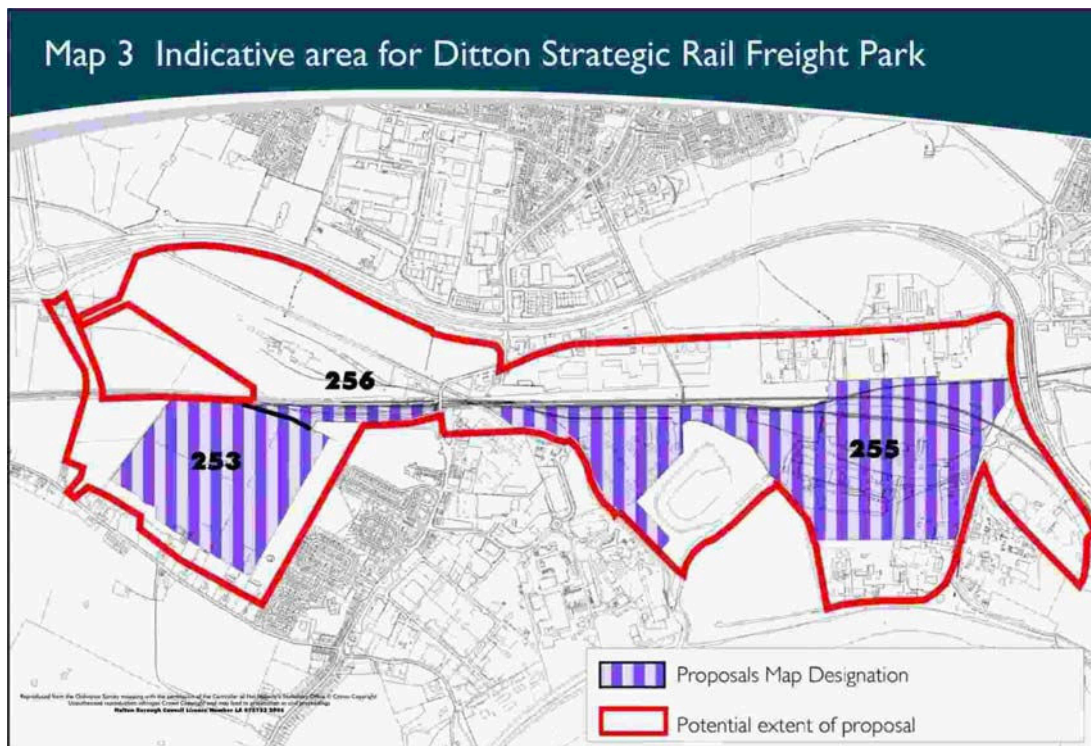




**Map 2 – Indicative area for Halebank Regeneration Area**

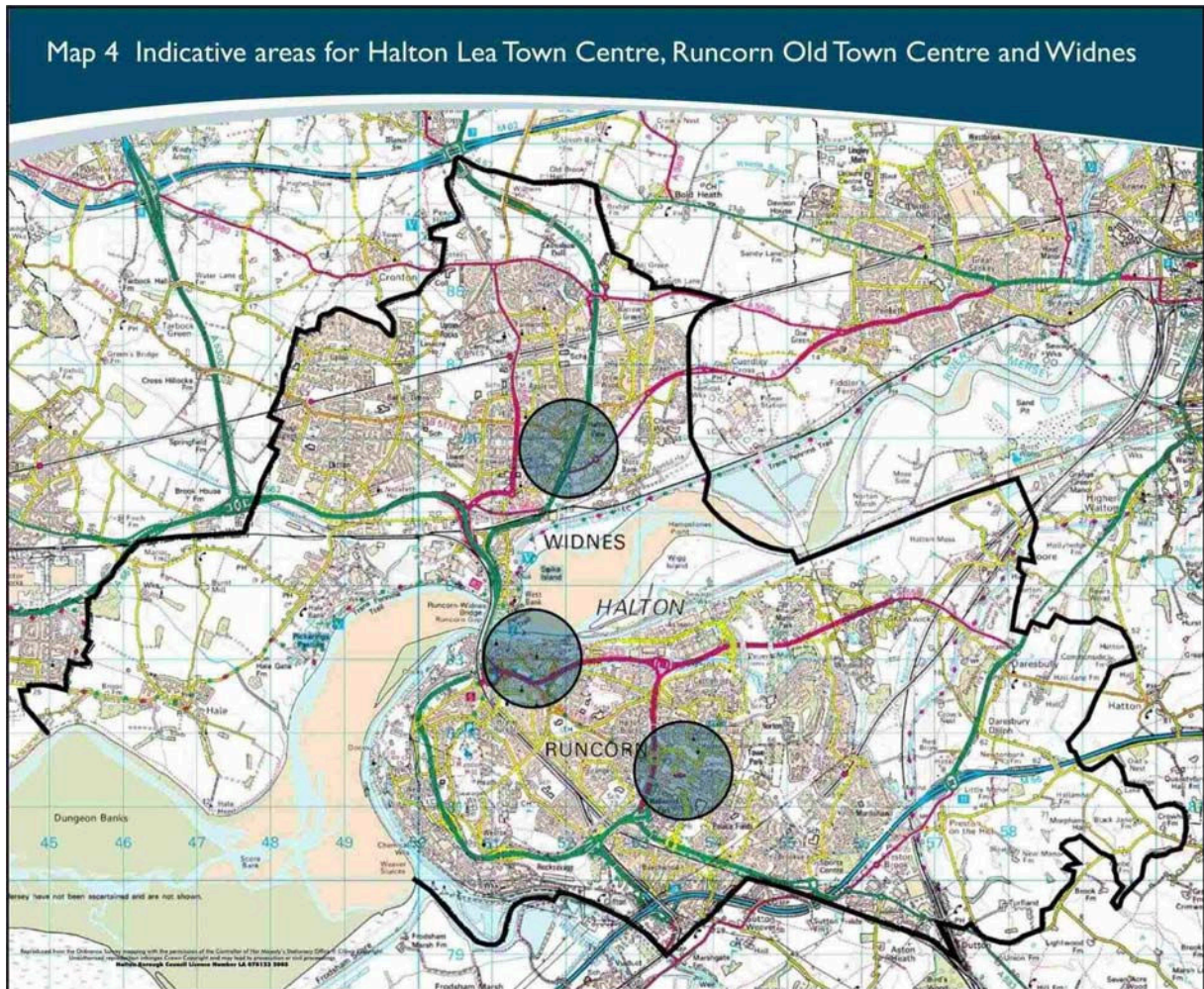


**Map 3 – Indicative area for Ditton Strategic Rail Freight Park**

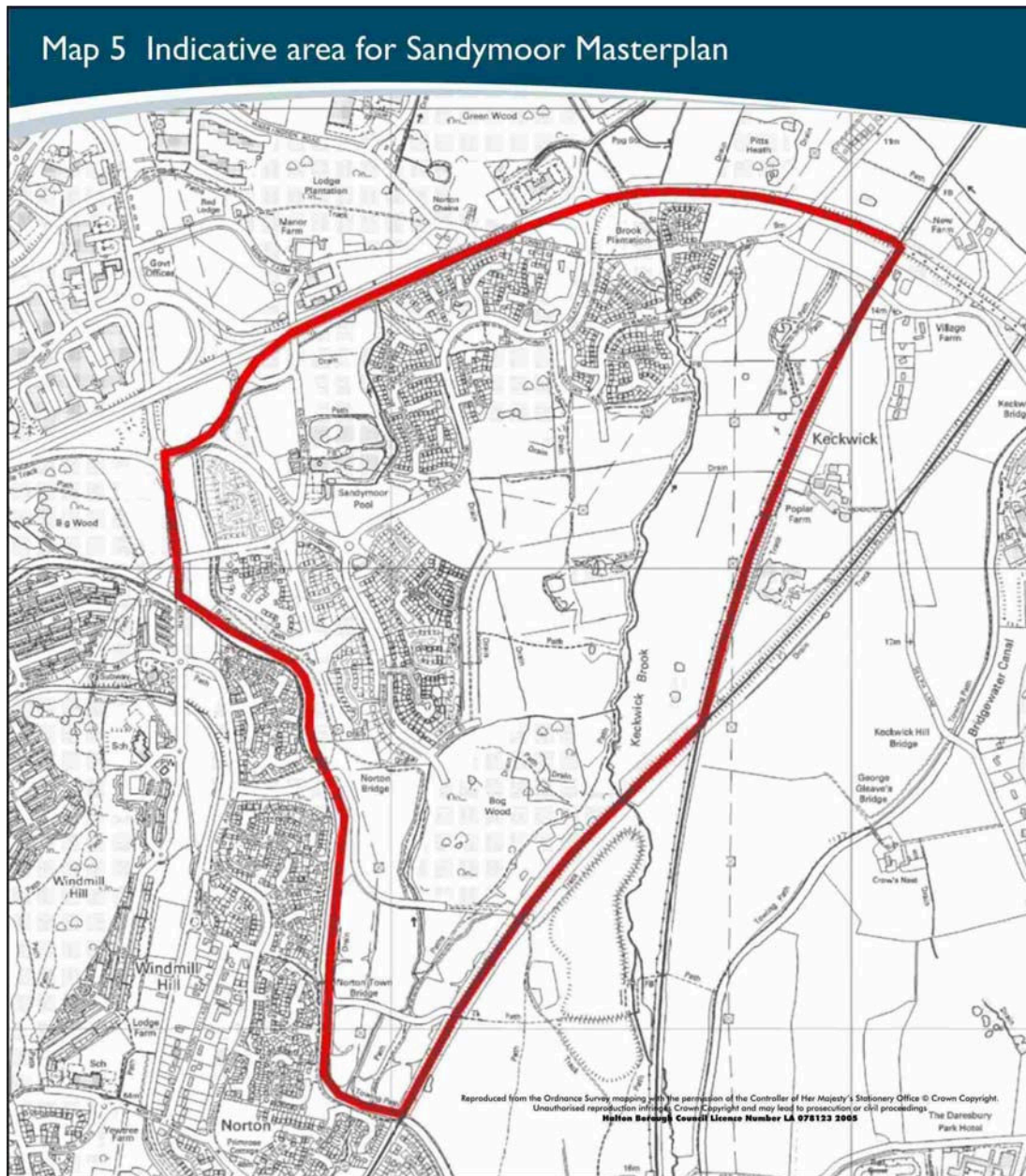




**Map 4 – Indicative areas for Halton Lea Town Centre, Runcorn Old Town Centre and Widnes Town Centre**

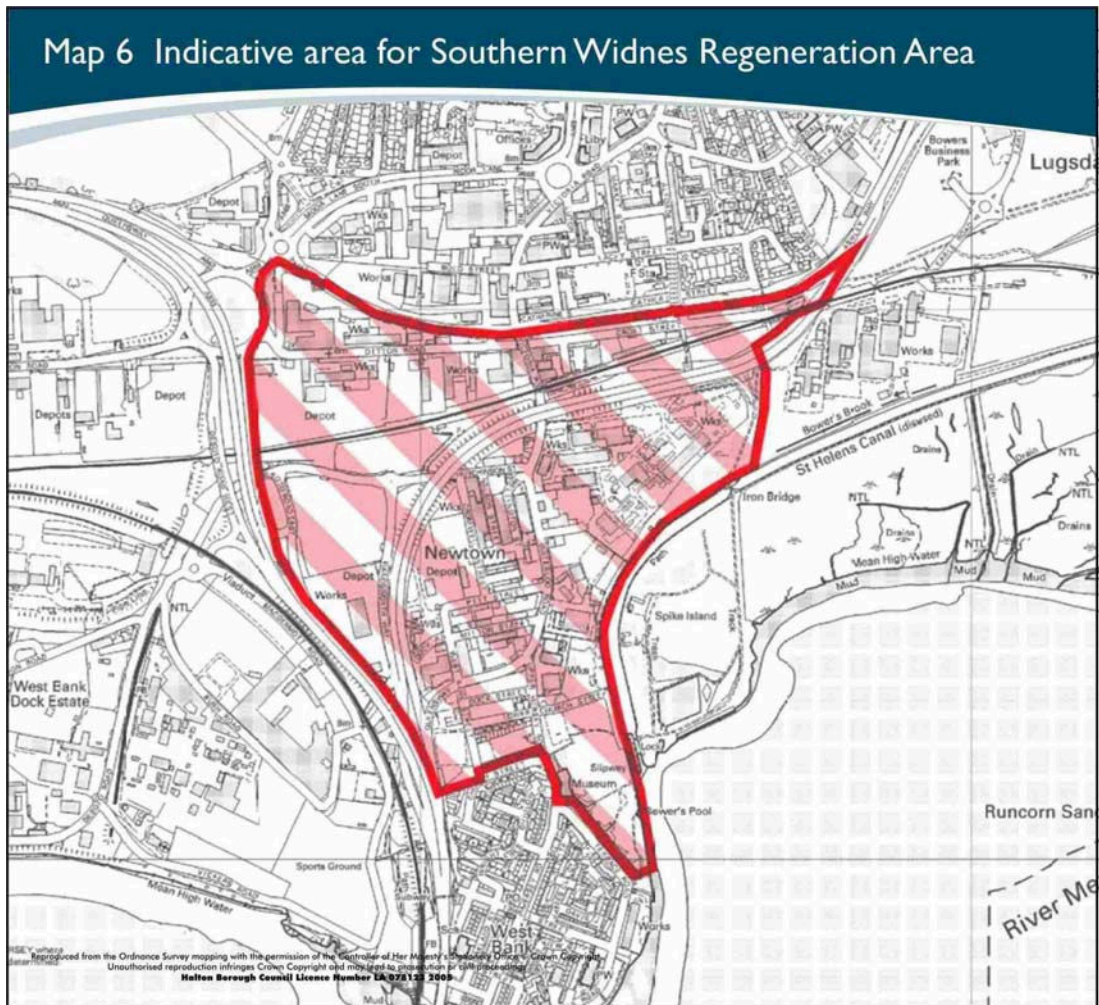


**Map 5 – Indicative area for Sandymoor Masterplan**

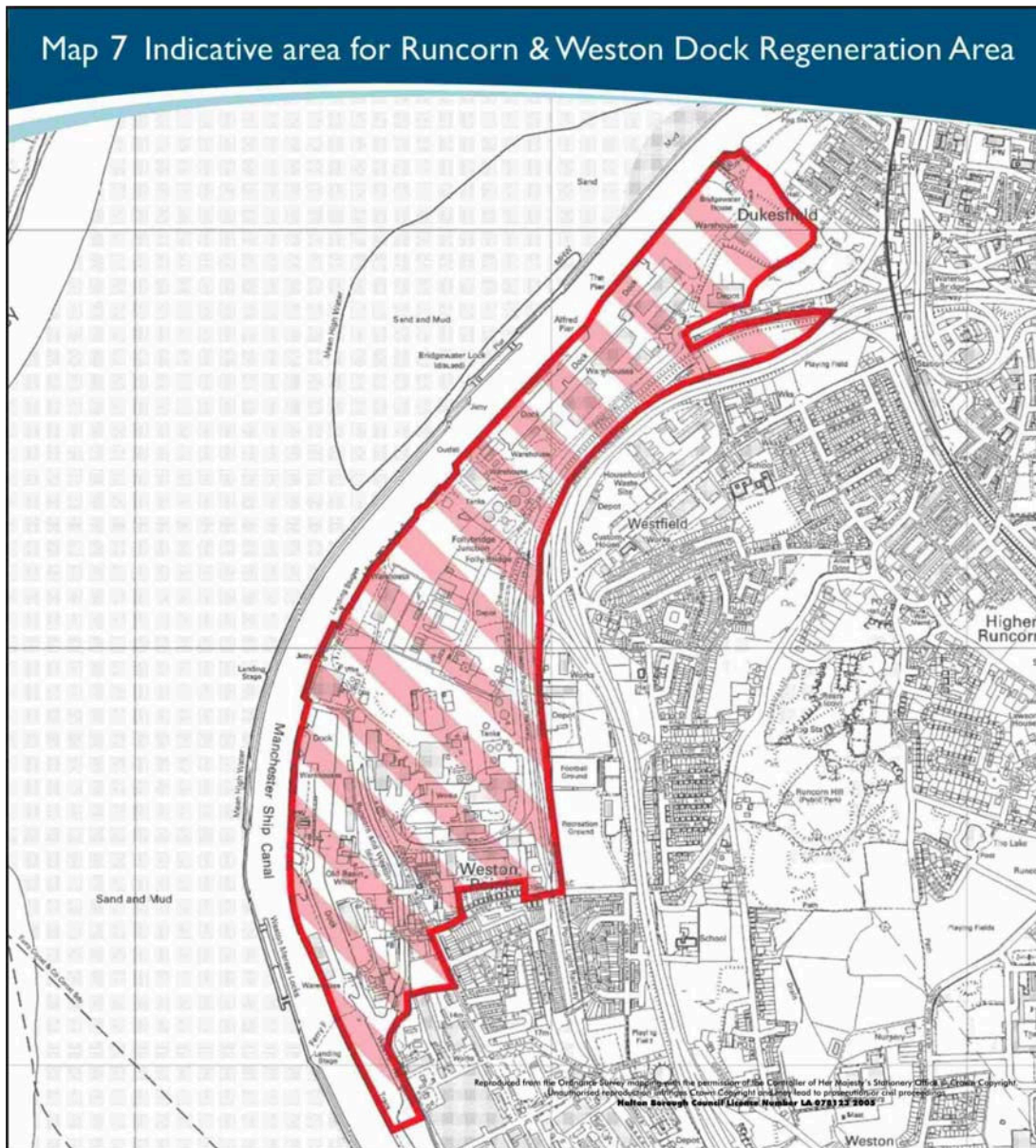




**Map 6 – Indicative area for Southern Widnes Regeneration Area**



**Map 7 – Indicative area for Runcorn & Weston Dock Regeneration Area**





**REPORT TO:** Executive Board

**DATE:** 21<sup>st</sup> September 2006

**REPORTING OFFICER:** Strategic Director – Environment

**SUBJECT:** Joint Merseyside Waste Development Plan Document (to be known as the Halton Borough Council, Liverpool City Council, Knowsley Metropolitan Borough Council, Sefton Metropolitan Borough Council, St Helens Borough Council and Wirral Borough Council Joint Waste Development Plan Document)

**WARDS:** Borough Wide

## **1.0 PURPOSE OF THE REPORT**

1.1 The report seeks a recommendation that Council approve Halton's inclusion in the preparation of a Joint Merseyside Waste Development Plan Document (DPD) in collaboration with the other Merseyside Authorities of Liverpool, St Helens, Wirral, Sefton & Knowsley. The Waste DPD would allocate sites for waste related development as well as providing detailed policies. The report also seeks a recommendation that the Council agrees Halton's contribution to the funding of future stages of the preparation of the Waste DPD for a three year period and that delegated authority be granted to the Operational Director ERS to determine certain stages of the DPD's production.

## **2.0 RECOMMENDATION: That the Council be recommended that subject to the prior adoption of the revised Halton Local Development Scheme 2006/07**

- i) Halton's formal inclusion in the preparation of the Joint Merseyside Waste Development Plan Document (to be known as the Halton Borough Council, Liverpool City Council, Knowsley Metropolitan Borough Council, Sefton Metropolitan Borough Council, St Helens Borough Council and Wirral Borough Council Joint Waste Development Plan Document) be approved;
- ii) the necessary financial arrangements be put in place to fund Halton's contribution to the Joint Merseyside Waste DPD for the next three financial years, commencing with the current financial year 2006/07;
- iii) the Operational Director – Environmental and Regulatory Services (OD – ERS) be given delegated authority to determine all matters as indicated in column 1 of the table below in accordance with column 2 of the same table (other than those matters indicated to be determined by Full Council).

<b>1</b>	<b>Decision maker</b>
Agreement to join, fund and progress joint Waste DPD	<b>2</b> Full Council
SEA Scoping Report	OD - ERS
Interim SEA	OD - ERS
Approval Issues and Options for public consultation	OD - ERS
SEA Report to accompany Preferred Options	OD - ERS
Approval of Preferred Options for public consultation	Full Council
Submission of Waste DPD	Full Council
Final adoption of Waste DPD	Full Council

### **3.0 SUPPORTING INFORMATION**

- 3.1 It is a statutory requirement for local authorities to include policies for waste management within their new Local Development Frameworks (LDF). Planning Policy Statement 10 'Planning for Sustainable Waste Management' states that as part of their Local Development Documents, planning authorities should set out policies and proposals for waste management in line with the Regional Spatial Strategy and ensure sufficient opportunities for the provision of waste management facilities in appropriate locations, including for waste disposal.
- 3.2 As a consequence of the European Landfill Directive, the Government requires diversion of a significant amount of waste from landfill and development of an integrated and sustainable waste management system. New waste treatment facilities must be built in order to manage the increasing quantities of waste diverted. The Landfill Allowance Trading Scheme (LATS) acts as a mechanism for achieving the diversion of biodegradable municipal waste from landfill, however there is also a need to manage other wastes in more sustainable ways. Authorities face significant fines if they fail to divert the biodegradable municipal waste away from landfill.
- 3.3 The Merseyside authorities (Liverpool City Council, Knowsley Council, Sefton Council, St. Helens Council and Wirral Council) have agreed to prepare a Joint Merseyside Waste Local Development Document, for adoption by 2010. It will set the planning framework and site specific allocations for waste management facilities for the 10 to 15 years from its anticipated adoption date.
- 3.4 A dedicated team has been established within Merseyside Environmental Advisory Service (EAS) which will deliver the Waste DPD on behalf of the each of the Districts. Consultants will be engaged to deliver key tasks and will be managed by Merseyside EAS. A site selection procedure involving each Merseyside local authority and the Merseyside Waste Disposal Authority (MWDA) has already been delivered by consultants.
- 3.5 It is a priority to meet Government targets for managing waste in a more sustainable manner. In particular, Merseyside needs to reduce its reliance on



landfill by providing alternative facilities for recycling, reprocessing, treatment and disposal. The Regional Waste Strategy sets objectives, targets and appropriate timescales for these changes, which are reinforced by draft Regional Spatial Strategy (RSS) policy.

- 3.6 The preparation of a joint Merseyside Waste DPD provides economies of scale in the collection of data and development of consistent policies across the sub-region to enable the effective determination of planning applications for new waste facilities and the identification of potential sites.
- 3.7 Recently Officers of Halton Borough Council advised the other Merseyside authorities that they would like to participate in the preparation of the Joint Waste DPD. It would be beneficial for Halton to become involved in this joint process because it would facilitate co-ordinated sub-regional working that is encouraged by regional planning. Additionally, specialist skills, knowledge and advice required to produce a Waste DPD does not exist 'in house' within the Council and would therefore need to be provided by consultants. It would entail a significant financial cost to prepare the DPD on our own, but the preparation of a joint DPD would result in a comparative financial saving (see section 5.0 below).
- 3.8 Whilst Officers have given an informal expression of interest to join the Joint Merseyside Waste DPD, this remains to be formally confirmed by resolution of Halton Council. Under Council Standing Orders, such a resolution needs to be approved by Full Council due to the joint working arrangements needed. It would also require an amendment to the Council's Local Development Scheme (LDS) which is the work programme for the Halton Local Development Framework. That matter is therefore subject to a separate report to this Executive Board.
- 3.9 The Merseyside Environmental Advisory Service (EAS) supported by consultants has been charged with the task of delivering the Waste DPD on behalf of the Merseyside Districts. Halton currently employ EAS to provide advice regarding selected local and sub-regional environmental matters. The Joint Waste DPD work is progressing in close co-operation with the Merseyside Waste Disposal Authority's (MWDA) own programme for the Joint Municipal Waste Management Strategy (JMWMS). These timescales do not fit comfortably with the Waste DPD programme set out below at section 4, but delay is not an option due to the financial exposure and risks associated with LATS penalties and increased costs of municipal solid waste disposal. Inevitably there will be tensions between the Waste DPD and the JMWMS as a consequence of the timing of the two processes.
- 3.10 A major issue during preparatory work on the Waste DPD has therefore been the need to establish as close a relationship as possible between the Waste DPD and the implementation by the MWDA of the Joint Municipal Waste Disposal Strategy. However it is very important to make a clear distinction between the objectives of the two processes:

- The objective of the Waste DPD is to put in place a sub-regional statutory policy framework within which each of the Districts can make decisions over planning applications for all types of waste in Merseyside. This policy framework will cover the period 2010 to 2020 or 2025 and will contain site-specific allocations, sustainable waste management principles and criteria-based policies for all waste streams including municipal solid waste.
- The objective of the JMWMS is to put in place a strategy whereby the MWDA can procure and build facilities to treat the municipal solid waste generated by the people of Merseyside and meet the needs of the Waste Hierarchy – in particular the challenging requirements for an increase in recycling and reduction in residual waste sent to landfill.

3.11 The matter of partnership working between Halton Borough Council and MWDA was subject to a separate Executive Board report on 7 September 2006 entitled 'Waste Management – the Next Steps' and a further report to this Executive Board.

#### **4.0 POLICY IMPLICATIONS**

4.1 The Waste DPD aims to provide a statutory policy framework within which planning decisions can be taken by each of the Merseyside Districts and Halton for waste management proposals for all waste streams. It can provide:

- a co-ordinated approach to waste planning in the Merseyside sub-region;
- a joint and consistent approach to determining the range of facilities needed;
- the opportunity to identify facilities that can be used at the sub-regional level; and
- a level of certainty to the waste industry to assist them in bringing forward development proposals in the right place at the right time.

4.2 In taking a long-term approach the Joint Waste DPD will have substantial benefits for the private sector in reducing planning risk and uncertainty. It will facilitate the delivery of sustainable waste management across Merseyside (and Halton) thereby helping to reduce the financial costs and penalties of non compliance with European and Government targets. It will also ensure that waste facilities are located in the most appropriate places by taking full account of the social, human, environmental and economic constraints during the plan preparation process.

4.3 Due to the strategic nature and scale of the waste challenge in Merseyside, planning for the required modern facilities must therefore be undertaken at the sub-regional level thereby giving rise to significant benefits and economies of joint working. As it is a statutory planning document, there are no shortcuts in the planning process, which must be compliant with both the Planning and Compulsory Purchase Act 2004 and the Strategic Environmental Assessment Directive.

- 4.4 Waste planning is a specialist area and the approach taken uses external consultants and the Environmental Advisory Service, working with the Local Authorities to prepare policies that can then be used across Merseyside, and Halton. The resulting DPD will be adopted by each Local Authority and incorporated into each Authority's Local Development Framework (LDF). Decisions on individual planning applications for new facilities will be made by each Local Authority, using the common criteria established through the joint DPD.
- 4.5 The current governance arrangements for the joint planning work are based on existing Merseyside member and officer structures. St. Helens Council acts as accountable body and lead Chief Executive on waste management and is responsible for taking reports from the Waste DPD Steering Group of senior officers to Merseyside Chief Executives and Leaders on key issues and providing feedback. The Merseyside Co-ordinating Committee is the key member level body. These arrangements may be subject to review in the light of further Government guidance on the joint planning process.
- 4.6 The statutory regulations reserve decisions in relation to the preparation of joint planning documents to the Full Council. In order to meet some of the milestones in the programme, particularly in relation to approval of the Sustainability Appraisal Scoping Report and Interim SA, it will be necessary to seek delegated authority for the Operational Director, Environmental and Regulatory Services (OD - ERS) to approve several steps outlined below. Consultation on the Sustainability Appraisal Scoping Report would begin in October and following stages in the Joint DPD process would include the production of an Interim Sustainability Appraisal and public consultation on Issues and Options Papers. It is anticipated that Issues and Options public consultation would take place during January/ February 2007 with further stages to follow accordingly. The stages in DPD production, with the required decision maker, and associated timescales, are:

<b>Key Milestone</b>	<b>Expected Timetable</b>	<b>Council Decision Making Level</b>
Agreement to join, fund and progress joint Waste DPD	October 2006	Full Council
SA/SEA Scoping Report	October 2006	OD - ERS
Interim SA Report	December 2006	OD - ERS
Approval of Issues and Options Report for public consultation	December 2006	OD - ERS
Sustainability Appraisal Environment Report to accompany Preferred Options Report	September 2007	OD - ERS
Approval of Preferred Options Report for public consultation	September 2007	Full Council
Submission of Draft Waste DPD/ Sustainability	June 2008	Full Council

Appraisal Final Report to Full Council		
Adoption and Publication of Waste DPD	April 2010	Full Council

## 5.0 OTHER IMPLICATIONS

5.1 Full Council agreement is needed to prepare a joint DPD, this is set out in the Local Authorities (Functions and responsibilities)(Amendment)(No2) Regs 2005, which state that "In connection with the discharge of functions under any of sections 28-31 (joint local development documents and joint committees) of the 2004 act, the actions designated by para 4c (the para 4c actions) shall not be the responsibility of an executive of the authority." Para 4c states: "the actions designated by this paragraph are - (a) the making of and agreement to prepare one or more joint development plan documents."

5.2 Halton's financial contribution to the costs of preparing the joint Waste DPD has been shown as £117,807 for the first three years of the project. This includes a payment for the last financial year 2005/06 which would be paid during the current financial year (2006/07). This is a reflection of preparatory works that have already commenced. Payments would be divided up as follows:

<b>2005/06</b>	£23,101 (to be paid in year 2006/07)
<b>2006/07</b>	£60,190
<b>2007/08</b>	£34,516
<b>2008/09</b>	to be arranged

5.3 As mentioned in section 3, these figures would compare favourably with the cost of Halton undertaking the DPD on its own. Funding for 2005/06, 2006/07 and 2007/08 payments would be sourced from the Council's latest award of Planning Delivery Grant (PDG). Additional funding would then need to be sourced for 2008/09 and beyond from mainstream Council budgets.

5.4 Whilst much of the work for the Joint Waste DPD would be undertaken by Consultants, with co-ordination by the EAS, a certain amount of administration and co-ordination would also be required to be undertaken by Halton Council Officers in Planning and Policy.

## 6.0 RISK ANALYSIS

6.1 The major risk to the Council is the financial penalty that would be incurred if the authority fails to meet landfill reduction targets. Minimising planning delays in delivering the necessary infrastructure is an essential risk minimisation measure.

6.2 There should be no legal risks to the Council from the production of these documents, so long as the statutory procedures for their preparation are met. Environmental risks will be considered as part of the Sustainability Appraisal. These evaluate the impact of the policies and proposals on social, economic

and environmental factors according to European Union and Government regulations.

## **7.0 EQUALITY AND DIVERSITY ISSUES**

7.1 There are no Equality and Diversity implications arising from this report.

## **8.0 REASONS FOR DECISION**

8.1 These are set out in sections 3, 4, 5, and 6.

## **9.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

9.1 These are set out by virtue of sections 3, 4, 5 and 6.

## **10.0 IMPLEMENTATION DATE**

10.1 The agreement to joint working on the Waste DPD would be effective from the date of Full Council approval. The inclusion of the Joint Waste DPD in the revised Local Development Scheme (see separate Executive Board report) would come into effect from 15/11/06 or from the date on which the Council receive notification from the Secretary of State in accordance with Regulation 11 (2) of The Town and Country Planning (Local Development) (England) Regulations 2004, whichever is earlier.

## **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>
Planning Policy Statement 10 'Planning for Sustainable Waste Management'	Planning & Policy Division Rutland House	Neil Macfarlane
Planning Policy Statement 10 Companion Guide - 'Planning for Sustainable Waste Management'	Planning & Policy Division Rutland House	Neil Macfarlane
Regional Spatial Strategy for the North West	Planning & Policy Division Rutland House	Neil Macfarlane
Local Authorities (Functions and responsibilities)(Amendment)(No2) Regs 2005	Planning & Policy Division Rutland House	Neil Macfarlane
Regional Waste Strategy for the North West (NWRA 2004)	Planning & Policy Division Rutland House	Neil Macfarlane

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**REPORT TO:** Executive Board

**DATE:** 21<sup>st</sup> September 2006

**REPORTING OFFICER:** Strategic Director - Environment

**SUBJECT:** Adoption of:  
  
Halebank Regeneration Action Area  
Supplementary Planning Document  
  
and  
  
Ditton Strategic Rail Freight Park  
Supplementary Planning Document

**WARDS:** Riverside and Ditton

## **1.0 PURPOSE OF THE REPORT**

1.1 The purpose of this report is to:

- Seek approval of the Executive Board for adoption of the two Supplementary Planning Documents named above.
- Describe the public consultation that has taken place on the draft SPD.
- Propose responses to representations made and amendments to the text of the SPDs to accommodate these representations, where appropriate.

## **2.0 RECOMMENDATION: That**

1. **the Statement of Public Participation (link), attached to this report be approved.**
2. **the amendments proposed to the text of the Halebank Regeneration Action Area SPD and the Ditton Strategic Rail Freight Park SPD, in response to the representations received, and the recommendations of the Sustainability Appraisal, be agreed.**
3. **the Halebank Regeneration Action Area SPD and the Ditton Strategic Rail Freight Park SPD be adopted as a 'local development document' and the procedures for adoption, as set out in the Town and Country Planning (Local Development) (England) Regulations, be carried out.**

4. **further editorial and technical changes that do not materially affect the content or intended purpose of the SPD be agreed by the Operational Director – Environmental and Regulatory Services in consultation with the Executive Board Member for Planning, Transportation, Regeneration and Renewal if necessary, before the document is published.**

### **3.0 SUPPORTING INFORMATION**

- 3.1 The draft SPDs for Halebank and Ditton Strategic Rail Freight Park were approved for the purposes of public consultation by the Executive Board on 22<sup>nd</sup> September 2005. It was resolved that the results of the public consultation exercises and the revised SPDs be reported back to the Executive Board to consider their adoption as 'local development documents'.
- 3.2 The policies in the SPDs are supplementary to policies RG5 Action Area 5 Halebank and Policy E7 Ditton Strategic Rail Freight Park of the Halton Unitary Development Plan.
- 3.3 The DSRFP SPD is also based on the contents of the Masterplan, Landscape Strategy and Design Guide by consultants Atkins that was finally approved by the Council in December 2004.

#### Public Participation

- 3.4 Attached to this report is a 'Statement of Public Participation' that describes the public participation process. It lists those who were consulted, summarises the comments they made, and proposes responses to them. If considered necessary, an amendment to the text of the SPDs is proposed for the Executive Board's agreement.
- 3.5 An important part of the SPD's preparation has been a Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA). This is required by the Planning and Compulsory Purchase Act 2004 and a European Directive. The Statement of Public Consultation has a separate section describing how the SA/SEA recommendations have been taken into account.

#### Adoption

- 3.6 In order to be adopted as a 'Supplementary Planning Document' under the Planning and Compulsory Purchase Act 2004, the requirements of the Regulations that set the rules for how the Act operates must be met during the SPDs preparation.
- 3.7 The Regulations also set out the rules for the adoption of an SPD. These state that the adopted document must be made available for inspection at the same places where it was available during public



consultation. It should also be published on the Council's website, together with the Statement of Public Consultation and an 'adoption statement' that must be sent out to those who wish to be notified.

#### **4.0 POLICY IMPLICATIONS**

4.1 The proposed alterations to the text of these two SPDs are set out in detail in the section on sustainability appraisal and in Appendix 3 of the Statement of Public Consultation. In summary, these cover the following issues:

#### **4.2 Ditton Strategic Rail Freight Park**

##### **Transport Issues**

The means of access to the greenfield site west of Halebank (UDP Site 253) has been clarified. This now states that a range of options have been considered within the Masterplan and SPD process for linking the Site 253 to the A562 (Speke Road) and the A5300 (Knowsley Expressway). It is considered that access to the A562 would be preferable by making use of a re-built Ditton Station bridge. Direct access to the A5300 is not necessary for the development of Site 253, but the layout of the site should allow for this as a longer term requirement, avoiding Halebank Road except for emergency access.

The proposal for a footpath link from Site 255 in the vicinity of AHC Warehouse, using an old underpass beneath the railway line to connect to Ditton Road and St Michaels Road, has been deleted. This is because it is considered unsuitable due to proposed new road and rail connections on Site 255.

##### **Phasing**

The UDP Policy (E7) governing the development of the rail freight park requires that development is carried out in accordance with a phasing plan contained in the SPD. Now that more detailed feasibility work has been carried out on infrastructure requirements, and planning permission has been granted for the Innovis scheme on Site 255 (the brownfield element east of Foundry Lane) and for the proposed landscaped bund on Site 253 (the Greenfield site off Halebank Road), a phasing plan can be devised. This has been agreed with the Council's Major Projects Department, which is managing the project.

#### **4.3 Halebank SPD**

##### **Transport Issues**

Several changes have been made as a result of public consultation.

Two options were originally put forward for a connection between Mersey View Road and Pickerings Road as part of the proposed HGV by-pass around Halebank. After consultation with local businesses, Option 2 has been deleted. Option 1 will remain as it has less effect on local businesses and is a safer highway design.

A requirement for existing businesses with access off Mersey View Road to 're-orientate' their business to take access off Pickerings Road has been dropped as it is too onerous. If redevelopment of these premises occurs in the longer term, then the option will still be pursued.

The land to be safeguarded for the future road link between Foundry Lane and Hale Road, as the main component of the 'HGV by-pass', has been altered slightly to reflect a more up-to-date highway design. This will give more certainty to landowners who wish to promote housing redevelopment on their sites in line with the SPD regeneration proposals.

#### 4.4 Status of the Adopted SPDs

Once adopted as 'local development documents', these SPDs will constitute a 'material consideration' in respect of decision-making on planning applications.

### 5.0 OTHER IMPLICATIONS

5.1 None at this stage.

### 6.0 RISK ANALYSIS

6.1 The risks associated with these SPDs are potentially legal and environmental. There should be no legal risks to the Council from the adoption of these documents, so long as the statutory procedures for their preparation are met. Environmental risks are considered as part of the Sustainability Appraisal. These evaluate the impact of the policies and proposals on social, economic and environmental factors according to European Union and Government regulations. Where appropriate, planning applications for development will also be subject to risk analysis through transport impact analysis, environmental impact analysis, flood risk assessments, risk assessment for development within the consultation zones of sites designated under the Control of Major Accident Hazards (Planning) Regulations 1999 (COMAH).

6.2 The impact of development will also be closely monitored through the Sustainability Appraisal and the Local Development Framework Annual Monitoring Report. A list of indicators will be measured to judge the achievement and impact of the objectives and policies of the proposed Supplementary Planning Documents.

## **7.0 EQUALITY AND DIVERSITY ISSUES**

7.1 The consequences of the implementation of the development proposed by these SPDs on a variety of social factors is dealt with by the Sustainability Appraisal published alongside the draft SPDs.

## **8.0 REASONS OF DECISION**

8.1 These are set out in Section 3, Supporting Information.

## **9.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

9.1 This has been covered by the preparation process of the Halton Unitary Development Plan and the Sustainability Appraisal.

## **10.0 IMPLEMENTATION DATE**

10.1 The SPD will be effective for development control purposes from the date of adoption by the Council's Executive Board.

## **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>
Halton Unitary Development Plan	Rutland House, Halton Lea	Andrew Pannell
Halebank Regeneration Action Area – Draft Supplementary Planning Document, September 2005	Rutland House, Halton Lea	Andrew Pannell
Ditton Strategic Rail Freight Park – Draft Supplementary Planning Document, September 2005	Rutland House, Halton Lea	Andrew Pannell
Sustainability Appraisal Scoping Report, June 2005	Rutland House, Halton Lea	Andrew Pannell
Sustainability Appraisal Final Report, September 2005	Rutland House, Halton Lea	Andrew Pannell

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# Ditton Strategic Rail Freight Park Halebank Regeneration Action area

Supplementary Planning Documents  
Statement of Consultation  
September 2006



Halton Borough Council

# **Halebank Regeneration Action Area**

# **Ditton Strategic Rail Freight Park**

Supplementary Planning Documents

## **Statement of Consultation**

Environmental and Regulatory Services  
Environment Directorate  
Halton Borough Council  
Rutland House  
Halton Lea  
Runcorn  
WA7 2GW

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## I.0 Introduction

The Town and Country Planning (Local Development) (England) Regulations 2004 (17.16) state that before a Local Planning Authority adopt an SPD, they must:

- b) *prepare a statement setting out*
- i) *the names of any persons whom the authority consulted in connection with the preparation of the UDP;*
  - ii) *how the persons were consulted;*
  - iii) *a summary of the main issues raised in these consultations; and*
  - iv) *how these have been addressed in the SPD.*

The regulations also set out minimum requirements for Supplementary Planning Document consultation. These are set out in the Government's Policy Statement 12 as follows:

The consultation arrangements will be set out in the local planning authority's Statement of Community Involvement, but as a minimum the authority should:

- make the Supplementary Planning Document available for inspection at their principal office and at other suitable places, together with any supporting documents which will help people to understand what they are being asked to comment upon;
- place the same documents on their website;
- send a copy to the Government Office if the Government Office has asked to see it;
- send a copy to any other bodies referred to in Regulation 17(4), 54; and
- advertise in a local newspaper when and where the documents can be inspected, and ensure that adequate publicity is given to the documents.

Although the Council has adopted Statement of Community Involvement (SCI), this was prepared after the consultation on the SPD took place. However, the consultation carried out for the SPD's exceeds the minimum requirements set out above, and reflects the content of the draft SCI.

A joint Statement of Public Consultation has been prepared as a joint public consultation exercise for both the Halebank Regeneration Action Area and Ditton Strategic Rail Freight Park. This is because many of the issues arising in these areas overlap.



## 2.0 Sustainability Appraisal

A sustainability appraisal has been carried out for both SPD's. This has been a complex process that has had to meet the requirements of a European Directive on 'Strategic Environmental Assessment' as well as Government requirements that all supplementary planning documents have to be subject to a sustainability appraisal.

This began with public consultation on a 'scoping report' which essentially set out the framework to assess how the implementation of the SPD policies might impact upon seeking to achieve sustainable development within Halton.

The sustainability appraisal has to take account of social and economic impacts as well as environmental effects, and has to measure potential impacts against a baseline of data about social, economic and environmental conditions in the area.

A final version of the sustainability appraisal has now been prepared. It was put 'on deposit' with the draft SPD's for consultation so that people could see what impacts the SPD policies are likely to have on social, economic and environmental conditions, and whether these are acceptable.

The sustainability appraisal is an on-going process that will involve monitoring the effects of policies as they are implemented in the area. This will ensure that the development at Halebank and the Ditton Strategic Rail Freight Park are carried out in as sustainable a manner as possible.

## 3.0 Public Consultation

A joint public consultation exercise for both the Ditton Strategic Rail Freight Park SPD and the Halebank Action Area SPD was done because many of the issues arising from development in these areas overlap, particularly the potential conflict between residential amenity and industrial operations. That is also why a joint sustainability appraisal has been done.

It was considered essential that public consultation enabled as many as possible of those who live and work in the area had a chance to examine and understand the content of these SPD's.

However, it was made clear during consultation that the principles of development established in the UDP, such as the allocation of land at Site 253 for rail freight warehousing was not open for debate, only the principles of how it should be developed, not whether it should. A period of six weeks was set aside for representations to be made. At the end of this period, all comments and opinions were collated and analysed. Proposed amendments to the documents have been drafted and a further report has been made to the Executive Board with a recommendation that the SPD's be formally adopted.

### Ditton Strategic Rail Freight Park SPD

The process of preparing a detailed plan for the development of this area began with the preparation of a Masterplan, and landscape strategy and design guide by consultants Atkins. This was finally approved by the Council in December 2004. This Masterplan needed to be converted into an SPD in accordance with the regulations of the new 2004 Planning Act if it was to be of weight in development control decisions, and to supplement the UDP as required by Policy E7, described above.

In order to ensure consistency with the Masterplan, consultants Atkins were commissioned to prepare the draft SPD.

A 'stakeholder' consultation version of the draft SPD was prepared in July 2005 for a short period of consultation with a small number of 'stakeholders' whose views were necessary to be considered before the formal public consultation stage now being recommended.

A summary of the consultation replies and the response in the revised SPD is given in the Appendix I. These did not result in any fundamental changes to the document.

### Halebank SPD

The draft Halebank SPD was first published for 'partnership' or 'stakeholder' consultation in March 2005 to enable a limited number of people and organisations to comment as part of the new system of 'front loading' public consultation on planning documents under the new system introduced by the 2004 Planning Act.

Meetings were held with businesses and residents. The main issues were those arising from the proposals to build housing on the former ASDA supermarket site and 'Golden Triangle' industrial complex, bringing housing and existing industry in closer proximity, and the proposals for a new HGV route, avoiding the existing residential areas, shown as a diagram in the document.

In order to clarify the route for HGV's, minimise blighting effects on existing property and design suitable traffic management measures to complement the route, consultants Atkins were commissioned to carry out the necessary traffic survey, analysis and design work.

This work was completed and a report prepared that identified the maximum land take for the proposed road links that should be reserved and remain undeveloped. These road links will enable a new connection between Merseyview Road and Pickerings Road through existing industrial premises and a new road link between the end of Foundry Lane and Hale Road to the north of the existing 'Golden Triangle' industrial complex. This corridor will also have to be wide enough to accommodate an east-west freight vehicle link to serve the greenfield and brownfield elements of the Ditton Strategic Rail Freight Park. This allows the extent of land available to be shown for redevelopment for housing and expansion or other works to existing industrial premises. The Atkins report also analyses the impact of the proposed route on the movement of HGV's on existing roads and the extent of the improvement works necessary.

Meanwhile, planning permission has been granted for housing development on the former ASDA site, that allows access for additional housing on adjoining sites, as proposed by the draft SPD.

Changes have been made to the 'stakeholder' draft version of the Halebank SPD to do the following:

- a plan showing land to be safeguarded for future road connections is included;
- a section entitled 'overall strategy' for the Regeneration Action Area so that the aims of the SPD are clear is added; and
- a section listing the issues that the SPD will address is added.

## 4.0 Methods used for Public Consultation

A six week public consultation period was held between 3<sup>rd</sup> November and 15<sup>th</sup> December 2005. A leaflet was printed that summarised the contents of the SPD's and was circulated to all households and businesses in the area. This asked for comments to be sent to the Council. A series of public exhibitions, manned by Council Officers were also held on 10<sup>th</sup>, 17<sup>th</sup> and 24<sup>th</sup> November at Halebank Community Centre. Copies of the draft SPD's the sustainability appraisal, the Atkins Transport Study and the Masterplan for Ditton Strategic Rail Freight Park were made available on the Council's website and put 'on deposit' in Council offices, libraries and information centres.

## 5.0 How the Sustainability Appraisal recommendations were taken into account

### Ditton Strategic Rail Freight Park SPD Sustainability Appraisal Report

This sustainability report makes recommendations for improvements to the draft SPD.

Paragraph 9.2.1 states that the SPD represents an opportunity to promote and encourage better waste management.

#### Response

Add a section to Chapter 7 Design Guide General Principles as follows:

#### Waste Management

All development proposals will be expected to address the requirements for the re-use or exchange of waste materials between complementary businesses and provision for on-site recycling, bio-digestion or composting facilities. This will have to be in accordance with the Waste Development Plan Document and Waste Strategy.

Paragraph 9.22 states that incorporating low energy design requirements within both residential and employment development is increasingly recognised as an important means of proactively contributing to national sustainability aims focused on ameliorating future climate change. The sustainability appraisal states there is scope for incorporating these requirements in the SPD.

#### Response

Add a section to Chapter 7 Design Guide as follows:

#### Low Energy

All development proposals will be expected to demonstrate how they have actively considered the scope for sourcing a percentage of new energy requirements from renewable sources, or on-site provision of micro-renewables. Proposals which include provision for district-wide energy schemes such as CHP or larger renewables plant, should also be considered.

### Halebank Regeneration Action Area SPD

The sustainability appraisal report makes recommendations for improvements to the draft SPD that also concern waste management and low energy generation.

#### Response

Add a section to Chapter 7 Development Form and Structure as follows:

Waste Management

All development proposals will be expected to address the requirements for the re-use or exchange of waste materials between complementary businesses and provision for on-site recycling, bio-digestion or composting facilities. This will have to be in accordance with the Waste Development Plan Document and Waste Strategy.

Response

Add a section to Chapter 7 Development Form and Structure as follows:

Low Energy

All development proposals will be expected to demonstrate how they have actively considered the scope for sourcing a percentage of new energy requirements from renewable sources, or on-site provision of micro-renewables. Proposals which include provision for district-wide energy schemes, such as CHP or larger renewables plant, should also be considered.

# Ditton Strategic Rail Freight Park SPD

## Stakeholder Consultation Response

Note – All paragraph and page references relate to the numbers as set out in the stakeholder consultation draft

Consultee	Date and method of response	Comments	Response
Halton Friends of the Earth		Change of wording from 'expected' to 'required' section 4.0 (Planning Policy Context)	Text within PR14 (section 4.0) was changed from 'expected' to 'required'.
		Section 6.0 (Development Constraints) suggested inclusion of light and noise pollution as a major constraint to development.	Light and noise pollution not considered a constraint as such.
		Paragraph 6.6 (Flood Risk) to be linked to paragraph 6.2.	
		Section 6.0 to include the need for a full Health Impact Assessment.	
		Section 7.0 (Design Guide – General Principles) – paragraph 7.5 established hedgerow protection to be addressed in a different section/policy/document.	
		Landscape Strategy and Design Guide – Changes to text.	Landscape Strategy & Design Guide not part of SPD.
Environment Agency		EA have suggested that site investigations be carried out before an application is determined in paragraph 6.2	Site investigation has been included within paragraph 6.2.
		An additional landfill site has been identified within 250 metres of the rail freight park	Additional landfill site noted.
		Paragraph 6.6 the site is at risk from flooding, as such a flood risk assessment will be required for all developments shown within the flood plain	Flood risk assessment noted and added in paragraph 6.6.
		Written consent of the Agency is required for any proposed works or structure in, under, over or within 8 metres of the top of the bank of a main river.	Paragraph 6.12 'written consent of the Agency is required for any proposed works or structures in, under, over or within 8 metres of the top of the main river'.
		Chapter 7 the inclusion of Sustainable Urban Drainage Systems (SUDS).	Chapter 7 footnote regarding further information on SUDS included
English Heritage		With regards to identified nationally important Schedule Monuments, check there are no other undesignated areas of archaeology within the area.	
		Contact English Heritage with regard to landscaping works and creation of access to the site.	English Heritage will be contacted regarding landscaping works and the creation of access to the site.
		Long term management of scheduled site and surrounding area needs to be properly addressed to ensure sustainability.	
		Treatment of Lovell's Hall and its boundaries, as well as wider sitting, needs to be carefully considered.	
M Wright		No suggested changes	No changes.

Consultee	Date and method of response	Comments	Response
North West Development Agency		Amend paragraph 3.1	Paragraph 3.1 amended.
		Changes to text in policies GE5, PR14, GE18, S13 (Section 4).	Text changed to noted policies in section 4.
		Section 6 – Notation in Figure 5 changed from ‘English Nature Site’ to ‘English Nature Consultation Zone’.	Figure 5 (Section 6) notation changed.
		Paragraph 7.6 sites added and deleted from list.	Paragraph 7.6 sites added and deleted from list.
		Section 8 – General comments on sites B, O, P, Q, R, S & T.	Section 8 – Comments noted and changed regarding sites B, O, P, Q, R, S & T.
United Utilities		Section 4 – Within policy PR14 the development of Brownfield sites requires careful attention to existing. Drainage works can mobilise groundwater movement.	
		BE1 – bullet points supported.	
		Section 6 – paragraph 6.8 – recommended that developers give early consideration in project design as it is better value than traditional methods of data gathering.	Section 6 – paragraph 6.8 – recommended that developers give early consideration in project design as it is better value than traditional methods of data gathering. Telephone number is given in paragraph 6.11.
		Section 7 – bullet points supported.	
Halton Borough Council - Highways		Some highway pavement may not be acceptable for adoption.	Access roads unlikely to be adopted
Tessengerlo Group		Safety for the workforce, the local community and for people passing through and using the area.	Paragraph added to Development Opportunities affecting existing industrial operators to the effect that the principles only be applied if site becomes available for redevelopment.
		Concern over the sale of Tessengerlo UK Ltd land and the potential impacts on our operations.	
		Concern regarding the presentation of this plan under public consultation.	
Highways Agency		Pleased with the reference to Transport Assessments and Travel Plans under policy E7 and the principles of development for RG5 (RG6) Action Area 1 Halebank encourage alternative forms of transport to the car.	No changes



# Halebank Regeneration Action Area SPD

## Stakeholder Consultation Response

Note – All paragraph and page references relate to the numbers as set out in the stakeholder consultation draft

Consultee	Date and method of response	Comments	Response
Halebank Community Action Group	20/03/2005 Letter	Para 1.6 a) local community facilities". I mentioned before that Mr. Edwards suggested a new community centre originally to improve the planned village when it acquires its additional population. See also para. 2.3.2	Comment noted.
H.C.A.G.		Para 1.6e) "improved open space provision". Has this any particular meaning?	Document makes specific provision for the provision of additional greenspace within Halebank.
H.C.A.G.		Para 1.7 Has the Council an alternative plan, if no buyer/builder for the Action Area land is found? We have already suggested to you the area north of Clapgate and west of Lovell Terrace (7.24), as well as the land to the left of Garnet's Lane as suitable alternatives.	Land north of Clapgate Crescent / west of Lovell Terrace is shown as proposed housing site. Land left of Garnett's Lane is outside the area of this SPD and is potentially adopted Green Belt in the UDP.
H.C.A.G.		Para 2.2.3 Is there any particular plan involved in this section?	This section refers to the now recently adopted Halton Unitary Development Plan.
H.C.A.G.		Para 2.3.4c Can this be explained.	This issue will be covered as part of a transportation study of Halebank.
H.C.A.G.		Para 2.3.6 what "existing land features must be protected". What land features are being referred to?	This is a generic phrase referring to the elements of existing land use that the UDP and SDP are seeking to retain or reinforce.
H.C.A.G.		Para 3.1.1. A full explanation of "conservation Area status" should be given.	This document is supplementary to the Halton UDP, the Built Environment section of which contains a fuller explanation of Conservation Area status. For details of the particular merits of an individual conservation area reference should be had to the original designation report.
H.C.A.G.		Para 3.2.7 Last sentence. Attention must be paid to the section of industry which does not conflict with the residential side of Halebank. Offices might be most appropriate.	Offices are within use class BI, which is included as one of the acceptable uses within the Regeneration Area.

Consultee	Date and method of response	Comments	Response
H.C.A.G.		<p>Para 4.4 Attention has been called to the problem of obtaining insurance in areas which have been subject to flooding in the past. This includes the Clapgate area, Lovel Fields, marked as floodplain on the Ordnance Survey Maps, the Golden Triangle and Hale Road, by the Lovel Terrace houses. The added danger of flooding in these areas requires particular attention now that climate change is regarded as a reality. New techniques of building in these circumstances are being examined.</p>	Comment noted.
H.C.A.G.		<p>Para 6.3.6 “contribution”. We have 3 definitions of this word for this sentence. Which one is correct?</p>	<p>“Contribution” appears twice in this paragraph. Its use is appropriate as a developments “contribution” to highways / transport improvements may be either in the form of direct improvements implemented by the developer or a financial payment to the Council to allow the Council to commission the relevant improvements.</p>
H.C.A.G.		<p>Para 7.2.2 I gather that this is not planned in detail yet. Most local people need reasonably priced Housing Association dwellings as no houses are for sale are within their pocket.</p>	<p>The SPD does not preclude a Housing Association from providing additional housing in the area. The UDP however does not contain an Affordable Housing policy whereby the Council can negotiate for affordable units as part of development as the evidence at the time did not support this. A revised Housing Needs Study is now being undertaken and the matter will kept under review.</p>
H.C.A.G.		<p>Para 7.2.4. This land may need careful examination before any decision over new building is made. The maisonettes and flats that were removed suffered from subsidence. Was there any mining in that area or land disturbance caused by a geological fault?</p>	Comment noted.
H.C.A.G.		<p>Para 7.2.5 Univar’s provisions should be re-negotiated over the danger of unsuitable chemicals being stored near to housing and the permission that seems to have been granted to them about a year ago to allow them to have fierce lighting directed straight at the houses opposite, all night.</p>	<p>There are no established procedures whereby the Council can force re-negotiation over the consented chemical holdings. The Council is however commissioning work to assess COMAH issues across the borough and will seek to do so with the full co-operation of all the companies involved. This may result in certain consents being amended to more accurately reflect the current operational needs / practices.</p>

Consultee	Date and method of response	Comments	Response
H.C.A.G.		Para 7.6.1 Unfortunately, the chemist who intended to move here was offered a space in the Co-Op at too high a price. Perhaps the Council can soon negotiate a pharmacy for the many elderly and sick, and other inhabitants of the village.	Comment noted.
H.C.A.G.		Map 5 seems rather unclear. We recommend the closing of Pickerings Road and the linking of it with the new road completed as soon as possible. We hope that most traffic will stay within this HGV industrial road. Cars and 7½ tonne lorries should be allowed to take any road. Those over this weight should return along the same road, leaving the village via Ditton Station bridge. Only United Utilities heavy vehicles should use Halegate Road and no major vehicles that are not seeking access in Hale Road and Halebank Road should use these minor roads. All these improvements should be achieved as soon as possible to alleviate the pressure on local residents suffered for many years.	This issue will be covered as part of a transportation study of Halebank.
H.C.A.G.		Finally, negotiations with Network Rail should begin immediately to improve or replace Ditton Station bridge so that a strong road will be available for all the improvements planned for the village.	This issue will be covered as part of a transportation study of Halebank.
Summary of points raised by local businesses (circa April'05)		The need to ensure that HGV access to and from existing businesses is protected and improved and not restricted by the DPD proposals.	This issue will be considered as part of a transportation study of Halebank.

Consultee	Date and method of response	Comments	Response
Summary of points raised by local businesses (circa April'05)		Concern over the impact of new housing on the operational requirements of businesses.	<p>The SPD for Halebank is being prepared in parallel with an SPD for the proposed Ditton Strategic Rail Freight Park. This will address issues of protecting residential amenity, providing a new road access from the freight park to the strategic road network, including solving the problem of the sub standard Ditton Road railway bridge.</p> <p>Work is also continuing on a “sustainability appraisal” of both the Halebank and Ditton SPD’s. This will look at the social, economic and environmental impact of the proposals. Concerns expressed by residents and businesses in the area about these impacts will form part of this appraisal.</p>
Summary of points raised by local businesses (circa April'05)		Concern over the basis for requiring and calculating contributions from businesses to an improved highway network.	<p>There is a recognition in the draft SPD that new development, whether of new housing or industry or expansion of existing industry can increase the amount of traffic generated. Where the existing highway infrastructure is inadequate and there is a plan to improve it, new development should contribute to the cost of improving it. This is in line with Government Planning Policy on “Planning Obligations” (see Circular 1/93) and the use of “Section 106 Agreements” under the Planning Act. It is also in line with the policy on planning obligations in the Halton Unitary Development Plan.</p> <p>It is recognised however that contributions to improvements to the existing transport infrastructure in Halebank will need to be based on a formula based on the transportation impact of a particular new development. It is planned to carry out further technical feasibility on this with a view to including it within a future draft of the SPD.</p>
Summary of points raised by local businesses (circa April'05)		The route of the proposed new link road from Foundry Lane to Hale Road, particularly the “Golden Triangle” complex.	This issue will be considered as part of a transportation study of Halebank.
Summary of points raised by local businesses (circa April'05)		Concern over the location and design of a new road connection between Pickerings Road and Mersey View Road.	This issue will be considered as part of a transportation study of Halebank.

Consultee	Date and method of response	Comments	Response
Summary of points raised by local businesses (circa April'05)		The possible use of compulsory purchase powers by the Council.	The Planning Act 1990 gives powers for the Council to use compulsory purchase powers to purchase any land in their area in order to secure the carrying out of development, redevelopment or improvement to achieve the proper planning of the area in which the land is situated. Normally the Council will endeavour to purchase land by negotiation and use CPO powers if this is not successful. There are no plans to use CPO powers within the Halebank Regeneration Action Area at present, although the existence of a final approved SPD will provide the Council with the ultimate power to consider use of CPO powers.
Halebank Residents Meeting. Halebank Methodist Church. (25 attendees)	01/05/05 Public Meeting	: People were told by Lancashire County Council that Pickerings Road industrial estate would be light industry, not heavy industry.	Widnes Town Map did not zone site as light industry.
Residents Meeting.		Will Mersey Coatings still have access on Hale Road for abnormally long loads? Cause long delays.	Only if it is the only safe route on advice of the police. New road should accommodate extra long loads.
Residents Meeting.		Problems of noise and light from existing industry.	Need to comply with planning conditions. SPD proposes additional controls.
Residents Meeting.		Will new Ditton Station bridge be built over the railway?	Bridge has failed its assessment and needs to be fixed, upgraded or rebuilt. Not part of this SPD.
Residents Meeting.		When will new road be built? Document mentions at least a five year wait.	
Residents Meeting.		Univar premises causing noise and light pollution at night.	
Residents Meeting.		Bernie Allen. What happened to proposed new route from Hale Road alongside Lovel Terrace? (see April 2004 version of SPD)	No road is proposed alongside Lovel Terrace but route of road will be to north, alongside rail line and will be considered as part of the Ditton Strategic Rail Freight Park SPD.
Residents Meeting.		Where will HGV's go from Mersey View Road?	Univar and Roger Haydock businesses should use Pickerings Road to access their sites.
Residents Meeting.		Why can't we have a weight restriction on Halebank Road? This could be done now.	This issue will be considered as part of a transportation study of Halebank.
Residents Meeting.		Traffic lights on Hale Road/Halegate Road/Mersey Road/Halebank Road are required.	This issue will be considered as part of a transportation study of Halebank.
Residents Meeting.		Why shouldn't there be a weight restriction on Halebank Road and Halegate Road as well as Hale Road?	This issue will be considered as part of a transportation study of Halebank.

Consultee	Date and method of response	Comments	Response
Residents Meeting.		Residents of Heathfield Road concerned about the impact of proposed Ditton Strategic Rail Freight Park and proposed warehouse on site. Concerned about height of warehouse and noise from development.	This issue will be dealt with as part of the Ditton Strategic Rail Freight Park SPD.
Residents Meeting.		Concerned about lack of chemist and Post Office in Halebank. Vacant unit on Co-Op development too expensive for a pharmacy. Concerned about GIST warehouse eyesore. Building too big.	Planners negotiated improvements to GIST application. Planning conditions imposed. If breached then enforcement will be taken
Halebank Businesses Meeting. Halton Business Forum. (35 attendees)	01/05/05 Public Meeting	Is there going to be a pharmacy as part of the Co-Op development? Necessary for elderly people.	Council's aspiration to have a pharmacy as part of Co-Op development. Possible spare land as part of new medical centre could be developed as a pharmacy. Some interest expressed.
Businesses Meeting.		Issue of choice between housing and industry at Halebank. Problem of traffic movement on junction with Broughton Way to Pickerings Road and Foundry Lane. Wagons getting too big to pass side by side on Broughton Way. Improvements needed.	Broughton Way being brought up to adoptable standards. Further improvements may be needed to accommodate abnormal load vehicles.
Businesses Meeting.		Problems with kids playing football on industrial roads. Housing on ASDA site will make people more vulnerable to accidents and effects of industry.	
Businesses Meeting.		Housing is being shown too close to proposed heavy vehicle routes. People will complain. This will restrict industry to suit the residents.	New housing will be designed with road to avoid noise and vibration problems. Through traffic will be discouraged and will be diverted onto the main through routes.  Environmental regulations and improvements will restrict businesses' impact on housing. Quoted Exeter City Council High Court case regarding granting planning permission for housing adjacent to existing industry.  Halton housing can live in harmony with industry. Businesses need to understand needs of residents. We are here to listen.
Businesses Meeting.		Bias against industry in the document. Gives wrong signal to owners of businesses that it is no longer acceptable and welcome in Halebank.	Industrial applications will be acceptable if it can be shown to have no increased environmental effect. Need to have B1 characteristics (B2 and B8 should be harmless).

Consultee	Date and method of response	Comments	Response
Businesses Meeting.		Acceptable industry must be part of the plan. Extension of the Action Area over the industrial area is a problem for existing industry.	Council did exclude industry from Action Area but Inspector at public inquiry recommended restoration of boundary to include industrial areas.
Businesses Meeting.		Concern about housing proposals. Relocation difficult for some types of users in Council industrial premises. Will some businesses be extinguished?	Golden Triangle landowner would have to sort out the relocation needs of tenants if housing development took place. Land at Foundry Lane owned by the Council could be made available for relocation.
Businesses Meeting.		Concerned about not being able to pay higher rents and effect on viability of businesses.	
Businesses Meeting.		Concerned about encouraging housing near industrial area. 27 units – 70 tenants – no letters received notifying businesses of meeting.	Agents for owner of Golden Triangle were sent a letter about the meeting.  Government encourages housing on brownfield sites. Rail Freight Park was allowed on greenfield site for exceptional reasons.
Businesses Meeting.		Issue of importance of HGV vehicles. Plan does not show any access to their premises. Noisy engines will have an effect on housing. Don't want any more restrictions from nearby housing on their business.	Diagrammatic map cannot show all the detail. Weight restrictions can have an exception for access.
Businesses Meeting.		One abnormal load per day. Would have problem turning on new road. Slow moving with escort. They will affect through traffic using Pickerings Road.	More information on frequency of heavy loads and turning circles required.
Businesses Meeting.		Pickerings Road will not succeed as a through route. It will impede existing business operations on Pickerings Road. Council is only encouraging housing in south Widnes to get the votes. GIST proposals cause more traffic.	Need to encourage housing on brownfield sites. Not rely too much on greenfield land to north of the Borough. GIST proposals have mitigation measures.
Businesses Meeting.		If Golden Triangle is sold for housing, will it be phased to allow for business relocation? If Golden Triangle stays for industry, how will this affect all other proposals?	CPO powers could be used. Any housing development will be 5+ years.
Businesses Meeting.		Why is there a 5% contribution request for highway improvements on a planning application? We are being asked to pay for development not in industry's best interests.	Planning obligations and contributions are perfectly legitimate if they form part of a planning policy.
Businesses Meeting.		Concerned about highly flammable gas transport from Tankfreight. If Company is forced to move then drivers could be put out of work.	No reason why Tankfreight should have to move.

Consultee	Date and method of response	Comments	Response
Businesses Meeting.		Why not put new industry on ASDA site?	View is that housing is more important for long term future of Halebank. Residents want new housing in the area.
Businesses Meeting.		Is meeting being minuted? Notes should be circulated of meeting.	No. Wait for more formalised stages. Make comments in writing.
Businesses Meeting.		Business on Broughton Way. Lots of industry in area relies on HGV's. Why use employment land for housing? What land should be used for relocating businesses?	Government policy on use of brownfield sites for housing.
Businesses Meeting.		Steve Parkinson, Riverside Truck Rental. Will CPO powers be used? Will it be used for housing or new road?	CPO powers could be used for housing, landscaping and a road.
Businesses Meeting.		Dust blown from ex ASDA site is entering premises. Extra cleaning costs involved. No response.	Council to liaise with Widnes Regeneration.
Businesses Meeting.		Widnes Timber Centre. Has ASDA site been sold for housing? Why have borehole surveys?	Not been sold by developer yet for housing. Only outline planning permission has been granted. Ground conditions have been investigated. Next stage is for a remediation scheme to be submitted before detailed permission is granted.
Businesses Meeting.		Why was application for a portable building refused on Widnes Timber Centre?	This will be checked.
Businesses Meeting.		Housing allocation is different on Maps 6 and 7. Is industry no longer an acceptable use in the Action Area? (question to Councillors). Croda could be relocated by Head Office. SPD document sends the wrong message to industry.	Residents need employment. Need to ensure that housing and industry can exist in harmony. Need to strike a balance. Industry has to get smarter. Councillors will input these ideas to the SPD.  Drafting of document and notations on map can be changed to allay fears of industry. Mistake on Maps 6 and 7 which can be rectified.  Councillors are not opposed to industry but it must be conducted so not to conflict with residents amenity.
Businesses Meeting.		Need to keep school going with pupil numbers. Is there a demand for new housing in Halebank?	Too soon to know when housing will be built. Lots of interest from house builders.  Comments in writing will be used to propose improvements to document but won't be attributed. The Council's Executive Board will get a summary of comments made. Golden Triangle companies will be contacted if they were missed this time.



# Ditton Strategic Rail Freight Park

## Public Consultation Response

Note – All paragraph and page references relate to the numbers as set out in the public consultation draft

Consultee		Comments	Response
Judith Nelson English Heritage Regional Planner	14th November 2005	With reference to the scheduled monuments and conservation area " I suggest you also consider how the conservation area and the setting of the scheduled monument and its interpretation, access and understanding can be enhanced as part of the development proposals".	This will be considered as part of any planning applications affecting the scheduled monument and conservation area.
		Whilst the SPD and parts of the SA recognise the specific historic environment assets relating to DSRFP, it is surprising the section on Cultural Heritage (5.41) in the baseline information does not.	These comments are relevant to the contents of the sustainability appraisal and not the content of the draft SPD.
		Also table 6.1 key sustainability issues does not include cultural heritage.	These comments are relevant to the contents of the sustainability appraisal and not the content of the draft SPD.
		Table 7.1 in order to relate to this particular SPD should be modified to reflect the relevant aspects of the historic environment, i.e. scheduled monuments, conservation area and their settings.	These comments are relevant to the contents of the sustainability appraisal and not the content of the draft SPD.
		With reference to table 9.1, it does take some time to disentangle those aspects of the appraisal relevant to cultural heritage. It would aid our consideration of such reports if a short summary could be included on aspects of the SA relevant to cultural heritage, for this SA this would cover effects on the SM, CA and their settings together with proposed mitigation, monitoring and recommendations for improvements to the draft SPD.	These comments are relevant to the contents of the sustainability appraisal and not the content of the draft SPD.
		Section 10 sets out proposals for monitoring, it is important that this monitoring is tailored to this SPD. i.e it monitors effects upon the condition and setting of the SM and CA, this is not currently covered.	These comments are relevant to the contents of the sustainability appraisal and not the content of the draft SPD.
Mr Duncan Prince Halton Community Transport General Manager	14th November 2005	Page 2 - Road access into the rail freight park shows Ditton Road not being used. We hope that this is the case as Ditton road is very busy and in a poor state of repair. It regularly floods after moderate rain - the drains along certain sections cannot cope with taking surface water away. More heavy traffic would make the situation worse.	Noted.

Consultee		Comments	Response
Mr Harold Prescott H. Prescott & Sons Ltd Director	14th November 2005	<p>My Company own land marked "K" on your plan. I would like to know if this is to be incorporated within the DSRFP, because although shown as such on the plan, we have been told that this is not the case.</p> <p>If this is the case, what time scale are we looking at, before this is implemented?</p> <p>how far ahead to we have to look for the relocation, as land within the location we have now will be very hard to find.</p> <p>Also can you tell me if the strip of land in the white at the rear of Finn Forrest and the main railway line is to be incorporated in the plan.</p>	<p>Site K is not within the core area of the DSRFP which is confined to Sites A (253), B (256) and C (255). The policy of the SPD affecting adjoining land currently in industrial use is careful to point out that the existing use is expected to continue and would apply only if the existing use was to cease and be re-developed. The site is only within the DSRFP policy boundary because it may have potential for development in association with the rail freight park.</p>
Helen barrett Environment Agency Planning Liason Officer	15th November 2005	<p>The Agency is pleased that previous comments have been considered and amendments made to the revised draft. We support the Supplementary Planning Document and have nothing further to add.</p>	Noted.
Richard Watkin Individual	28th November 2005	<p>Developing on former greenbelt, removing greenspace.</p> <p>Pollution &amp; noise from development.</p>	Noted.
Edna Lowe Individual	28th November 2005	<p>Main road around development too close.</p> <p>Too much traffic expected, too noisy.</p>	<p>There is no commitment to build a peripheral road around Site 253 in the SPD. If the road is built, it is necessary to provide landscape and noise buffers to protect residential amenity.</p>
Diane Kisiel Highways Agency - Network Sterategy North West	29th November 2005	<p>In relation to both the Halebank Regeneration Area and Ditton Strategic Rail Freight Park, the Highways Agency are keen to work in partnership with Halton Borough Council on any matters which impact on the strategic Road Network.</p> <p>Also as there is no direct impact on the Highways Agency road network, i have no further comments to make in relation to teh Ditton Strategic Rail Freight Park.</p>	Noted.

Consultee		Comments	Response
Stephen Hedley The Countryside Agency - North West Regional Office	29th November 2005	<p>Thank you for your letter dated 2 November 2005 consulting the Agency on the three draft SPDs - Design of New Industrial and Commercial Development Halebank Regeneration Action Area and Ditton Strategic Rail Park.</p> <p>We do not wish to comment on the draft documents. This is simply an expression of our current remit and priorities and, of course, does not imply lack of interest or indicate either support for or objection to the proposals.</p>	Noted.
Agnes Viggers Individual	30th November 2005	You have steamrolled this through - How will you measure its success? - How many local people will get jobs on park?	This will be measured through the Annual Monitoring Report and monitoring of the Sustainability Appraisal.
		I understand the tenants if the smallholding have served notice to quit - aren't you presuming ahead of this survey?	Not relevant to the SPD.
		How tall will the sheds be?	Only relevant at Planning Application stage.
		Will working hours be limited?	Only relevant at Planning Application stage.
		When was Hutchinsons tip renamed Hutchinsons Hill? - do you know what it is contaminated with? - How can it even be considered a "greenspace opportunity" when it could be so badly polluted as to render it a health risk?	Hutchinson Hill will only ever be made available for public recreation when a suitable reclamation scheme has made it safe for public access.
		Do you know what is under "the mound"? - as above?	Chemical waste.
		Map too small and complex EJP who owns what? - should be at least A4 size.	Noted. This will be addressed in final document.
		Who is making money out of this development?	Not relevant to SPD.
Steven Broomhead Northwest Regional Development Agency Chief	1st December 2005	Para 2.3 describes the component parts of the wider Ditton SRFP site. To help identify them on the plan at Figure 5, it would be useful if the text was revised to incorporate cross-references to the relevant site references (Site P, L, M, F, etc).	Noted.

Consultee	Comments	Response
Executive	<p>Section 3 sets out the Council's Vision for DSRFP. The Agency envisages that Ditton will be developed as a modern inter-modal exchange, logistics and strategic rail freight facility serving, in particular, the needs of Merseyside, North Wales and the Cheshire sub-region, with potential links to Liverpool Airport and Port of Liverpool. We envisage that Ditton will:</p> <p>Accommodate strategic distribution development  Accommodate businesses that will utilise the railway for the transportation of freight; and  Provide a significant number of jobs for local people.</p> <p>Strategic regional sites should act as flagship developments for the North West, accommodating the needs of inward investment and indigenous business. Standards of design, energy conservation, landscaping, quality of construction and urban design should ensure that all new development at the site contributes positively to environmental quality. There should be a presumption in favour of innovative and quality architectural design solutions on the site.</p> <p>We suggest that the vision for Ditton, as set out on page 6, is expanded to reflect the above.</p>	Agreed. Text now added to SPD.
	Policy PRI2 relates to 'COMAH' sites. However, this acronym is not explained until paragraph 6.3. For the benefit of readers who may be unfamiliar with this term, it should be explained at the point where it is first used.	Agreed. Text amended.
	Pg 18 - The Agency welcomes and supports the references to the need for good design in the context of Policy BE3. Strategic regional sites should be flagship sites for the region with high standards of design, energy conservation, landscaping and quality of construction to ensure that all new development at the site contributes positively to environmental quality.	Noted.

Consultee	Comments	Response
	Pg 19 - We are unclear why the policies on Sites of International/National Importance for Nature Conservation appear to have two policy reference numbers (one in parentheses and one without).	Agreed. Text amended.
	It is unclear why the references to ERDF, NWDA and SRA in paras 5.3 to 5.6 appear in a Section entitled "Ditton SRFP Masterplan and Development Framework". These may be more appropriate in the Introduction, or in a new section, perhaps sub-headed "Wider Context".	Agreed. Add new section 'Wider Context' and re-number paragraph as Section 6.0.
	Para 7.1 refers to DSRFP's physical design and impact as a "tool". This seems inappropriate; we suggest "will be an important tool" is deleted and replaced with "will be important".	Agreed. Text amended.
	The section on 'Accessibility' provides only brief details of the highways improvements that are required to serve the site. We are aware that more detail is provided in the Council's Provisional Local Transport Plan, 2006/7 to 2010/11 ('LTP2'), which identifies key components of the necessary highways infrastructure. We suggest the Draft SPD is amended to acknowledge that DSRFP is the subject of a major scheme bid in LTP2 and to reflect its wording with regard to the key components this scheme.	Agreed. Text amended.
	In the sentence under "Sustainability", the words "to aim" are superfluous and can be deleted. Some of the requirements identified in the subsequent list of bullet points may need to be addressed as part of a formal Environmental Impact Assessment. The SPD should therefore refer to the potential need for an EIA.	Agreed. Text amended
	Many of the sites identified on Figure 5, lie in whole or in part within the English Nature Consultation Zone as shown on Figure 4. For several of these sites, nature conservation is not flagged up as a development constraint (e.g. sites E, F, K, L and T). On sites G, I and J, "English Nature" is identified as a development constraint. We suggest this is amended to either "Nature Conservation" or "English Nature Consultation Zone".	Agreed. Text amended.
	Fig 3.a The extract from the UDP Proposals Map should include a key to aid interpretation.	Agreed.

Consultee		Comments	Response
Mr Roberts Individual	4th December 2005	<p>My main concern is the transport proposal when will this be in operation as it is necessary if the freight park goes ahead the amount of traffic will increase and my concern is the bridge will not be able to cope.</p> <p>I am against the park as it think is should not always be about money and we need to protect our green belt which is disappearing rapidly. I do think the road should be priority before landscape around the site.</p>	<p>Ditton Station road bridge is being re-designed and will be re-built to cope with HGV movements arising from the rail freight park.</p> <p>The Site 253 is now removed from the Green Belt as a result of the adoption of the Halton Unitary Development Plan. Landscaping of Site 253 is required in advance of development.</p>
Mr Robin Buckley Redrow Homes Planning Manager	9th December 2005	<p>Redrow support the Ditton Strategic Rail Freight Park (DSRFP) proposal, although we have serious concerns that it will not achieve its full potential in terms of attracting new investment in the absence of significant opportunities for complementary housing. The limited scope for housing within the Halebank Action Area will not provide the quantity or quality of housing required. Indeed those regional/national companies which Policy E7 seeks to attract will be heavily dependent upon car borne community, creating unsustainable travel patterns.</p>	Noted.
Mr William & Mrs Brenda Wheeler Individual	12th December 2005	<p>How can you plan and build in advance a bund for the freight park when you do not know what will be contained within as the planned and built Environmental Defences may not work thus putting the area environmental and people there as risk of noise light and health pollution on this 24 hour operating site.</p>	<p>The Halton UDP Policy E7 requires the landscaped buffer zones to be implemented in advance of development of Site 253.</p>
		<p>Who is going to pay for the scheme it certainly should not come from Council funding or council tax as this money should be used to get the basic requirements in the area up to scratch building in advance bund; roads; bridge; widening bridge is going to cost an astronomical amount.</p>	<p>Funding is not relevant to the planning policies of the UDP.</p>
		<p>The area is already subject to aircraft noise and pollution from fuel used to propel them; noise and fuel pollution from traffic and HGVS and speeding road users.</p>	<p>The Halton UDP policies and those in the draft SPD are designed to ensure that residents surrounding the proposed rail freight park are protected from increased noise and pollution. This will also be controlled through the consideration of detailed planning applications and conditions imposed on any planning permissions. Other environmental legislation can impose additional controls on pollution sources.</p>

Consultee		Comments	Response
		<p>These threats to the Environment and Health of people in the area will increase not only from the freight park but from the aircraft.</p>	<p>The Halton UDP policies and those in the draft SPD are designed to ensure that residents surrounding the proposed rail freight park are protected from increased noise and pollution. This will also be controlled through the consideration of detailed planning applications and conditions imposed on any planning permissions. Other environmental legislation can impose additional controls on pollution sources.</p>
		<p>Liverpool Airport continues to expand and aircraft use the chemical factory at Lower Road as a Beacon and are continually passing over or near it. This is a risk in itself, as we know Phosgene gas and other chemicals have been stored there and on at least one occasion there was a release of gas which crossed the A562 Speke Road, what if a plane crashes on this site? How can we know that light, noise airborne pollutants, as well as any other pollutants which could go to drain and affect any watercourse or land will be contained by the bund which would have been built in advance; and how would we know what the increases would be on noise levels and pollution outside the bund due to the increase in traffic in the area, and the question of leisure and pleasure pursuits in the area walkers, cyclists, runners, play areas for children and safety of all people who live in the area would be affected.</p>	<p>As above.</p>
		<p>The dispersal of traffic from the bund is of great concern as road safety, health issues from fumes, cancer causing particulate emissions and noise levels 24 hours per day will be escalated, particularly if traffic does not follow designated routes to and from the area of the bund.</p>	<p>As above.</p>
		<p>How will tv, radio, mobile phone or any other communication signals be affected by this site.</p>	
<p>J Illing Individual</p>		<p>Can we claim against the Council if the value of are property goes down because of the planned freight park.</p>	<p>The proposal for the development of open land at the north of Halebank road and to the south of the railway is contained in the Halton Unitary Development Plan that was adopted in April this year. This is the statutory plan for the Borough that guides decisions on new development. It was the subject of a lengthy inquiry before being adopted where the proposals for the development of the land off Halebank land was considered and confirmed as being acceptable.</p>
		<p>If not, what our the names of the people who planned and past it, someone has to be responsible if the value of are houses depreciates because of the freight park.</p>	<p>The Council considered the results of the public Inquiry and was responsible for adopting the plan and the proposals for the Ditton Rail Freight Park.</p>

Consultee		Comments	Response
		We should not have to pay for their mistakes.	However a planning application for the development of the freight park on land off Halebank Rd has not yet been made so the detailed impact in terms of noise and the hours of working cannot be assessed at this time.
		Has the Halton Borough Council checked on the noise level of another freight park this size if so where., and what level was it?	A planning application for a landscaping scheme designed to shield any rail freight development by mounds and planting has been granted and residents notified. This will reduce any noise and visual effects of the proposed development.
		Will the freight park be working 24 hours a day 7 days a week?	As regards any effect on the value of your property, this cannot be claimed against the Council.
		Will the residence of Halebank be able to sleep at night?	
Mr Nicholas Hastie Individual	13th December 2005	We are already short of green spaces in the north west (official Lord Roger's) the ground proposed for this development is farm land and green openspace and not brown fields as stated by HBC.	These issues were considered by the public local inquiry into objections to the proposals for the Ditton Strategic Rail Freight Park, and the adoption of the Halton UDP means that these issues cannot be addressed by the SPD.
		Ditton Golf Course is an empty block of ground and could be used for commercial purposes.	As above
		The rail terminal could be transferred to St Helens they have brownfield sites; which are away from residential areas.	As above
		The additional employment that this development would create for local people would be minimal.	As above
		Halebank has always been treated by Halton B.C as a non-entity and this development is no more than an ego trip for Halton B.C	Not relevant
		Planning/Development and would look good on the C.V's of staff looking for employment elsewhere.	Not relevant.
Mrs Margaret Fahey Halebank Community Action Group Secretary	13th December 2005	Presumably there are firms interested in the Park so things will be settled before money is spent on the bund. Certainly the bund will need to be planted in the winter to avoid the waste of money that accompanies summer tree planting.	These issues have been considered as part of the consideration of the planning application for the landscaped bund around Site 253 that has now been granted, having taken account of resident's comments.
		The bund seems to be a useful boundary surrounding the Freight Depot, but if quad – bikes or motor – bikes using the paths, narrow entrances and security will be necessary.	As above



Consultee		Comments	Response
		<p>The fact that this Bund, as planned up to now, covers only three quarters of the area around the Depot seems very unwise. The emphasis on security in the Public Enquiry suggests to me that the firm will not be happy with the plan giving access or at least an open view for the public. Certainly being open to the village will increase the Park's unpopularity as its noise, light and smells will invade the houses as other firms do in the centre of the village.</p>	As above
		<p>There are a lot of spots in Halebank that suffer from flooding. The increase in ponds will help to drain the area, as much of this land will be covered in asphalt. Will these all be open to the public for fishing? The safety of these ponds is certainly paramount. The original pond must not be spoilt in anyway and access to it must be open to the public or to the angling club so safety can be maintained.</p>	As above
		<p>Mr Garratt, the railway adviser at the Public Enquiry stated that the Freight Park would have to operate for 24 hours daily to make it financially viable. Obviously, local people would prefer it to have much shorter hours to avoid loud sounds and light pollution.</p>	The hours of operation for design, noise and lighting issues of any rail freight park development will be considered as part of any planning application against the relevant planning policy tests that are designed to protect residential amenity.
		<p>As Mrs M Fahey of Halebank raised in the Public Enquiry, lighting must be pointing downwards so that it does not disturb any residents in the area nor the air route overhead. Radio's, tannoy systems and machinery sounds must be kept as quiet as possible. No smells must be released to upset local people (Univar, particularly at night).</p>	As above.
		<p>15 metre high buildings should be the highest to avoid troubling the residents that own the houses behind the freight depot. Certainly the building should be hidden by the bund and the established trees.</p>	As above.
Mr John Martin Fahey Halebank Community Action Group	13th December 2005	See above	
Mr David Hodson Halebank Community Action Group	13th December 2005	See above	
Mrs Kim Longmire Halebank Community Action Group Chair	13th December 2005	See above	

Consultee		Comments	Response
Mrs Marian Allen Resident	14th December 2005	No development of any kind should take place on this site until a full planning application covering the whole development i.e. warehouses. roads, sidings in line with the planning inspection report at the UDP and the Council's own planning guidance. Also a full Environmental Impact Study should be done before a planning application is accepted and certainly no more Council tax payers money should be used.	Development will have to take place in accordance with policy E7 of the Halton UDP and the guidance in this SPD.
Mr Bernard Allen Resident	14th December 2005	No development of any kind should take place until a full planning application covering the whole development i.e. warehouse, roads, sidings. In line with the planning inspectors report at the UDP and certainly no Council money should be spent on this development. Also a full Environmental Impact Study should be done before a planning application is accepted.	As above
Mrs Sandra Foster Resident	14th December 2005	No development of any kind should be allowed on this site in Halebank until a full Environmental Impact Study has been carried out and reported only if a full planning application to cover the whole site is submitted should any development considered in line with the inspectors report at the UDP and no tax payers money should be used to finance this development.	As above.
Mr Robin Greenway C/o Robin Greenway & Co Agent Hale Estate	15th December 2005	The Hale Estate are fully supportive of the Council's proposals for the Ditton Strategic Rail Freight Park as a means of attracting new investment into the area and creating much needed employment. However, it is felt that the proposal will fail to achieve its full potential without the provision of adequate complementary housing of a quality compatible with the employment prospects.	Noted.
		Based upon the current U.D.P, there is insufficient scope for the provision of suitable new housing within the Halebank Action Area. In the absence of suitable new housing provision, major companies will be reliant upon employees travelling greater distances, contrary to policies for sustainable development.	Noted.
Dianne Wheatley Government Office North West Local Planning Team	15th December 2005	Our main comment would be that the end of the document relating to sites could explain more about how the Council will manage the phasing process and how developers should take this into account when bringing forward proposals, in order to provide strategic consideration.	Agreed. A section on phasing will be added to the text.
		In relation to Figure 3a, it would be helpful if the final drawing could include a key to illustrations/shading in the same way as other figures.	Agreed. A key will be added.

Consultee		Comments	Response
		In addition, para 5.5 refers to the Strategic Rail Authority. We understand that the SRA is being closed down with DfT Rail Division taking over many of its responsibilities. The text needs amending to reflect this.	Agreed. Text will be amended.
Mr David Thompson Peel Airports (Liverpool) Ltd Development Planning Manager	15th December 2005	Liverpool Airport Plc requested that this chapter includes reference to Halton's Unitary Development Plan Policy PR10 'Development within the Liverpool Airport Height Restriction Zone'.	Agreed. Text will be amended.
		It should also be noted that Liverpool Airport Plc should be consulted upon Planning Applications in accordance with Aerodrome Safeguarding Procedure.	Noted.
Mrs Teresa Hornby Individual	16th December 2005	Until a full masterplan of whole of Site 253 and its buildings are put forward to the public it is difficult to follow what your proposals are.	Noted
		HGV route to be built first.	Noted. A new section on phasing is added to the text.
		Ponds - these are open and for the safety of residents - children not suitable.	These comments are relevant to the planning application for the landscaped bund on Site 253 which has now been granted, having taken account of resident's comments.
		Pathway & Cycleway from Clapgate Crescent to Beehive no advantage to residents, nuisance for residents nearby.	These comments are relevant to the planning application for the landscaped bund on Site 253 which has now been granted, having taken account of resident's comments.
		No need for second football pitch - already ball park and adult football pitch (consult for alternative use)	These comments are relevant to the planning application for the landscaped bund on Site 253 which has now been granted, having taken account of resident's comments.
		Bonded road going through Lovell terrace - Clapgate crescent from innovis to link with A5300	
		Not necessary for HBC to pay for landscaping - strongly against this point.	Funding is not relevant to the planning policies of the SPD.
Mr Keith Hornby Individual	16th December 2005	Comments relating to: Land drainage from site 253 to open planned ponds.	These comments are relevant to the planning application for the landscaped bund on Site 253 which has now been granted, having taken account of resident's comments.
		How will drainage into Ditton Brook be possible, land lies lower than brook also railway in between.	As above
		Site 253 Land drainage - how will it affect resident's homes - flooding.	As above
		Footpath / cycleway not necessary causing noise and nuisance for residents.	As above
		No need for emergency access in Halebank Road if Bonded road is build - this can be used.	Direct access to the A5300 is not necessary for the development of Site 253, but the layout of the site should allow for this as a longer term possibility.
		Bonded Road is being used as access from Innovis to A5300	As above

Consultee		Comments	Response
		No need for Bonded road to enter Halebank use A5300	As above
		No need for landscaping to be funded by HBC.	Funding is not relevant to the planning policies of the SPD.
Mrs Fio Woodward Individual	14th December 2005	I don't think a landscape masterplan should go ahead until a full Environmental Study has been carried out.	These comments are relevant to the planning application for the landscaped bund on Site 253, which has now been granted, having taken account of resident's comments.
		How can we comment on landscaping around field 253 when we don't know what you plan to build behind and until you have a plan I don't think any plans should be put forward. Height, Size, How many buildings	These comments are relevant to the planning application for the landscaped bund on Site 253, which has now been granted, having taken account of resident's comments.
		Also don't forget the old and young living in the village which you now want to turn into a rat race.	Noted.
Mr David Smith Individual	14th December 2005	I oppose the proposed spine road running at the back of Havelock cottages, the back of bedrooms are going to be subjected to noise, Diesel pollution, artificial lighting twenty four seven. Why can't the road run parallel to the railway siding out of sight of mind.	Direct access to the A5300 (Knowsley Expressway) is not necessary for the development of Site 253, but the layout of the site should allow for this as a longer term possibility.
		The emergency access road that's proposed I think runs close to the houses, can't you build a more secluded area. The fence line at the back of the cottages should not restrict access to the gardens and should not be a choice hiding place for burglars and muggers.	
Mr John Woodward Individual	14th December 2005	How can we make a decision on landscaping around field 253 when we do not know what type of buildings is to be built inside the landscaping - Height, Size, How Many	These comments are relevant to the planning application for the landscaped bund on Site 253, which has now been granted, taking into account resident's views.
Mr Alistair Grills Alistair Grills Associates Principal	19th December 2005	Amend final bullet point under "Accessibility" to road	
		"subject to further detailed study, a road link to the A5300/A562 roundabout may be required to serve Site A"	Direct access to the A5300 (Knowsley Expressway) is not necessary for the development of Site 253, but the layout of the site should allow for this as a longer term possibility.
		This amended wording reflects on-going discussions regarding the best way of sending this site in Environmental and Financial terms, in mind the correct uncertainty concerning the alignment for the proposed Airport Road.	
		Remove final sentence of first bullet point under "ease of movement" which St Michaels Road example, as this is no longer appropriate due to barriers resulting from the creation of New Road and Rail Links within the site.	Agreed. Text will be deleted.
		Amend bullet point no II to road "consideration of Road and Bridge Link to A5300/A562, subject to further study" for the reasons set out above.	See response to first comment of Mr Grills.

Consultee		Comments	Response
		Amend bullet point no 8 to read "proposed greenspace to West, exact boundary to be determined following further study to provide required quantity or rail-related warehousing to ensure overall viability of DSRFP.	Agreed. Text amended, but add "subject to no encroachment into Green Belt".
Mr J Maxwell Friends of Halebank	15th December 2005	Obviously our attitude towards this development is well know to Halton BC but for the avoidance of doubt I reiterate:  We welcome a Rail Freight Park for Ditton but have strenuously opposed its incursion into Halebank, in particular into that section of land which has been taken from the Greenbelt for this purpose and is identified as "253".  We continue to oppose this particular section of the Rail Freight Park but recognise that our opposition is not a material consideration within the body of a Supplementary Planning Document.	
		Having stated that we do have a number of things to say about this SPD which, we are advised by our planning consultants is defective and contrary to the UDP.	
		Under section 7of the Draft SPD "Adaptability" you state "Not withstanding the aim to develop a strategic rail freight park, proposed buildings should nevertheless be capable of adaptation to accommodate alternative uses, complementing the DSRFP, should the need arise." This gives rise to the gravest cause for concern.	
		The raison d'□tre for removing 253 from the Greenbelt was the exceptional circumstance of the then perceived need for a strategic rail freight park.	
		Further the planning limitations in the UDP as adopted by Halton BC precludes any development on 253 save and except as set out in the UPD.	
		This section of the SPD is contrary to the UDP and ought to be amended. We suggest the following: " <i>Not withstanding the aim to develop a strategic rail freight park, proposed buildings other than those to be sited on 253 should nevertheless be capable of adaptation to accommodate alternative uses, complementing the DSRFP, should the need arise</i> ".	Disagree. Government Planning policy Statement 1. 'Delivering Sustainable Development' states that developments should be durable and <i>adaptable</i> . However any change of use of a rail served warehouse on site 253 would be contrary to UDP policy E7.

Consultee	Comments	Response
	<p>At Section 8 of the Draft SPD are site specific proposals for DSRFP. The document states that a rail-served warehouse facility in excess of 25,000 m<sup>2</sup> is the most appropriate use for the site. There is no mention within this section of the need for the site to be developed sequentially, in line with the Inspectors comments. A failure to put this limitation in means it is contrary to the UDP. We submit that, for the avoidance of any doubt it ought to be included.</p>	<p>The sentence does state that the development should be in accordance with UDP Policy E7 that does contain the sequential test in Section 2.</p>
	<p>It is imperative that no "preparatory" work be allowed in respect of 253 before a genuine bone fide developer with a realistic feasible and demonstrably funded plan. Any such preparatory work (by which we mean landscaping and access roads) must be part of an integrated plan. If any such work is allowed before a developer has been identified and made their interest the subject of a planning application in respect of 253, it is impossible to know exactly what landscaping and/or road system is needed for the site. It is tempting for Halton BC to seek to attract developers by undertaking such works themselves (as evidenced by their current planning application) but such a course is dangerous:</p>	
	<p>Mr Andrew Pannell has told me that, in the event of the landscaping presently being considered becoming an actuality AND no developer coming forward, the land, in planning terms will be blighted. We submit that no SPD can be drafted in such form as to allow for this possibility.</p>	
	<p>By reason of the matters set out under section 7 "Adaptability" referred to at paragraph 5 supra, the SPD at the very least concedes the possibility of there being no strategic rail freight park.</p>	
	<p>In these circumstances a specific limitation upon any works relating to 253 ought to be clearly stated within the body of the SPD. In particular, the developer to be obliged to design build and fund all landscaping and access roads as a part of an integrated plan for the development of 253 as a part of the DSRFP.</p>	<p>It is not considered that the SPD needs to be amended to include any specific limitation upon any works relating to Site 253 beyond those already in Policy E7 of the Halton UDP.</p>

Consultee		Comments	Response
		<p>We also have grave concerns about contamination. One potential developer has told us that the huge bunds which would form a part of the landscaping scheme would provide an opportunity to bury some Galligoo and other contaminated material. Particularly from "the Mound". We are worried that such an opportunity might be taken by a developer and we trust such an approach will be opposed in principle by Halton BC. Mere re-assurances are insufficient to prevent such a course of action further contaminating land to which the general public is likely to have access and we ask that a specific section be put into the SPD forbidding such deposits as part of any planning permission.</p>	<p>These comments are relevant to the planning application for the landscaped bund on Site 253, which has now been granted, having taken into account resident's comments.</p>
		<p>We are concerned about the road access to 253, there being no apparent link to the main roads system. A temptation will be to use access onto Hale Bank Road. We are concerned the Draft SPG does not include any access by way of bridge or tunnel across the West coast mainline onto the roundabout at the end of the Knowsley Expressway.</p>	<p>A range of options have been considered within the Masterplan and SPD process for linking Site 253 to the A562 (Speke Road) and the A5300 (Knowsley Expressway). It is considered that access to the A562 would be preferable by making use of a rebuilt Ditton Station bridge. Direct access to the A5300 is not necessary for the development of Site 253, but the layout of the site should allow for this as a longer term possibility avoiding Halebank Road except for emergency access.</p>
<p>Mrs Arlene Nicholson Individual</p>	<p>1st December 2005</p>	<p>Given that this freight terminal is unfair &amp; completely unsuitable for this already over industrialised area, if and when it goes ahead we will most certainly need all the screening we can get. However in my opinion this dressing up operation is designed to entice a developer to the freight terminal, thus showing any such developer that they would be making a considerable saving at this site because the screening and landscaping have been done, with our money.</p>	<p>Not relevant to the planning policies of the SPD..</p>
<p>Mr Malcolm Nicholson Individual</p>	<p>1st December 2005</p>	<p>The landscaping is premature &amp; the money should be used for the new road which is more urgent.</p> <p>Let any developer pay for the landscaping.</p>	<p>Funding is not relevant to the planning policies of the SPD</p>
<p>Mr Paul Nicholson Individual</p>	<p>1st December 2005</p>	<p>It is too soon to spend rate payers money on a scheme which is not a priority.</p> <p>Let the people who will benefit from the freight terminal pay for the landscaping to disguise it, the people who will benefit do not live in Halebank.</p>	<p>Funding is not relevant to the planning policies of the SPD</p>



# Halebank Regeneration Action Area

## Public Consultation Response

Note – All paragraph and page references relate to the numbers as set out in the public consultation draft

Consultee		Comments	Response
Judith Nelson English Heritage	14th November 2005	I have no comments to make on either document. If you have not already done so I suggest you consult the County Archaeologist regarding any archaeological potential for the area, particularly for the river frontage.	Noted.
Mr R C Jones Resident	14th November 2005	We object to all development in the area with particular ref to proposed road link around perimeter of proposed developments. We feel that the link road should be developed at Ditton old station site where it is already an industrial area already. This would obviously cause least disruption to residential areas.	A range of options have been considered within the Masterplan and SPD process for linking Site 253 to the A562 (Speke Road) and the A5300 (Knowsley Expressway). It is considered that access to the A562 would be preferable by making use of a re-built Ditton Station bridge. Direct access to the A5300 is not necessary for the development of Site 253, but the layout of the site should allow for this as a longer term possibility avoiding Halebank Road except for emergency access.
Mr D G Girling M&B Tools	21st November 2005	I basically object to the Halebank Regeneration scheme because Option 2 for joining Pickerings Road to Merseyview means that our factory and the jobs of my employees are at risk, because it would mean the demolition of our premises to obtain your objective in this scheme.  I would like to have a one to one meeting as soon as possible with the Planning Officers involved as our expansion programme has now been put on hold until we know what the intended route is for the road joining Pickerings Road with Merseyview road.	Agreed. Option 2 to be deleted. Option 1 is preferred due to highway design and safety reasons and because it cuts through undeveloped land.
Patric E Whitby Roger Haydock & Co Ltd C/O Dixon Webb	21st November 2005	We are extremely concerned regarding a number of the proposals which it is felt may adversely affect not only the future usage of the site but also the prospects for the advancement and financial wellbeing of the business.	



Consultee		Comments	Response
		<p>6.3.4(6)            At present our clients only access to the site is via Mersey View Road. If their premises are to be "re-orientated" this would mean a new access would need to be created which would likely involve considerable upheaval to the site and the likely demolition of existing buildings. Clearly this would significantly disrupt our clients business and incur considerable cost/loss of revenue. At present access to the site is considered to be favourable. Assuming the proposals are introduced as planned the route to the property would be considerably more difficult and we are of the opinion that the location at the very extremity of the site offers reduced visual impact to the detriment of value both to the business and also the land and buildings.</p>	<p>Agreed. Delete requirement to re-orientate premises and creation of new accesses onto Pickerings Road in Paragraph 6.3.4 (6).</p>
		<p>6.3.6 &amp; 6.3.7            This will stifle business and future employment in the area. The fact that the outcome of planning applications will be directly related to the applicant making a financial contribution to the scheme is unreasonable.</p>	<p>This is not considered unreasonable and is in accordance with policies in the Halton UDP (S25) and in Government Planning Policy, as set out in the draft SPD, Paragraph 7.14.</p>
		<p>6.3.8            It seems unfair that revenue will be sought from the current occupiers of the estate who have no benefits but only disadvantages imposed upon them as a result of the scheme.</p>	<p>As above.</p>
		<p>Whilst our clients appreciate the reasoning behind the scheme they do not feel the position of the existing land owners/occupiers have been adequately catered for and indeed strongly object to the physical and financial impact on their business. Roger Haydock &amp; Co Limited have long standing business connections in the area and have been a consistent employer of local people over many years. They have a progressive business strategy for the site, which as a result of this scheme is at best difficult to implement.</p>	<p>As above.</p>
<p>Edna Lowe            Individual</p>	<p>29/11/2005</p>	<p>Screening of Pickerings Industrial estate             Lorry Sleeping Over             Gist - Have not planted trees on mound, planning permission said they should.             No chemist or doctors</p>	<p>Noted. The SPD requires landscaping as part of new development to improve the appearance of the industrial areas. New housing development should help increase population and may boost demand for better public services and facilities.</p>

Consultee		Comments	Response
Diane Kisiel Highways Agency	29/11/2005	<p>In relation to both the Halebank Regeneration Area and Ditton Strategic Rail Freight Park, the Highways Agency are keen to work in partnership with Halton Borough Council on any matters which impact on the strategic Road Network.</p> <p>Also as there is no direct impact on the Highways Agency road network, i have no further comments to make in relation to the Ditton Strategic Rail Freight Park.</p>	Noted.
Stephen Hedley Countryside Agency - North West Regional Office	29/11/2005	<p>Thank you for your letter dated 2 November 2005 consulting the Agency on the three draft SPDs - Design of New Industrial and Commercial Development Halebank Regeneration Action Area and Ditton Strategic Rail Park.</p> <p>We do not wish to comment on the draft documents. This is simply an expression of our current remit and priorities and, of course, does not imply lack of interest or indicate either support for or objection to the proposals.</p>	Noted.
Agnes Viggers Individual	30/11/2005	The maps on the leaflet are too small for clarity and reading by pensioners.	Noted.
		Page 2 How is access to car parking near Lovell Terrace achieved.	Access will be off Hale Road.
		Page 2 How does new housing in Mersey View road tally up with the industrial traffic route?	New housing will be designed to reduce the impact of any industrial traffic by access to and orientation of new housing from Mersey View Road
		Page 2 Houses on old Asda Site - Do you know it is the former site of around half a dozen pits. All badly polluted?	The planning permission has taken full account of ground conditions and full remediation has taken place prior to construction.
		Page 2 How can you "encourage industrial expansion" with no harmful effects to the environment? - please explain how they are compatible.	Industrial expansion in this area will only be allowed if it has a lower environmental impact than currently exists. The SPD policies are designed to achieve this.
		When you say "minimise the effect of the DSRFP on housing" are you saying that it will have an effect - Previously we have been told it will have no effect .	It is acknowledged that there will be some effect.
		When you say "sustain local community facilities" - what do you mean? No chemist, doctor, dentist, leisure centre, cash point, etc. One bus every half hour.	New housing development will help to increase population which will help boost demand for new public services and facilities.
		What dereliction is being removed?	Redevelopment for new housing and business will help remove dereliction.

Consultee		Comments	Response
		<p>Can someone document the significant planned changes to Halebank of the last 40 years. Hoe many plus points have there been?</p> <p>With reference to SA/SEA</p> <p>I do not understand the question - I Can't see how the framework is explained anywhere in this leaflet.</p> <p>What is "SEA Screening Statement"</p> <p>This is not plain English!</p>	<p>This is not the role of the SPD.</p> <p>The SEA Screening Statement is simply a way of deciding what environmental effects are most likely to occur so that concentration on those effects can be made when assessing their impacts. The "Strategic Environment Assessment" can then be tailored to the local circumstances.</p>
Mrs Arlene Nicholson Individual	1st December 2005	<p>I fully support the transport proposals, new road diverting heavy traffic away from Hale Road and the centre of Halebank village.</p> <p>I will not be holding my breath though because Halton Council are not famous for considering the needs &amp; wishes of halebank residents.</p> <p>This road could be started with the money set aside for the landscaping around the freight terminal. This landscaping would be required later but is premature at present.</p>	Noted.
Mr Paul Nicholson Individual	1st December 2005	<p>Halebank village has been in need of a relief road to take heavy traffic away from the centre of the village for many, many years.</p> <p>Halton Council should begin this work now as a show of good faith to the people of Halebank all of whom are very disillusioned with Halton Council &amp; the way our area is treated.</p>	Noted.
Mr Malcolm Nicholson Individual	1st December 2005	<p>The new road around Halebank is a good idea and we need it now.</p> <p>The money <u>MUST</u> be found now.</p>	Noted.
Mr Gary Broad Individual	5th December 2005	<p>I have read the various documents on your website with regard to the above proposals. I notice that no analysis appears concerning the effects on Halebank Rd and Halegate Rd of the proposed transport proposals. You are diverting heavy traffic from one area to another. Merseyview road can barely sustain 2 cars passing let alone HGV traffic.</p>	<p>The Atkins transport study shows that most heavy traffic will be diverted from the residential areas northwards to the A562 Speke Road, and not south onto Halegate Road or west to Halebank Road.</p>
		<p>The junction of Merseyview Rd with Halegate Rd is already a dangerous spot. Have any proposals been made to look into these issues and has a traffic analysis been done, as it has for lots of other areas, for this particular spot.</p> <p>I comment as a resident of Halebank who knows the traffic problems in the area and would welcome some response to my questions.</p>	<p>The capacity of this junction has been considered as part of the Transport Study and any improvements to the design and safety of this junction will be considered in more detail when proposals to link Merseyview Road and Pickerings Road are brought forward.</p>

Consultee		Comments	Response
Mr John Illing Resident	2nd December 2005	<p>This is the best opportunity you will ever have of using the contaminated golf course, the golf course can be levelled and concreted, you may be eligible for a government grant to cap the golf course in concrete.</p> <p>It will be higher than the rail sidings that should not be a problem with containers.</p>	The land allocations for the proposed Ditton Strategic Rail Freight Park, including alternatives, were considered by the Halton UDP public inquiry and subsequently the UDP was adopted. The SPD cannot allocate alternative sites for the rail freight park.
		Road access to and from the F/Park are made easy by the close proximity of the roads, making the Ditton road a no through road would help contain the dirt smells and the pollution that can only be good for everyone who lives in Widnes.	
		Build houses on your proposed Freight park and you will have more people. People pay Council Tax.	As above.
		Are you building the proposed freight park on the wrong side of the Widnes and Runcorn bridge. Have you thought about the traffic impact it will have on the bridge, it will cause road chaos.	As above.
		The Ditton Road should be closed as it is a health hazard.	As above.
		<p>Respondee has included a map with comments form with the following statement.</p> <p>I hope you will be able to see the good points of this plan, and it will help to save the little and very precious uncontaminated green fields we have left, please don't destroy what little greenery we have in this dirty place.</p>	As above.
Helen Barrett Environment Agency	28th November 2005	The Agency supports the SPD in its aim of improving environmental quality and sustainability of the area. The main concerns from the agency will be any environmental constraints or impacts from development.	Noted.
		With regard to chapter 4.2 and contaminated land, the agency would request that in accordance with PPS23 any site investigation work is completed prior to an application being determined. The agency will assess impact to controlled waters and provide guidance where necessary.	Noted.
		Chapter 4.4 highlights that some of the area is liable to flooding. Please find enclosed a copy of the flood zone map for that area. Any development in these areas will need a flood risk assessment to accompany the planning application, this is in accordance with PPG25.	Noted.

Consultee		Comments	Response
		The watercourses in the area will need to be protected from development for ecological and practical reasons. Under the terms of the Water Resources Act 1991 and the land drainage Bylaws, the prior written consent of the Agency is required for any proposed works or structures in , under, over or within 8 metres on top of the bank of the river as well as flood defences.	Noted.
		We support the inclusion of SuDS in paragraph 5.2 and recommend it in any development where applicable.	Noted.
		PPG25 paragraph 25 recognises that there is a great need for brownfield regeneration and whilst certain development may not be suitable mixed development and the use of open spaces (7.3) may be preferable in flood risk areas.	Noted.
		The agency is pleased to see that the Council will seek to pursue environmental improvements through planning. With regards to any landscaping the Agency would want to see incorporation of native species in any development.	Noted.
Chris Parlane Director JH Davies Haulage Ltd	9th December 2005	Whilst we have no particular queries about the overall scheme, we are extremely concerned about how the access to our premises will be affected. We operate a fleet of HGV's and it would appear from what we can see that, as proposed, access will be difficult and we would therefore like the opportunity to discuss this potential problem with you.	The detailed design of the proposed road works associated with the HGV's by-pass and traffic management measures are not the subject of this SPD. However when detailed design takes place and any necessary planning applications are made, then the concerns of the business can be considered in detail.
		We have operated from this site for many years and employ over 30 people and do not wish to see anything occur that will prejudice our position here. Also we would not wish the service that we offer our customers to be affected in any way.	
Mr Robin Buckley Redrow Homes	9th December 2005	Redrow support the overall strategy for the Regeneration Action Area, particularly the need to stabilise and increase the population of Halebank to sustain local facilities. However, this is also essential if the Ditton Strategic Rail Freight Park (DSRFP) is to be developed in a sustainable manner, without creating significant long distance car borne commuting. This should be included as a specific aim of the overall strategy.	Noted.

Consultee		Comments	Response
Mr and Mrs William Wheeler Individual	9th December 2005	Health Safety Leisure Pursuits and Traffic Flow – the relief road taking the HGV's and other traffic out of the area of Halebank is very important and the users from this to and from this industrial park should be policed and made to follow designated routes, the area of Halebank Village and the hamlet of Halebank i.e. Halebank Road should not be used as a rat run by these huge dangerous vehicles as they are at present cycling, walking, jogging, running and other leisure pursuits are discouraged in the area by the activity of the traffic, industrial, HGV and others in this area.	It is the aim of the SPD proposals to ensure that HGV movements are diverted away from sensitive areas and reduce noise, pollution, health and safety concerns.
		It has always been of great concern that Council Planning Permission has been given to turn Halebank and area into a HGV and industrial park without having got the infrastructure of bridges and roads to and from the park causing a blight of noise, pollution health concerns and road safety issues to descend on the area.	As above
		As to the costs, huge costs!	
		Who is funding all these costs for the improvements to roads provision of roads in this area?	The use of developer contributions through 'Section 106 Agreements' will help to fund the highway improvements proposed by the SPD.
		Creating industrial HGV parks by bit planning has created this problem, which if with a forward vision and concept of good value, good environment planning may not have allowed this of businesses to arrive in a housing area.	
Vitti Osborne Cronton Parish Council	9th December 2005	The Parish Council has no observations on the proposal	Noted.
Mr Mike Goodwin Univar Limited	13th December 2005	Transport proposals – we would support option 2 for the area reserved for the future Highway scheme as option 1 would place the road adjacent to our flammable storage and very toxic storage areas which would obviously not be ideal in the case of a road accident. We have no other issues to raise on this plan.	Option 1 is the preferred option and it will be carefully sited and designed to ensure that the risk posed by vehicle movements to chemical storage areas will be minimised.
Mrs Margaret Fahey Halebank Community Action Group	13th December 2005	See Halebank Community Action Group representations	

Consultee		Comments	Response
Mr John Martin Fahey Halebank Community Action Group	13th December 2005	See Halebank Community Action Group representations	
Mr David Hodson Halebank Community Action Group	13th December 2005	See Halebank Community Action Group representations	
Mr Richard Hodson Halebank Community Action Group	13th December 2005	See Halebank Community Action Group representations	
Kim Longmire Halebank Community Action Group	13th December 2005	The people of Halebank would welcome the reopening of Ditton Station, which would of course contribute to the reduction of road use. The railway will need to get on with re-designing the Ditton Station bridge and strengthening it to improve the route in and out of Halebank.	Noted. Railtrack are actively working on a design to overcome the Ditton Station bridge strengthening problem.
		Hale Road from the Bridge should only carry 7.5 tonne wagons and cars so the village will be quieter and have less traffic. No HGV's should be allowed through the village.	The highway and traffic management proposals will divert HGV's away from Hale Road that runs through the village.
		The relief road from Ditton Station bridge should be started as soon as possible. It should be wide enough for the wide HGV's on Broughton way to pass each other. At present vehicles are left parked there, blocking the road. Halegate Rd and Halebank Rd should be for 7.5 tonne wagons and cars only, once the new road to the A4300, the Knowsley expressway is completed. This would also keep Hale free from the HGV's. The only acceptable use of these roads for heavier vehicles would be when an emergency is declared by the police.	These comments, although very helpful, cannot be addressed directly by the SPD's highway proposals as they are too detailed. These matters can be considered as part of the detailed design and implementation of the highway and traffic management proposals.
		Please note that until recently, whenever Forward Planning Speakers including Mr Brough mentioned the new road, they promised that it could be used by Halebank HGV's to reach the roundabout and clear the village. As this is to be a publicly built road, this should still be true.	These comments, although very helpful, cannot be addressed directly by the SPD's highway proposals as they are too detailed. These matters can be considered as part of the detailed design and implementation of the highway and traffic management proposals.



Consultee		Comments	Response
		At the junction of Halebank, Halegate, Hale Road and Merseyview Road there should be traffic lights as agreed by one of the planning officers at one of the recent December meetings, because the turning on to Hale Road offers a very limited view.	These comments, although very helpful, cannot be addressed directly by the SPD's highway proposals as they are too detailed. These matters can be considered as part of the detailed design and implementation of the highway and traffic management proposals.
		Whatever happens, the utility vehicles from the sewage works in Halegate Road should no longer be allowed to go along Hale Road, through the village, so should turn right into Merseyview Rd. An Alternative to these tankers going out into Cheshire several times daily should be considered eventually.	These comments, although very helpful, cannot be addressed directly by the SPD's highway proposals as they are too detailed. These matters can be considered as part of the detailed design and implementation of the highway and traffic management proposals.
		Traffic parking should be strictly adhered to cut down the dangers suffered at present where parking outside the Goldmine, the newspaper shop and Café, and Luke's chippy even on actual corners is illegal.	These comments, although very helpful, cannot be addressed directly by the SPD's highway proposals as they are too detailed. These matters can be considered as part of the detailed design and implementation of the highway and traffic management proposals.
Mr Stuart Allen Individual	14th December 2005	No development of any kind should take place on this site until a full planning application covering the whole development it warehouses, roads, sidings. In line with the planning inspectors report at the UDP and the Council's own planning guidance also a full Environmental Impact Study should be carried out before a planning application is excepted and I object to Council tax payers money being used to fund this development.	Noted
Miss Colleen Ditchfield Individual	14th December 2005	No development of any kind should be allowed to take place on this site in Halebank until a full Environmental Impact Study has taken place. There should be no landscaping done until a full planning application is granted and no Council tax payers money should be used to make this development more acceptable to a developer.	Noted. A phasing plan is to be included in the adopted version of the SPD.
Mr Bernard Allen F.O.H	14th December 2005	No industrial development should be allowed to take place in Halebank until the HGV relief road has been constructed. The houses are badly needed as is the relief road but I feel that the Council should ensure that there is no job losses if they C.P.O The Golden Triangle Complex.	Disagree. New industrial development will continue to be considered as long as it does not have an adverse environmental impact and may also help to make a financial contribution to the HGV route.
Mrs Marian Allen Resident	14th December 2005	The HGV relief Road should be constructed as a priority before any more industrial development is allowed to be built I agree with the housing being built but I am concerned about the loss of jobs if the Council CPO the Golden Triangle complex.	Disagree. New industrial development will continue to be considered as long as it does not have an adverse environmental impact and may also help to make a financial contribution to the HGV route.



Consultee		Comments	Response
Mr Robin Greenway C/o Robin Greenway & Co	15th December 2005	The Hale Estate are fully supportive of the Council's strategy for the Halebank Regeneration Area as a means of providing widespread improvements and increasing the pollution of Halebank. The results of such a strategy will assist in sustaining local facilities.	Noted.
		However, it is felt that the regeneration of Halebank is inextricably linked to the development of the Ditton Strategic Rail Freight Park and, in the interests of sustainability, policies should be adopted which ensure the provision of adequate quality housing in the immediate area without reliance upon long distance commuting for employees.	New housing development is being proposed in the Halebank area as shown in the Draft SPD.
Mr Eric Turner Tarmac	15th December 2005	The proposed new road indicated on maps 5,7 and 9 in the Halebank Regeneration Action Area, Draft Supplementary planning Doc will require the removal of Tarmac's ready mixed mortar batching plant.	It is acknowledged that the Company wish to continue in this location but there is no alternative route for the proposed new highway. The justification for the route is set out in both the DSRFP SPD and the Halebank SPD. Relocation of the business rather than its extinguishment will be an important consideration by the Council.
		The plant was established in 1988 and the lease has a further eight years remaining. The company's landlord is Halton B.C, Tarmac's mortar plant at Halebank is a very profitable business and the Company have invested considerable capital over recent years to keep the plant environmentally acceptable.	
		The company therefore wish to continue operating in this location.	
		Tarmac therefore object to the proposed new highway which will terminate their business in its present location. If a C.P.O is served for Tarmac to vacate the site prior to the end of the term the company will seek significant compensation for the loss of their business.	
		Tarmac would also like to comment on the lack of communication by the Borough Council on the Regeneration Project. It was by the chance that Tarmac became aware of the Council's proposals on the 14 December had it not been for this chance tarmac would not have met the 15 December deadline for comments.	The Council carried out extensive consultation to ensure that all affected parties were aware of the proposals. The Council apologise if this did not reach Tarmac.
Mr David Thompson Peel Airports (Liverpool) Ltd	15th December 2005	Liverpool Airport Plc requested that this chapter includes reference to Halton's Unitary Development Plan Policy 'Development within the Liverpool Airport Height Restriction Zone'.	There is no need to include this policy in the SPD because any planning application in this area would have to take this policy into account to comply with the UDP.
		It should also be noted that Liverpool Airport Plc should be consulted upon Planning Applications in accordance with Aerodrome Safeguarding Procedure.	Noted.

Consultee		Comments	Response
Mrs Flo Woodward Individual	16th December 2005	Stop HGV's going down Halebank Road. Several times they have been observed going up and coming back down. When followed they have gone onto Speke Road.	It is not intended to prevent HGV's from using Halebank Road. According to the Atkins Transport Study for Halebank, the number of HGV's using Halebank Road is very low in comparison with those using Hale Road, and westbound flows (45) is lower than eastbound (70). The proposed link to and from Merseyview Road to Pickerings Road is an important part of the HGV diversion scheme for Halebank.
		If the New Road plan for relieve of HGV been kept of our roads, we must not allow HGV to exit Mersey View to the west and all HGV to enter Mersey View Rd for access only from Pickerings Road and no other way.	
		We must remember Mersey View rd is use by the children and walkers to Pickerings Pasture and don't want any more pollution	
		Warehouses are great for Halebank.	
		We must not loose sight that the golden triangle employs about 250 people and they could loose their jobs.	Businesses on the Golden Triangle site displaced by housing development will have the opportunity for relocation.
Mr John Woodward Individual	16th December 2005	To link Mersey View rd with Pickerings Rd will put a lot more traffic on Mersey View Rd making is unsafe for families walking to Pickerings Pasture.	Road and junction design will ensure safe passage for pedestrians.
Mr Lesley Nuttall Individual	15th December 2005	Concerned about the road near out cottages also pathway being so close.	These comments concern the possible future route for vehicles from the rail freight park at Site 253 having direct access to the A5300 Knowsley Expressway. This is not a requirement of the development of this site although it remains to be safeguarded as a future road link. If any proposed road link comes forward, the effect on residential amenity will be a way of consideration. These are detailed matters that will be considered as part of the consideration of any planning application on Site 253.
		We are going to have traffic 24/7. Also our cottages are going to devalue	As above
		We will have no privacy what ever.	As above
		So can't other options be taken in to account of the road being so close.	As above
		Also the emergency road has to be moved	As above
Mr Dominic Fahey Individual	15th December 2005	Page 15: concerned about noise levels ie the loading and unloading of freight containers. The earth mounds should be as high as is physically possible. 4m might be adequate visually but it may not block the noise.	These are detailed matters that will be considered as part of the consideration of any planning application for development on site 253.

Consultee		Comments	Response
		Page 27: all lighting should face inwards and down.	As above
		Page 18: All highway construction and development diverting traffic away from residential areas should be completed before any construction to rail freight terminal starts.	As above
		Diversion measures must be put in place before any development. As quality is already at poor levels.	As above
		Page 26: if the landscaping is carried out prior to freight terminal buyer actually being found it will change the land use and it will become another industrial area, and the land will be lost to agriculture and the greenbelt hence rendering it waste land. The landscaping may not be suitable for other usages.	There is a clear expectation from the evidence presented at the UDP public inquiry that there is demand for this proposed development for a rail served warehouse. Any other industrial development will be against planning policy.
Mr John Maxwell Friends of Halebank	15th December 2005	We are concerned about the future of the Golden Triangle. Although there are no major companies based there, looked at as a whole, it is probably the largest source of employment for the inhabitants of Halebank. We understand nearly 300 hundred individuals are either employed or are self employed on the Golden Triangle. A significant portion of them live in Halebank. Since Asda closed, a considerable number of local jobs have disappeared. We believe it is important that local people can have local jobs they can reach on foot if necessary.	The Golden Triangle site has been identified as being suitable for housing development in order to help increase the population of Halebank and underpin the sustainability of the neighbourhood. It is of course up to the owners to decide whether they want to re-develop the site.
		It is our view that, whilst we understand the need to use the land for a different purpose, any local plan must have, as an absolute imperative, provision to "re-house" all of the Golden Triangle businesses within walking or cycling distance of the centre of Halebank.	Consideration will be given to help any businesses affected by redevelopment to find alternative premises.
		We are concerned that strict limits are placed on industries which deal with either toxic products or which create contamination. Further, unless the relief road is a certainty we are against any further industrialisation which may result in any increase in HGV traffic however small.	Existing Halton planning policies deal with pollution and risk matters. These are sufficient to deal with planning application proposals in the Halebank area. However new business developments will be restricted to B1 use in accordance with UDP Policy RG5 Action Area South Halebank.

Consultee	Comments	Response
	<p>The removal of HGV's is an absolute priority. In the main we approve of the ideas set out but they take no account of Hale Bank Road. Once the road schemes set out in purple have been accomplished. We see no necessity for there to be any HGV access to Merseyview Road from the West. If it remains, a natural shortcut for Liverpool/Speke/Garston traffic will be used by HGVs. We accept it is impractical to place a weight limit on Hale Bank road itself BUT there are no such impracticalities for Merseyview Road. The removal of HGV access in or out of Merseyview Road from the West will not cause any business premises to become inaccessible by road and is considerably easier to manage than any other form of control. Given the prospect of more residential property being developed on Merseyview Road, and it being the sole means of vehicular access to Pickerings Pasture, the removal of HGV's will improve that part of the environment as well as reducing the nuisance of HGVs on Hale Bank Road.</p>	<p>It is not proposed to prevent HGV's from using Halebank Road and entering Merseyview Road from the west. According to the Atkins Transport Study for Halebank, the numbers of HGV's using Halebank Road is low in comparison with those using Hale Road. The proposed link from Merseyview Road to Pickerings Road is an important part of the HGV diversion scheme for Halebank.</p>
	<p>We are concerned about the financing of these road relief schemes. Frankly we do not see that hoping for funding from developers is an appropriate approach. As we see it, the scheme would largely depend upon finding a developer for the Freight Park but none is yet forthcoming. Further, we doubt that any attempt to impose a Planning Condition to pay for roads specifically excluded from use by the developers or the users of a freight park, would survive Judicial Review in being too far detached from the actual User of the land in question.</p>	<p>Funding from developers can be an appropriate approach. Where the existing highway infrastructure is inadequate and there is a plan to improve it, new development should contribute to the cost of improving it. This is in line with Government Planning Policy on "Planning Obligations" (see Circular 1/93) and the use of "Section 106 Agreements" under the Planning Act. It is also in line with Policy S25 on Planning Obligations in the Halton UDP.</p>
	<p>Further, suppose no developers come along within a reasonable period of time? These "plans" will remain an interesting exercise to gather dust along with all the other regeneration plans for Halebank. We do not want interesting theoretical solutions which, apart from being something for a Planner to put on his or her CV at the next job application, have no practical benefit.</p>	

Consultee		Comments	Response
		We believe that Halton must reconsider its funding plans. It does seem to us that the funds may be available in any event. The Council seeks to develop landscaping around part of the Freight terminal. This is a planning consideration which ought properly to be imposed on the developer rather than, as it the present intention, being funded by Halton. As our submission on the Freight Depot points out, any such development is entirely premature in any event.	See below.
		We believe the cost of the landscaping etc. will be roughly the same as the cost for the new road scheme, although we are happy to be challenged on this point if we are wrong. These funds ought properly to be diverted to the more appropriate development of the relief road. If this is not possible, realistic funding alternatives must be explored otherwise the whole scheme will fail.	Noted. The SPD is a planning policy document and does not deal with funding matters for the infrastructure, except for that which can be achieved through the negotiation of planning obligations through Section 106 Agreements.
		We recognise the need for more housing in Halebank, with an emphasis on the type of properties which younger people can afford. Some reservations have been expressed about development on Claggate Crescent but otherwise housing development as set out is acceptable.	Noted.
Dianne Wheatley GONW	16th December 2005	Section 7.14.2: the reference to 'requiring planning gain' should be changed to 'seeking planning obligations' as policy S25 refers to seeking contributions/s106 obligations	Noted. Text amended.
		Para 7.6: this paragraph refers to a new district centre. This is confusing in terms of the retail hierarchy: references in the UDP are to a neighbourhood centre/shopping area at Halebank. This section should be amended accordingly so that the appropriate scale of centre is indicated in the SPD: a district centre would be much larger than a neighbourhood centre: see PPS6 annex A. It should be made clear that the decision to re-site the centre was one which was subject to the development plan process, in accordance with PPS6. Reference should also be made to policy TC9 in the UDP	Noted. Text amended.
		Section 8.4: this should refer to the draft SPD on design of new industrial and commercial developments, in the same way that the residential development section refers to the residential design SPD, taking into account the need to make environmental improvements to the area.	Noted. Text amended.
David Hardman United Utilities		Map 7 of the three greenspaces shown, the north easterly one has two public sewers crossing. Deep rooted shrubs and trees should not be planted in the vicinity of underground/ overhead utility services.	Noted.

Consultee		Comments	Response
		The level of cover to our utility services must not be compromised either during or after landscaping works.	Noted.
		Map 8 Five of the six areas for improving visual quality through landscaping and boundary treatment include underground utility services.	Noted.
		Deep rooted shrubs and trees should not be planted in the vicinity of underground/ overhead utility services. The level of cover to our utility services must not be compromised either during or after construction.	Noted.

# Proposed Final Amendments

## Ditton Strategic Rail Freight Park SPD

Proposed amendments to text of draft SPD in response to representations.

Paragraph 3.5 – add the following text:

Sites outside the core areas for the freight park, as defined by the Halton UDP, are included in the wider boundary of the SPD. This is so that all land with the potential for development in association with the rail freight park is considered. It is also because it needs to take account of and control development on adjoining sites that may have an impact on the operation and possible expansion of the rail freight park. The policy of the SPD affecting adjoining land currently in industrial use is careful to point out that the existing use is expected to continue and would apply only if the existing use was to cease and be redeveloped. The SPD therefore gives explicit support to the rail freight park development on adjoining land and establishes the principles to be applied on it.

### Reason

The Inspector's report of public inquiry into the Halton UDP and Policy E7 of the UDP both describe reasons for including land outside of the core area Sites 253, 255 and 256. This needs to be explained in the SPD.

Para.3.5 add paragraph suggested by the NWRDA as follows:

The North West Regional Development Agency envisages that Ditton will be developed as a modern inter-modal exchange, logistics and strategic rail freight facility serving, in particular, the needs of Merseyside, North Wales and the Cheshire sub-region, with potential links to Liverpool Airport and Port of Liverpool. We envisage that Ditton will:

- accommodate strategic distribution development;
- accommodate businesses that will utilise the railway for the transportation of freight; and
- provide a significant number of jobs for local people.

Strategic regional sites should act as flagship developments for the North West, accommodating the needs of inward investment and indigenous business. Standards of design, energy conservation, landscaping, quality of construction and urban design should ensure that all new development at the site contributes positively to environmental quality. There should be a presumption in favour of innovative and quality architectural design solutions on the site.

### Reason

This reflects the part that the rail freight park will play in the wider economic development context for the North West region.

## Paragraph 7.6 Accessibility

Amend second bullet point as follows:

- “Direct movement of goods vehicles from Site 253 to the local road network in Halebank will not be permitted except for emergency access”.

Amend third bullet point as follows:

- “A new road system is required to connect Sites 253, 255 and 256, and incorporates measures to actively discourage the direct movement of goods vehicles from these sites to the local road network in the Halebank area”.

Delete fourth bullet point and replace with the following:

- “A range of options have been considered within the Masterplan and SPD process for linking Site 253 to the A562 (Speke Road) and A5300 (Knowsley Expressway). It is considered that access to the A562 would be preferable by making use of a re-built Ditton Station bridge. Direct access to the A5300 (Knowsley Expressway) is not necessary for the development of Site 253, but the layout of the site should allow for this as a longer term possibility, avoiding Halebank Road except for emergency access.

## Reasons

This is a reflection of the UDP Inspector’s report which concluded that access to the A562 may be possible by making use of a re-built Ditton Station bridge with separation of rail freight park traffic movements. He concluded that a new direct A5300 link need not be a requirement of policy. Subsequently the costs and feasibility of road links to Site 253 have been investigated and Network Rail are co-operating in a design solution to Ditton Station bridge. This has led to a preferred connection via a re-built bridge.

Add the following section:

## Impact on Residential Areas

- “Development should include mitigation measures for noise and light pollution such as landscaped buffers and a separate road system for HGV’s as set out in the UDP Policy E7 and described more fully in this SPD.

## Reason



Although the Halton UDP policies would require any development proposal for rail freight development to minimise its impact on the amenity of nearby residential areas, it is worth re-emphasising in this SPD.

#### Ease of movement

Delete the following text:

'For example, works to improve the footpath tunnel linking site C(255) to St. Michael's Road will be expected.'

#### Reason

This is no longer appropriate due to barriers resulting from the proposed creation of new road and rail links within the site.

#### Paragraph 7.6 Sustainability

Add to text "Some of these may need to be addressed as part of a formal Environmental Impact Assessment".

#### Reason

This is to make clear that certain development proposals will have to be assessed through an EIA in accordance with the EIA Regulations, and this will need to accompany any planning application.

#### Site A (UDP Site 253)

Amend text as follows:

##### Development Constraints

- adjoining Conservation Area on Halebank Road.
- sludge pipeline crosses the site but will need to be diverted to accommodate the proposed development

##### Development Principles

- Landscape buffers to south east and south west to screen the proposed rail served warehouse and associated infrastructure from surrounding residential areas, in order to minimise noise and light pollution.
- Proposed greenspace to western boundary. The exact position of this western boundary can be decided in more detail as part of any planning application, but development cannot encroach over the Green Belt boundary.

Delete bullet point

- "creation of road and bridge link to A5300/A562" and replace with

- “access to the A562 would be preferable by making use of a re-built Ditton Station bridge. Direct access to the A5300 (Knowsley Expressway) is not necessary for the development of Site A (253), but the layout of the site should allow for this as a longer term possibility, avoiding Halebank Road except for emergency access”.

Delete bullet point:

- “improvement of and access to Lovell’s Hall” and replace with
- “there is an opportunity to improve the site of Lovell’s Hall which is the remains of an ancient moated house and an “ancient monument”. Public access could also be improved, provided the monument is protected. A scheme should be drawn up in consultation with the Council’s advisor on conservation and archaeology and English Heritage”.

Delete bullet point

- “the provision of a road to link the site with other sites” and replace with
- “the provision of a road system to link Site A (253) with Site B (256) and Site C (255) within the DSRFP will be sought through a condition and/or planning obligation in order to discourage the movement of goods vehicles from the site to the local road network. This road system should also enable a link to the strategic road network via a re-built Ditton Station bridge to the A562”.

### Reasons

These proposed amendments expand and explain the development principles, particularly with regards to clarifying the road access principles.

### Site T

Add to “Amenity Open Space” as follows:

“only when the site is made safe for public access through a suitable land reclamation scheme”.

### Reason

This is to make clear that the site, a former chemical tip, although having longer term potential for open space use can only be open to public access if made safe.

Add new Section 9 as follows:

### Phasing

Following public consultation on the draft DSRFP SPD and the feasibility work that has been undertaken to consider the infrastructure requirements of the development of the rail freight park, the following phasing programme has been devised. This programme is necessary in order for the SPD to comply with Policy E7 of the Halton UDP. This requires that a 'phased strategic inter-modal rail freight park will be developed on land at Ditton, Widnes in accordance with an overall Masterplan to be approved as supplementary planning guidance'.

The phasing of development and infrastructure is as follows:

1. Development should commence on Site 255 in accordance with planning permissions granted for rail freight development.
2. Sludge main pipeline diversion on Site 253.
3. Implementation of structural landscaping on Site 253, in accordance with the planning permissions.
4. Design and planning permission for rail sidings on Site 256.
5. Design and planning permission for re-building of Ditton Station bridge.
6. Design and planning permission for east/west link road and link to primary route network to service Sites 253 and 255.
7. Construction of rail sidings of Site 256.
8. Re-construction of Ditton Station bridge.
9. Construction of east/west link to primary road network to service Sites 253 and 255.
10. Design and planning permission for the rail served warehouse on Site 253 .

### Maps

Figure 3a            Extract from Unitary Development Plan. Add key from the UDP for clarity and interpretation.

Figure 6            Delete public footpath link between Site C (255) and Ditton Road.

### Reason

This is no longer appropriate due to barriers resulting from the proposed creation of new road and rail links within the site.

## Halebank Action Area SPD

Proposed amendments to text of draft SPD (September 2005) in response to representations.

Paragraph 6.3.4 (6)

Delete

‘re-orientate businesses to face and use Pickerings road instead of Mersey view Road to create new access onto Pickerings Road and remove access onto Mersey View Road’

Change to:

“When an opportunity occurs, through redevelopment of existing premises, consider the re-orientation of individual premises to the north of Mersey View Road to create a new access onto Pickerings Road and remove any existing access onto Mersey View Road”.

Map 8

Delete symbol and key for ‘re-orientate businesses to face and use Pickerings Road instead of Mersey View Road’.

Reasons

It is acknowledged that this requirement would be too onerous and disruptive for existing businesses who rely on access onto Mersey View Road. However, if these premises become available for redevelopment, then this would be the opportunity to explore the feasibility of creating a replacement access onto Pickerings Road, thereby reducing heavy vehicle movements onto Mersey View Road.

Paragraph 6.3.1

Amend bullet point:

- ‘connecting the freight park to the A5300 at its western end’ and replace with
- ‘connecting the freight park to the A562’.

Reason

This is to ensure that this reference is in line with the relevant UDP policy and the DSRFP SPD that remains flexible about how Site 253 is connected to the strategic road network.

Paragraph 6.3.4 (3)

Amend ‘closure of access from the AHC warehouse site onto Foundry Lane’ and replace with ‘provide for a link from the AHC warehouse site onto the proposed new road link between Foundry Lane and Hale Road to allow for a road connection between the east and west parts of the proposed Ditton Strategic Rail Freight Park’.

Reason

This will allow for a road connection between Sites 253 and 256 to the west and Site 255 to the east, that is required by Policy E7 (f) of the UDP.

Maps 5, 7 and 9

Delete Option 2 for the proposed road link between Pickerings Road and Mersey View Road.

Reason

Option 1 is the preferred route for the link because it is a better and safer highway design for its junction with Pickerings Road, and it currently passes through undeveloped land. As such it would not require the relocation of any businesses.

Maps 7 and 9

Revise boundary for 'area reserved for future highway scheme'.

Reason

More detailed road design work has resulted in a change to the southern extent of any highway works, and this will in turn affect the area of land available for future housing development.

Paragraph 7.14.2

Delete 'require planning gain' and replace with 'section 106 planning obligations'.

Reason

This is to ensure the wording of the SPD is in line with the UDP Policy S25 that refers to seeking contributions/Section 106 obligations.

Paragraph 8.4

Add new Paragraph 8.4.3 as follows:

'New employment development should also conform with the Council's SPD on Design of New Commercial and Industrial Development (February 2006).

Reason

This SPD has been adopted subsequent to the preparation of the draft Halebank SPD.

Paragraph 7.6

Delete reference to 'District Centre' and replace with 'Neighbourhood Centre'.

Reason

In the retail hierarchy a 'District Centre' would be much larger than a 'Neighbourhood Centre'.

**REPORT TO:** Executive Board

**DATE:** 21 September 2006

**REPORTING OFFICER:** Strategic Director - Corporate & Policy

**SUBJECT:** Local Area Agreements

**WARDS:** Boroughwide

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

A Local Area Agreement (LAA) is a 3-year protocol that sets out the priorities for a local area. This must be agreed between central government and the area itself, as represented by the lead local authority and other key partners through Local Strategic Partnership. Government has stipulated that Halton will be in Round 3 of the programme. This means that an Agreement must be negotiated by next April. The purpose of this report is to update the Board on the process and progress to date.

### **2. RECOMMENDATION:**

It is recommended that the Board:

Endorse the draft agreement and agree its submission to Government Office by the 30 September deadline.

Agree that the Leader and Chief Executive be given delegated powers to make any necessary drafting amendments to the submission following Executive Board.

### **3. SUPPORTING INFORMATION**

LAAs are meant to join up, focus and simplify the administration of neighbourhood renewal activity which utilises external funding. They provide a framework for partnerships to grow and develop and are a tool for driving efficiency. Whilst currently limited in scope, there is every indication that Government would like to extend LAAs in the future to cover elements of mainstream and statutory activity. Normally, LAAs are based upon four blocks established around the shared priorities for Government:

- Enterprise & Economic Development
- Healthier communities, and older people
- Safer and stronger communities
- Children and young people

The concept of an LAA is that it will spell out the priorities and targets for local well being, based on outcomes which reflect local and national priorities. These then form the basis of an agreement between an LSP and government departments that sets out the aims and funding requirements for activities that lie outside mainstream services – the special initiatives. This approach acts as the

basis for a negotiated settlement between an LSP and government on the overall level and pattern of 'additional' spending in an area over three years. Overall they reduce the complexity of funding arrangements by allowing more flexibility in the use of government monies and streamlining bureaucracy. As a starting point the Government has set out in its guidance a range of key mandatory outcomes and targets that every LAA must include. It is then for local discretion what other outcomes should be pursued in pursuit of local goals, which should derive from the Community Strategy. The Board will be aware that the priorities agreed in the Community Strategy largely mirror the four blocks, with the addition of Urban Renewal. Government allow local flexibility in how LAAs are structured. Therefore, the starting point for the Halton LAA is that it is being framed around our agreed five priorities rather than the four blocks.

LAAs do not carry with them extra funding, apart from a reward element. However, this is merely a rebranding of the financial rewards of local public service agreements (LPSA 2). Halton has already negotiated its LPSA2 and agreed its targets and arrangements for dividing pump-priming monies. Therefore, the LPSA2 will be incorporated into the LAA.

Government has set out a fairly specific timetable for the process leading to the adoption of an LAA. This is as follows:

- By end **September** - areas submit first draft LAAs to GONW. These must include outcomes, indicators and indicative targets, funding streams, the business case for Enabling Measures, a draft Statement of Community Involvement, and partnership arrangements.
- By **December**, final drafts must be received by GONW. Ministerial sign-off will be during February 2007, with LAAs being implemented from April 2007.

It is clear that we have in place many of the building blocks in Halton that will enable a strong and robust LAA to be put in place. These include established governance framework for the Halton Strategic Partnership. The Priorities Process, our strategic planning process is complete, and we have a new Community Strategy framed around the LAA structure. The LSP has the task of managing the process forward and shaping the agreement. The following key steps and milestones to help trace the path for the rest of the year:

- Halton Strategic Partnership Board consider LAA 13 September
- Executive Board Endorse Draft LAA 21 September
- Submit draft LAA to GONW 29 September
- Negotiation Process Oct/Nov
- Exec Board/LSP Formal Endorsement to Final LAA (Dec)
- Final Submission – Xmas

This is obviously only a skeleton of the process and overlays a great deal of activity. There was a major partnership event in July to consider the framework for the agreement. Partners have put in a great deal of work over the summer to draw up the first draft of the LAA. Attached as an Annex to this report is the initial draft of the Agreement. Executive Board is asked to agree this prior to its submission to Government Office by the end of the month. The core of the submission is the Outcomes Framework (Appendix B). This re-presents the outcomes and targets from the agreed Community Strategy in the format demanded by Government for the LAA. Hence the Halton approach is to largely view the LAA as the implementation plan for the Community Strategy.



Underpinning the outcomes framework is an attempt to “prioritise the priorities” by articulating a small number of transformational issues that demonstrate the crosscutting and joined up approach to achieving the Halton vision. These four issues – liveability, anti-social behaviour, alcohol harm, and employment and skills – are largely self selecting based on expressed community needs, the State of halton Report and the recent LSP review. By focussing on these many of the overall outcomes and targets would be achieved. The LAA would look to provide a greater focus on these areas, particularly given the impact they have across all priorities. The overall objective would be to push harder in those issues that we know will have a positive impact across the priorities in the Community Strategy.

It will be understood that the draft is very much a work in progress. Any changes that have arisen from partnership meetings or comments from Government colleagues since its circulation to the Board will be reported at the meeting.

#### **4. POLICY IMPLICATIONS**

A Local Area Agreement (LAA) is a 3 year agreement that sets out the priorities for a local area, agreed between central government and a local area, represented by the lead local authority and other key partners through Local Strategic Partnerships. Halton will negotiate an appropriate Agreement to come into force by next April. The LAA provides a service improvement tool for helping to implement Halton’s adopted Community Strategy.

#### **5. OTHER IMPLICATIONS**

None.

#### **6. RISK ANALYSIS**

The final LAA will include proposals for a robust risk management process. This will focus attention and resources on critical areas, provide more robust action plans and better-informed decision-making.

#### **7. EQUALITY AND DIVERSITY ISSUES**

The LAA will be based on the same values that underpin the Community Strategy, of which a commitment to equality and diversity is paramount. The LAA reinforces this value-driven system of partnership working.

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

None

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(Final Draft: 7 September 2006)

**Halton Local Area Agreement:**

**Introduction**

A Local Area Agreement (LAA) is three-year agreement, based on local Community Strategies that set out the priorities for a local area agreed between Central Government (represented by Government Office North West - GONW) and a local area, represented by its Local Strategic Partnership (LSP) – in our case the Halton Strategic Partnership. LAAs relax central government constraints and allow better decision-making at the local level. Greater freedoms provide the opportunity to think innovatively, and develop new solutions to local priorities.

This LAA has been prepared in accordance with these principles. The Community Strategy is key, and provides an overarching framework through which the corporate, strategic and operational plans of all the partners can contribute. The LAA provides a mechanism by which key elements of the strategy can be delivered over the next three years.

**Background**

Making Halton a better place to live and work presents some major challenges and opportunities for us all. This LAA sets out the steps we need to take together to bring about real improvements that will change lives for the better. In particular, we need to achieve real progress on five strategic themes that are set out clearly in the Community Strategy and mirrored in this LAA:

- A Healthy Halton
- Halton's Urban Renewal
- Halton's Children and Young People
- Employment, Learning and Skills in Halton
- A Safer Halton

These priorities have been derived from what local people feel is important, and from the facts and figures about conditions in Halton.

Halton is a largely urban area of 118,900 people. Its two biggest settlements are Widnes and Runcorn that face each other across the River Mersey, 10 miles upstream from Liverpool. The population of Halton was in decline for over a decade, but has recently started to increase. Between 1991 and 2002 the estimated Borough population decreased by 6,500 people from 124,800 to 118,300 in 2002. However, in 2003 there was a small increase in the population and between 2003 and 2004 the estimated population increased by 500 people.

As a result of its industrial legacy, particularly from the chemical industries, Halton has inherited a number of physical, environmental and social problems. The Council has been working hard to resolve these issues ever since the Borough was formed in 1974. Gaining unitary status in 1998 has helped to co-ordinate more activity over a wider front and increased the resources the Council, and its strategic partners, have been able to invest in Halton. However, there still remains much to be done.

Halton shares many of the social and economic problems more associated with its urban neighbours on Merseyside. The latest Index of Multiple of Deprivation (IMD) for 2004, not only contains some of the latest data available, but also is one of the most comprehensive sources of deprivation indicators, as some 37 different indicators are used. It shows for example that overall, Halton is ranked 21<sup>st</sup> nationally (a ranking of 1 indicates that an area is the most deprived), but this is 3<sup>rd</sup> highest on Merseyside, behind Knowsley and Liverpool, and 5<sup>th</sup> highest in the North West. St Helens ( 36<sup>th</sup>), Wirral (48<sup>th</sup>) and Sefton ( 78<sup>th</sup>,) are way down the table compared to Halton.

The Index of Multiple of Deprivation for 2004 suggests that Deprivation has improved in the Borough. In 2004 the IMD ranked Halton as 21<sup>st</sup> most deprived Authority in England for rank of average score compared to a rank of 16<sup>th</sup> in the 2000 Index. The proportion of Halton's population in the top category (i.e. the top 10% of wards in 2000 and the top 20% of super output areas in 2004) has also decreased from 54% in 2000 to 50% in 2004. However, there is still room for improvement. Halton's concentration of deprivation has gone up from 38<sup>th</sup> position in 2000 to 20<sup>th</sup> worse in England in 2004. Concentration is a key way of identifying hot spots of deprivation within an area. Within Halton there are 6 super output areas in the top 975 Super Output Areas in England, i.e. within England's top 3% most deprived. The highest neighbourhood is ranked 193<sup>rd</sup> out of 32,482 and is situated in southern Widnes. Clearly there remains much to do.

Bespoke research to get a better picture of life in Halton was commissioned in 2005. The Local Futures Group produced a 'State of the Borough' Audit of economic, social and environmental conditions. This is a timely and necessary assessment of the challenges and issues that face Halton. Performance is assessed according to how well the borough scores on a range of carefully selected benchmark indicators of economic, social and environmental well being. It provides a perspective on the state of Halton by looking at how it compares with other districts, how it rates within the North West region, and also how it performs compared to the country as a whole.

The Audit demonstrates that the borough is performing well in terms of its current economic performance and structure. However, the level of human capital and trends in economic growth may present problems for the future. This is particularly so given the district's poor performance in terms of social and environmental indicators, which may create difficulties attracting the best qualified people to the borough. Halton's performance on education and skills, and low levels of home ownership points to problems of inclusiveness, with groups of residents not sharing in the current levels of economic prosperity.

## **Moving Forward**

This local area agreement sets out a clear vision of making changes across many issues that will make a big difference to life in Halton. It aims to give people opportunities and choice. We want to build people's aspirations and abilities so they can exercise greater control and choice in their lives. Having done so we want to ensure we provide the quality of life and opportunities locally so that people choose to live and work here. This approach mirrors that set out in the recently adopted Community strategy.

The key challenge is how best to frame the response to the major issues that Halton faces through the LAA. To do this we intend to focus heavily on those challenges and

through the LAA to channel extra resources year on year into efforts to achieve challenging targets in each chosen priority area. We know that normally, LAAs are based upon four blocks established around the shared priorities for Government: However, the priorities agreed for the Community Strategy were framed with the advent of the LAA in mind. They largely mirror the four blocks, with the addition of Urban Renewal. Local flexibility in how LAAs are structured is allowed. Therefore, the starting point for the Halton LAA is that it is being framed around our agreed five priorities from the Community Strategy rather than the four blocks.

The strategic framework of the LAA is largely drawn from the Community Strategy. The following sections summarise our strategy and approach.

### Vision

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

### Priorities

- **A Healthy Halton** - To create a healthier community and work to promote well being - a positive experience of life with good health
- **Halton's Urban Renewal** - To transform the urban fabric and infrastructure, to develop exciting places and spaces and to create a vibrant and accessible borough
- **Halton's Children and Young People** - To ensure that in Halton children and young people are safeguarded, healthy and happy
- **Employment, Learning and Skills in Halton** - To create an economically prosperous borough that encourages investment, entrepreneurship, enterprise and business growth
- **A Safer Halton** - To ensure pleasant safe and secure neighbourhood environments where people can enjoy life.

### Approach

- **Closing the gap** between the most deprived communities in the borough and in Halton overall.
- **Tackling inequality** and promoting community cohesion, so that no community is disadvantaged.
- **Making what we do sustainable** so that our quality of life is protected and enhanced for the benefit of current and future generations.
- **Investing in preventative activity** that stops problems occurring rather than paying for actions to fix things that are going wrong. We need to invest more in success, rather than in failure.

### Principles

- **Leadership** – the Partnership's role is to give clear strategic leadership to the borough and enable people to make the necessary contribution to make a difference.

- **Fair and inclusive** – promoting equal access to opportunities and facilities. This includes the need to positively target activity at the most deprived geographical areas or particular groups of people.
- **Good value** – being economical, efficient and effective in delivering 'Best Value' for the public.
- **Collaborative** – this is about collective responsibility for making things better and embedding partnership approaches in everything that we do.
- **Evidence-based** – ensuring we learn from best practice elsewhere and make good use of research about what works in addressing the borough's priorities.

### **Strategic Focus**

This LAA is concerned with addressing social exclusion. This is about what happens when people face a multitude of problems such as poor housing, high crime, poor health, worklessness, discrimination and poor relationships. The people of Halton, and a focus on responding to their full range of needs, are the key cross cutting theme that underpins this strategy. The needs analysis allows us to anticipate likely changes and plan accordingly. We want to sustain progress and increasingly provide a much greater range of opportunities, and the ability to take advantage of them. We want to sharpen up service delivery and focus on the things that will make the most difference. The key measure of whether service delivery is transformed is how far and how fast we can narrow the gap in outcomes for the most disadvantaged in Halton, as measured by comparison with both Halton and national averages. Our ways of working will focus on:

- Poverty and material deprivation
- Choice and quality in neighbourhoods and housing
- Equality of opportunity for everyone and ending discrimination.
- Responding to the needs of older people as the population ages
- Policies and programmes that look forward and help to achieve sustainable development

The LAA has developed out of the established partnership structure and strategic planning process. It is important that it adds value to the established landscape of partnership plans and activity. It can do this by helping to refocus current activity and drive concerted actions on key challenges, neighbourhoods and target beneficiaries. Using evidence and intelligence we intend to close the gap between the most deprived people and places and national norms.

### **Transformational Issues**

The question that the Halton Strategic Partnership has been addressing is: What added value can be brought by an LAA to existing partnership frameworks and activity? The partnership believes that the answer lies in using the LAA to focus on a small number of issues, which, if we were successful at addressing, would make a

significant improvement to the quality of life in the Borough. These transformational issues have been identified on the basis of two criteria:

- those where progress has not been as significant as we would have liked – identified from statistics, public perception and concern, areas for focus in recent LSP reviews.
- those which would have a positive impact across a range of our objectives and targets.

We want the LAA to bring a greater concerted effort to those key issues. We want the LAA to focus on our most intractable problems, and in doing so make a significant impact upon them. It has been agreed that the following four areas best fit the two criteria outlined above - Employment & Skills; Alcohol Harm reduction; Anti-Social Behaviour; and, Liveability

We intend to use the “energy” and focus an LAA brings to make measurable progress in those intractable areas. Our intention is to use these as a means to exemplify the joined up nature of how the Halton Strategic Partnership addresses key issues which cut across all five blocks of the LAA. The following table gives a summary of the current position on the four transformational issues

#### Alcohol Harm

*Why is this an issue?*

Alcohol misuse can be a source of considerable harm. The National Alcohol Harm Reduction Strategy identifies certain critical harms connected to alcohol misuse:

- Health – up to 22,000 premature deaths per year
- Crime and antisocial behaviour – 1.2 million associated violent incidents per year
- Loss of productivity and profitability – calculated at £6.4bn. per year
- Harms to family and society – between 780,000 and 1.3 million children are affected by parental alcohol problems

Halton itself suffers from more than its fair share of alcohol related issues. A recent study on alcohol misuse in the North West conducted by the North West Public Health Observatory, highlights Halton’s position against some of the key indicators for alcohol. On all indicators Halton ranks in the worst 5 districts (out of 43 areas)

During 2005 an alcohol survey of year 10 and 11 pupils in Halton was carried out.

These were a few of the results:

- A higher than average proportion of 15-16 year olds are drinking alcohol in Halton – 92%. (North West 88% and 93% across Cheshire).
- 40% of teenagers surveyed claim to drink in pubs.
- 50% of teenagers surveyed claim to get their alcohol from their parents.

*How will we work to address this issue across the LAA?*

The cost of alcohol misuse, both social and economical provides serious cause for concern in Halton, particularly given the latest statistics. We know that if we can reduce alcohol harm across the borough we will make an impact on improving a range of associated issues. For example, these would include health, crime and community safety, employment, liveability, regeneration and educational attainment.

*How will we work differently?*

No single partnership or agency can act alone on such a complex issue. In order to meet the significant challenge of reducing the harm caused by alcohol the different components of the partnership structure in Halton must recognise the relevance of alcohol to their core business and must include it as a cross-cutting issue.

A multi-agency task group has been established and a comprehensive Alcohol Harm Reduction Strategy developed. An Alcohol Intervention officer is about to be appointed, whose primary purpose will be to ensure the delivery and implementation of the Strategy and Action Plan.

*How do we propose to deliver on this area?*

In order to deliver on this area of the LAA we intend to focus on 5 key priorities, which bring together the strategic priority areas identified in Halton's Alcohol Harm Reduction Strategy. These are **Health, Crime and Licensing, Children and Young People, Workplace and Communities and Regeneration**. Under each area we have picked the key outcomes and targets that we feel the LAA can help us to achieve. This action plan will be monitored and delivered by the Alcohol Task Group and will sit alongside the main Alcohol Harm Reduction Strategy and action plan. Relevant SSPs will also need to take responsibility for outcomes relating to their priority area.



## Employment & Skills

### *Why is this an issue?*

Since the mid 1990's the number of people employed in the United Kingdom has risen. However, for some areas of the country such as Halton, this masks the stubbornness of the rates of economic inactivity that have largely stayed the same. Despite a concentration on residents who are unemployed, there is a much larger group of working age people that are economically inactive, many of which want to work. In May 2006 36% of the Halton population were economically inactive.

The analysis of the spatial concentration of economically inactive in Halton shows that 6 wards have inactivity rates at or in excess of 25% - Castlefields, Windmill Hill, Halton Lea, Kingsway, Riverside and Grange.

### *How will we work to address this issue across the LAA*

The LAA mirrors the strategic priorities of the Community Strategy which were arrived at through extensive consultation with both the community and partners and research and analysis into the prevailing conditions within the borough. Although the worklessness agenda and associated strategy lie within the Employment, Learning and Skills Strategic Priority, inroads can only be made to addressing the issue through a comprehensive cross partnership and multi-agency approach.

The structure of government funding often prevents pooling as national organisations lack freedom due to the existence of nationally delivered schemes. This is an area for further consideration within the context of this Local Area Agreement.

### *How will we work differently?*

It is evident that there is a need to achieve a step change in employment related work if the level of worklessness in Halton is to be significantly reduced. The key elements in achieving this should include -

- A formal recognition that worklessness and not just JSA claimants should be the focus.
- Targeting will be necessary to achieve step change – both in terms of groupings and geography.
- To be effective, interventions will need to be holistic and personalised to individual peoples needs – this must involve a full range of partners all working together.
- Enterprise must be put at the heart of addressing worklessness.
- Connectivity with jobs must be improved
- More work needs to be done to address the basic skills gaps
- There is substantial scope for the voluntary sector to be developed in employment related activity, particularly social enterprise
- stronger link needs to be made between investment opportunities and local labour market

### *How do we propose to deliver on this agenda?*

Whilst Halton has made great strides in the creation of new jobs and the general reduction in unemployment the gap between individuals and the labour market in some instances has not improved as much for certain groups. It is our intention to specifically target certain key groups and tailor interventions to their needs:

- Over 50s
- Economically inactive women
- Lone parents with dependent children
- Young long term unemployed

- Sick and Disabled

There is clear evidence that the more general borough wide approach towards unemployment has produced real progress. However, there is now a need to focus on those areas where unemployment and worklessness remains stubbornly high and where levels of worklessness are way above the borough average.

### **Anti-Social Behaviour**

#### *Why is this an issue?*

The government has made a commitment to tackle anti-social behaviour. Social responsibility, respect for others and appropriate community behaviour are fundamental requirements of a thriving and successful community. The majority of our communities recognise this and contribute positively to community life, however, a minority do not. The conduct of this minority adversely affects the ability of people to enjoy the communities and facilities where they live, work and visit. This is not acceptable. This behaviour is often termed anti-social behaviour. Anti-social behaviour is not welcome in Halton and will not be tolerated.

#### *How will we work to address this issue across the LAA?*

The Anti-social Behaviour Strategy relies for its success on the commitment and complementary working practices of a number of partner agencies within Halton Borough Council. It is therefore an overarching strategy embracing all 5 strategic priorities in achieving the strategic vision.

#### *How will we work differently?*

Survey data provides information in four key areas:-

- Misuse of Public Space
- Disregard for community / personal well-being
- Acts directed at people
- Environmental damage

These are robust categories that encompass the experiences of people living, visiting and working in Halton. The LAA will develop a rounded response to ASB through:

- Integration of the strategy into the statutory framework for joint agency co-operation set out in the Crime and Disorder Act 1998.
- Accessing partnership resources to maximise service provision
- Ensuring commitment to a Borough-wide response to Anti-social Behaviour
- Facilitating the flow of appropriate information to enable effective interventions.
- Recommending the realignment of mainstream resources to improve multi-agency service delivery and response to Anti-social Behaviour
- Continuous improvement of the multi-agency response by developing common protocols and assessment pathways
- Addressing the capacity, knowledge and skill requirements of key staff

#### *How do we propose to deliver on this area?*

##### ***Prevent & Deter***

- Identifying those perpetrators of ASB. or those at risk of becoming perpetrators of ASB. and intervening at an early stage to bring about behavioural change.
- Identifying appropriate routes to divert the focus of groups and individuals, towards positive activity.
- Minimising the opportunity for anti-social behaviour by addressing the factors that support it. These may be physical e.g. 'uncared for' environment, or

social e.g. influenced by alcohol or substance misuse.

*Protect And Punish*

- Use of civil and criminal legal remedies where appropriate:
- Harassment Notices and Orders, Anti-social Behaviour Orders, Injunctions, Housing Related Measures, Crack House Closures. Fixed Penalty Notices for Disorder and Litter etc.
- Providing support to the vulnerable and ensuring that complainants and witnesses are supported and informed throughout the process.

*Rehabilitation*

- Encouraging and reinforcing positive citizenship and pro-social behaviour, including activities aimed at wide groups e.g. community projects and citizenship programmes within schools as well as other activities targeted at groups who are at risk of social inclusion.
- ASB. is not age restricted and adult education is equally important in shifting attitudes.
- Take this work to the street or neighbourhood level, a factor recognised by the national 'Respect' agenda, will be crucial in making this strategy work

**Liveability**

*Why is this an issue for Halton?*

The visual quality of an area, namely the way an area looks, including levels of litter and rubbish, scruffiness of gardens and the prevalence of high rise flats or open space, is of crucial importance in determining quality of life in a local area.

A recent Mori poll which asked people what most needs improving in their own local area, found liveability issues are still top of the public priority list, well ahead of health and education. In Halton, the opinions of 2,500 local residents were surveyed in 2005. Removing rubbish, and cleaning the streets and verges was felt to be the biggest environmental improvement, which could be made. In the 2005 LSP consultation, residents thought that one of the most effective factors in improving the environment was to 'improve local parks and make them safer and tidier'.

*How will we work to address the issue across the LAA?*

The quality of the local environment impacts on people's health, their fear of crime, and the social and economic vibrancy of the area. Poor quality spaces are visible indicators of decline and disadvantage. Graffiti, street litter, abandoned vehicles, dog fouling drag down a local area and there is evidence that their presence signals a spiral of decline, which can undermine communities. It is only through partners working together to tackle these issues and their causes, that we are to bring about improvements in the liveability agenda and quality of life for local residents.

*How will we work differently?*

Working in partnership delivering joint initiatives has proven to particularly effective and this approach will be developed across partner agencies, and in particular through the Safer Halton Partnership. The recent police drug raids, were supported by other partners, who following the raids, successfully helped to deliver local environment improvements, and re-assure the local community.

Three of the more deprived areas of the Borough have been selected for the neighbourhood management pilot. A neighbourhood management board has been established and neighbourhood boards will soon follow. By tailoring services to meet the needs of local communities across the LAA, it is hoped that we can make a significant difference to their quality of life. Neighbourhood management is seen as an

opportunity for partners to work more closely together and pilot new ways of working, which if successful can be rolled out across the Borough.

*How do we propose to deliver on this area?*

The recently revised Safer and Stronger Communities Fund Agreement, sets out a number of liveability targets across the Borough and more specific targets for the neighbourhood management pilots areas. The SSCF Agreement will be monitored by the performance management group, of the Safer Halton Partnership (SHP) and the SHP, engagement and liveability task group, which will take the lead in delivering on the liveability agenda

Obviously, this is merely a very short summary position. At Annex F is a more detailed position paper on each of these topics.

### **Developing the LAA**

The process to develop the LAA was important. It was vital that the process was inclusive. Many people and groups were involved so we could build a clear picture on what was important and how we should go forward. The LAAs timescales meant that there has been limited scope to involve residents directly in the LAA negotiation. However, the community strategy was built upon a 12-month period of intense engagement with residents, the voluntary and community sector, and other partners. Some of the key steps included:

- A review of our achievements since the first Community Strategy was launched four years ago, and an honest assessment of how well partnership arrangements have worked
- A new State of Halton report was commissioned to look objectively at statistical conditions and changes and trends in social, economic and environmental conditions
- A major telephone survey of residents (3000 people) backed up by focus groups was carried out to seek their views on what life is like, and should be like, in Halton
- A review of regional and national strategies, and those of partners, was carried out to assess the likely impact of this activity in Halton
- An inclusive process of debate and discussion on the way forward took place with members, officers, officials and volunteers of all the organisations involved with the partnership
- A thematic assessment of the challenges facing the borough, and a thorough review of outcomes, outputs and targets was carried out. These helped to demonstrate how the strategy and partnership working could make a difference in the future.

This process of engagement with people and partners was vital. More specifically, Halton established a Lead Officer Group to lead the development of the LAA. This is made up of key leaders from all partners, including the VCS. This cross agency corporate steering group - has met regularly to co-ordinate the development of the LAA and ensures a consistent and holistic approach. In addition, a wide variety of organisations, teams and individuals have been involved in developing the detail for each of the blocks. This process has been actioned through the SSPs – our well-established thematic working groups. Wherever possible we have ensured that the work has been integrated into existing cross-agency structures, e.g. the Older

Peoples Local Implementation Team. Within each block various methods have been used to engage people – workshops, mini-conferences etc. Regular activities have involved monthly LOG meetings to discuss the focus and content of the LAA, backed up by regular meetings with GONW to test this; thematic partnership meetings to discuss the detail, agree outcomes, map resources and relationships, and identify enabling measures; all partner seminars and workshops to develop coherence and consensus around the overall agreement; and a micro-website for as part of an overall communication effort to keep all partners in touch with progress (already set up on [www.haltonpartnership.net](http://www.haltonpartnership.net)).

Key milestones in the process include:

- An early decision to align our Community Strategy with the LAA blocks. We were also able to use the consultation that had been done on the Community Strategy to inform the LAA.
- Extensive briefing across sectors; putting in place the appropriate project management structures and disciplines; identifying lead officers and forming working groups and teams;
- Across agencies and across the 5 blocks stimulating thinking to clarify our ambitions and develop them into a cohesive statement, together with identifying the key challenges to Government and ourselves;
- 14 July – an all-partners conference at Halton Stadium to agree the ambitions and the challenges;
- July/August – cross agency teams for each block focused on developing the outcomes framework for the block; identifying appropriate indicators, and proposals for pooled funding and freedoms and flexibilities.
- September – meetings of the Halton Strategic Partnership Board and the Council’s Executive Board Cabinet to endorse the LAA.

## **Involving the communities of Halton**

The voluntary and community sector (VCS) are an integral part of the structure and activities of the Halton Strategic Partnership, and have been since its inception. In addition, the Partnership has spent a considerable time over the last year in developing a radical new approach to community engagement in the borough. The VCS plays a powerful role in developing the LAA, and will do so in its implementation. The HSP Board has already agreed that compact-plus principles will underpin the governance and operation of the LAA. HVA Together (the CEN) has taken the responsibility of working with partners to develop the Statement of Community Involvement that maps out the principles of this relationship in the LAA. This is attached at Annex D.

We have worked closely with HVA Together to involve the voluntary and community sectors in the development of the LAA. At the outset there were briefings with the HVA Together Executive. In September, HVA Together organised a series of Forum meetings which focused on developing the LAA and the involvement of groups and individuals. Representatives of groups and networks have been involved both in the Lead Officers Group and the SSPs developing each block.

In response to developing the LAA and the subsequent challenge to deliver and achieve the outcomes, HVA Together has established its forums, corresponding to the blocks. This enables it to select its nominees to the SSPs and also provides a forum for them to debate issues and give feedback. Within the agreement we have outcomes and indicators to show the growth and vibrancy of the sector and its capacity to contribute to the delivery of the LAA.

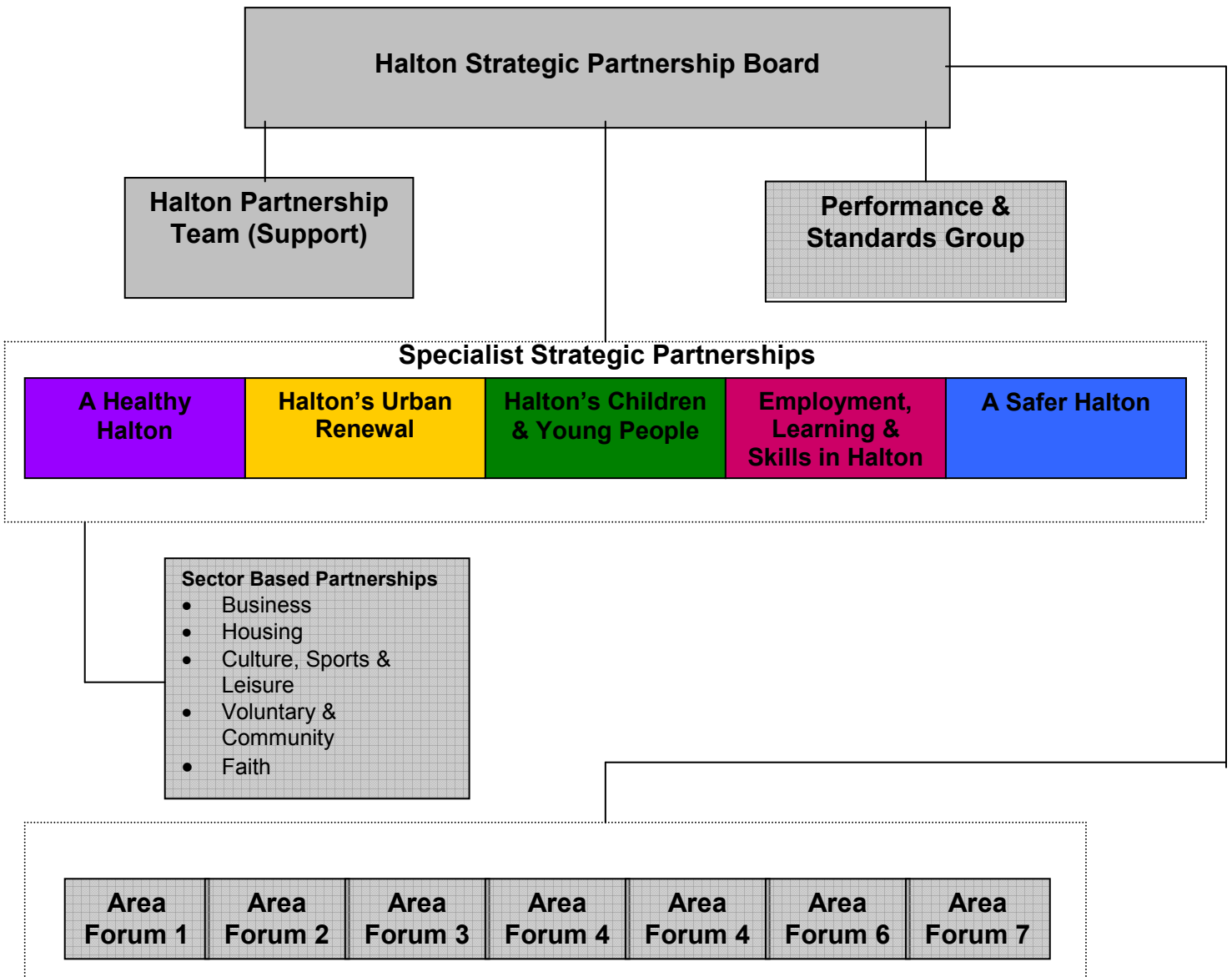
**Governance**

Halton already has in place well established and robust partnership arrangements. These are based on a Strategic Board supported by five thematic partnerships, a performance management group and a number of specialist subsidiary partnerships. This includes representation at all levels by all stakeholders including significant representation from the voluntary and community sectors. The structure has been recently reviewed, refreshed and rationalised through an overhaul of governance arrangements supported by Manchester Business School. The current governance structure is considered wholly fit for purpose, and can be represented as follows:



# Halton Strategic **PARTNERSHIP**

## The Virtual Organisation



The Partnership structure is robust and well established. The recent governance review took place in the knowledge of the advent of LAAs and was framed accordingly. It is proposed that the LAA will be managed through the existing partnership structure, which along with the adopted performance management framework is considered wholly fit for purpose.

### **Funding**

Halton partners have noted the funding arrangements for LAAs. The mandatory pooling by Government of a number of external funding streams is welcomed. It is felt that this will simplify the performance management arrangements, reduce the transaction costs of programme management and lead to efficiencies.

The Halton Strategic Partnership does not propose to pool any other funding streams within the LAA in Year 1. Some local and specific pooling of funding by partners will take place, as indeed it does now. However, we do not seek to embed these pooling arrangements within the auspices of the Agreement. Instead Partners will concentrate their efforts on wider moves to align appropriate budgets behind the Agreement. This position will be reviewed for Years 2 and 3 of the Agreement and we may seek to pool additional funding in later years of the agreement where this is helpful in achieving the outcomes agreed.

Partners are committed where appropriate to align the use of resources (including funds, personnel, buildings and land use) to support the aims of the LAA. Annex A outlines our current thinking on aligning and pooling funding in the LAA. Our approach has been mainly to align funding in this first year.

### **Enabling Measures**

Halton takes a pragmatic view of the opportunity offered to negotiate freedoms and flexibilities. The development process has identified a number of key enabling measures, which would benefit the LAA in its operation. These potential freedoms and flexibilities are summarised in Annex C of the Agreement, and will be the subject of negotiation with GONW.

### **Sustainability**

The focus in Halton is to build a sustainable community that balances and integrates social, economic and environmental progress; that meets current expectations and prepares for future needs; and that respects the diversity of the place and people. Sustainability is about linking cohesion into the mainstream of service delivery and ensuring that our vision can be delivered over time and in the face of conflicting demands and diminishing resources. It involves more than changing plans and policies as it involves changing hearts and minds. What is important is that foundations are properly and securely laid at the outset for enabling any project or initiative to make an impact into the future. The LAA has been developed by adopting this approach.

In short, we want to build a sustainable community that balances and integrates social, economic and environmental progress; that meets current expectations and prepares for future needs; and that respects the diversity of the place and people. The Partnership has identified the following components as being crucial to success.

- (a) *Respect and Enjoyment*
- (b) *Thriving Places*
- (c) *Well Planned*
- (d) *Accessibility*
- (e) *Well Served*
- (f) *Well Run*

### **Resources Management**

All the objectives and targets of the LAA are set out in the Outcomes Framework, attached at Annex B. How well and how quickly progress happens depends crucially on the availability of resources and how smartly they are used. That means money, people, physical resources, proper intelligence and information, allied with the strength of will to use them in the best way. A key purpose of the LAA is to ensure that the resources available are targeted and used effectively to bring about improvements in the borough. This means:

- Being clear and agreeing about what we need to achieve so we are all pulling in the same direction
- Maximising the funding we can generate or draw in to benefit Halton and developing our own resources and the capacity to help ourselves
- Co-operating to be more effective, cutting out duplication and waste, and pooling the budgets, knowledge and efforts of different organisations and groups where this makes sense
- Listening and responding to what matters most to people locally
- Targeting what we do to where it can make most difference
- Doing the kind of things that experience has shown will really work and be successful
- Checking on progress, letting people know how we are doing, and adjusting where necessary to keep on track

To underpin this, the Partnership has made a big commitment to improving the way information is gathered, used and shared. Of particular note are:

- a) A data observatory has been set up to hold key statistical information on all aspects of living conditions in Halton. This will keep data at a variety of spatial levels – super output area, ward, neighbourhood and district level – and allow for comparison with our neighbours and regional and national averages. It will greatly help people to understand the geography and nature of disadvantage in Halton. It will be especially useful in informing the spatial targeting of activity under this LAA.
- b) The Partnership is setting up a database of consultation and community engagement in Halton. This will enable people to access a rich source of attitudinal data on a range of issues. It will also help people to plan and execute better community engagement in the borough - a key underpinning of this LAA.

### **Managing Risk**

The Partnership recognises the scale of its ambition and is realistic in its expectations of what can be achieved given the scale of resources being deployed. It also recognises that risk management must be an integral part of the performance management framework and business planning process. This will increase the



probability of success (and reduce the likelihood of failure) by identifying, evaluating and controlling the risks associated with the achievement of its objectives.

The risk management process focuses attention and resources on critical areas, provides more robust action plans and better informed decision-making. It also fosters a culture where uncertainty does not slow progress or stifle innovation and ensures the commitment and resources of the Partnership to produce positive outcomes.

As part of implementing this LAA the Partnership will use its agreed Risk Management Strategy and establish a Strategic Risk Register. This will set out the risk management objectives, the role and responsibilities for risk management of the Board and individual SSPs, and will categorise risks and the approach to risk management action plans.

The risk management objectives include the;

- Adoption of Risk Management as a key part of the LAA
- Identification, evaluation and economic control of strategic and operational risks
- Promotion of ownership through increased levels of awareness and skills development

The Partnership's risks can be broadly categorised as either "strategic" or "operational". Strategic risks cover those threats or opportunities which could impact upon the achievement of medium and long-term goals. The review of strategic risks will be carried out in October/November 2006 when the LAA has been adopted. This will be followed up by an assessment of operational risks through each of the SSPs as part of their Action Planning of the LAA implementation process.

### **Equality & Diversity**

The Partnership is determined to deliver its vision of a better future for Halton's people. We are committed to equality for everyone regardless of age, sex, caring responsibilities, race, religion, sexuality, or disability. We are leaders of the community and will not accept discrimination, victimisation or harassment. This commitment to equity and social justice is clearly stated in the adopted equal opportunities policy of the Partnership, and covers this LAA.

The Partnership wants to create a culture where people of all backgrounds and experience feel appreciated and valued. Discrimination on the grounds of race, nationality, ethnic or national origin, religion or belief, gender, marital status, sexuality, disability, age or any other unjustifiable reason will not be tolerated. As a Partnership we are committed to a programme of action to make this policy fully effective.

Partners will work collaboratively to develop effective procedures and policies to combat all forms of unlawful discrimination and to share good practice. They will ensure that all services are provided fairly and without discrimination. Reasonable adjustments will be made so that services are accessible to everyone who needs them. People's cultural and language needs will be recognised and services will be provided which are appropriate to these needs. Partners will monitor the take up of services from different sections of the population. The information collected will be used to inform service planning and delivery. Equality Impact Assessments will also be carried out on Partnership policies and services to assess how policies and

services impact on different sections of the community. The results of the Equality Impact Assessments will highlight areas for improvement, which will be dealt with through the Partnership Improvement Plan.

## **Priority Areas**

In order to focus on “closing the gaps” we needed to identify a coherent set of priority geographic areas. In the past, available analysis has largely been at ward level. We now have excellent information available at the ward level of around 25,000 people and are developing information at the “Super Output Area” level of around 3,000 people

The following wards have been selected as those for which “closing the gap” targets across the LAA will be monitored. The wards were identified on the basis of census and IMD data:

- Castlefields
- Windmill Hill
- Halton Lea
- Riverside
- Kingsway
- Appleton

Progress in outcomes will be monitored to evidence “closing the gap” between these wards and Halton average outcomes. These wards have amongst the highest Multiple Deprivation Index scores in Halton and in England. All six wards have unemployment rates above the Halton average of 3.5%. All priority wards have Long Term Limiting Illness above the national rates.

For some targets, there are additional parts of Halton with poor outcomes in particular areas. In these cases the individual target specifies which additional areas are involved. During the first year of the Agreement, we will refine this analysis to look at smaller Super Output Areas to identify patches of poor outcomes within wards across Halton, and looking at neighbourhoods which “make sense” to local people.

Detailed maps of the key target outcomes across Halton, down to “Super Output Area” level, are being developed as part of the Halton Data Observatory development. These will enable very targeted approaches to achieving improvements in these outcomes. Some of our neighbourhoods face particularly widespread and deep difficulties. Areas of Halton have already benefited from local initiatives such as SRB. We will use a new government grant (the Neighbourhood Element) to co-ordinate local services and support community engagement, starting in neighbourhoods in the six eligible LAA priority wards. It will employ innovative neighbourhood management practices and models to deliver sustainable change. This will include the reconfiguration of local public services so that they better meet the needs of local people, and thereby help to close the gap by reducing a number of deprivation differentials, which exist between the area and more affluent parts of Halton.

## **Performance management arrangements**

The LAA sets out clear targets for outcomes in the five thematic block areas and on key cross-cutting transformational issues. The Halton Strategic Partnership Board (HSPB) has delegated responsibility for developing and monitoring delivery of the annual LAA Action plan to the Performance and Standards Group (PSG). The PSG

will review delivery of the LAA targets and operational plan actions on a six-monthly basis, with lighter-touch intermediate quarterly reviews of financial performance. The HSPB and PSG are supported by a dedicated performance management capacity from the Halton Strategic Partnership Team. The existing performance management framework of the Partnership has been updated and revised to take account of the needs of LAA management. This is attached at Annex E.

The performance management framework is comprehensive, strategic and operational. It will test the vision and approach of the LAA, including its preventative, sustainable and targeted aspects, and the priorities. This will include taking account of existing and emerging borough wide, regional and national frameworks and initiatives that provide useful information and intelligence about the performance of Halton. It is designed to plan, monitor and review in a timely manner and will include targeted and LAA-wide evaluations. During the first year of LAA we will develop an annual trajectory for each of the three years of the Agreement, building on the trajectory analysis produced for the LSP review in 2006.

Our thematic partnerships – the SSPs - will be responsible for the delivery of the relevant “block” outcomes of the LAA. SSPs will review their arrangements to ensure these are “fit for purpose” to ensure delivery of the LAA. Responsibility for individual targets in the LAA will be clearly designated in the action plan to be developed before the spring, with particular lead partners and named lead officers. Each partner’s normal accountability and corporate governance procedures apply to the initiatives they take responsibility for.

All action plans will include appropriate tracking of performance at six-monthly or more frequent interval (except where outcome data is only available annually – for example, for school examination results). A “monitoring level” will also be set for targets: this will be the level that triggers performance management action. The PSG will agree all targets and “monitoring levels” through its oversight of annual action plans.

**Ladder of intervention**

Our annual planning cycle is designed to fit with the established budgetary and project management cycles of partners in Halton. In summary, the planning cycle for the LAA is as follows:

Timing	Activity	Outputs
July- Sept	Annual review of progress against LAA outcome targets and delivery of previous year’s action plan	Report to HSP Board Annual report. Financial report.
Aug – Oct	Draft action plans submitted by SSPs (covering proposed activities, outcomes and funding arrangements). PSG to challenge prioritization and plausibility.	Feedback to SSPs. Report to HSP Board on draft plans, including recommendations for changes. Financial report.

Nov	Mid-year (Apr-Sept) update on spending and activities (against action plan) from SSPs.	Exception / summary report to HSP Board. Performance report. GONW Monitoring Meeting
Dec	Finalised action plans submitted by SSPs. PSG challenge as appropriate.	Final proposed operational plan to HSP Board. Financial report.
Feb/March	Quarter 3 (Oct-Dec) update on spending and activities (against action plan) from SSPs	Exception / summary report to HSP Board. Financial report.
May	End of year update on spending and activities (against action plan) from SSPs	Exception / summary report to HSP Board. Performance report.

Tackling under-performance will be the greatest challenge for the performance management regime in the wider LAA context. A three-stage process is proposed for the LAA. This ladder of intervention will be reviewed over time. However, from the outset we intend to put in place systems which provide clear monitoring and reporting and make available a mutually accountable and supportive approach to enable partners to improve performance. This reporting would result in a clear picture of performance against the LAA in our annual report and then provides the basis for future planning as LAA implementation rolls forward.

For specific funding streams, performance management action could be triggered when performance against a particular target fails to achieve the agreed "monitoring level".

- Stage 1 If a six monthly monitoring report shows that performance against the action plan or a particular target has failed to achieve the agreed "monitoring level", the lead partner will be expected to take appropriate action, working as appropriate with other agencies. It will be asked to report on progress to the relevant SSP within three months.
- Stage 2. If a six monthly monitoring report shows that performance against the action plan or target has failed to achieve the agreed monitoring level for two consecutive six monthly periods, the SSP will be expected to agree with the relevant agencies a plan to tackle the under-performance. It will be asked to report on progress to the PSG within three months.
- Stage 3. If performance continues to fall below expected levels despite action by the SSP, the PSG will nominate one of its members to agree a revised plan to tackle under-performance, details of which will be reported to the PSG within three months.

The PSG will retain the right, in consultation with the relevant SSP, to trigger performance management action at either Stage 1, 2 or 3 in other circumstances where there is evidence of under-performance against target. The PSG will report every six months to the Board on all performance management actions, and

especially those at Stages 2 and 3. These arrangements will be implemented and tested during the first year of the LAA 2006/7.

### **Partnership Strategies and Plans**

Delivering on the LAA also means ensuring that all our strategies and plans fit together. The main strategies and plans which underpin our priorities are:

- Local Development Framework.
- Integrated Equality & Diversity Policies.
- Economic Development & Tourism Strategy.
- Town Centre Strategies.
- Local Transport Plan.
- Crime and Disorder Reduction Plan
- Education Development Plan.
- Children & Young People's Plan.
- Health Strategy.
- Sport Strategy.
- Joint Commissioning Strategy for Older People.
- Air Quality Action Plan.
- Climate Protection and Sustainable Energy Strategy.
- Household Waste Management Strategy.
- Halton Community Strategy.
- Crime and Drugs Strategy.
- Housing Strategy.
- The National Service Framework for Children, Young People and Maternity Services
- Healthy Schools Standards and Plan
- Local Safeguarding Children Board Plan
- Looked After Children Strategy
- Building Bridges Strategy for Children with Disabilities
- Halton and Warrington Youth Justice Plan
- The Local Delivery Plans of the Health Trusts
- Cheshire Fire Service Plan
- Cheshire Constabulary Plan
- Cheshire Probation Plan
- Cheshire Criminal Justice Board Plan
- Safer Halton Partnership Plan

The LAA is linked to this whole range of other plans, strategies and reports. These fit together as a system designed to achieve progress on Halton's key strategic priorities and to deliver improvement for local people.

### **Annexes**

- A. Financial table
- B. Outcomes Framework
- C. Enabling Measures
- D. Statement of community Involvement
- E. Performance Management Framework
- F. Transformational Issues

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**FUNDING : LOCAL AREA AGREEMENTS**

**CHILDREN AND YOUNG PEOPLE**

Category	Funding Stream	Halton In Receipt (Year)	Value in 2006/07	Timescale	Comments
Centrally Pooled (Mandatory)	Children's Services Grant Kerbcraft Key Stage 3 – Behaviour and Attendance Key Stage 3 – Central Co-ordination Neighbourhood Renewal Fund Neighbourhood Road Safety Initiative Neighbourhood Support Fund Positive Activities for Young People Primary Strategy Central Co-ordinator School Travel Advisers School Development Grant (Local Authority retained element only)	Many of these grants have been in place for a number of years. In all cases where budget figures have been provided the grants will be in place in 2006/2007 and 2007/2008. Future levels of funding cannot be provided beyond this period.	£462,000 £30,000 £68,300 £332,835 £802,500 - - - £326,486 £17,000 £1,131,667	Due to the comprehensive spending review and the review of national review of school funding most funding sources are only guaranteed until 31 <sup>st</sup> March 2008. For Standards Fund grants the period of eligible expenditure is 31 <sup>st</sup> August 2008.	Funding for Kerbcraft up to 31 <sup>st</sup> March 2007
Centrally Pooled (Discretionary)	Connexions Extended Schools (Standards Fund) Teenage Pregnancy Grant Children's Fund School Improvement Partners		£1.4 million £253,576 £106,000 £483,453 £22,695		Connexions Funding given relates to 2006/2007
Aligned *	14-19 Funding and Organisational Pilots Big Lottery Funding Building Schools for the Future Change Up Direct Schools' Funding		£280,000 - N/A - £83,600,034	The estimated	Relates to GMLSC Grant for 2006/2007 –

	Community Champions Fund LAA Pump Priming Grant LAA Reward LEA Music Services Millennium Volunteers School Meals Youth Opportunity Fund		(gross) - - - 143,176 N/A £162,631 £34,000	figure for (£87,361,297 (gross) for 2007/2008  These budgets are only available until 31 <sup>st</sup> August 2008 for School Meals and Music Services and 31 <sup>st</sup> March for Youth Opportunity Fund	In addition to the revenue there is £62,000 capital
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**HEALTHIER COMMUNITIES AND OLDER PEOPLE**

<b>Category</b>	<b>Funding Stream</b>	<b>Halton In Receipt (Year)</b>	<b>Value in 2006/07</b>	<b>Timescale</b>	<b>Comments</b>
Centrally Pooled (Mandatory)	Neighbourhood Renewal Fund		£955,000	Funding is in place for 06/07 and 07/08 but there will be an overall reduction of 10% in 07/08. Decision on how to apply this reduction to the various schemes will be taken by the SSP.	
Centrally Pooled (Discretionary)	Disabled Facilities Grant Supporting People		£396,000 £7,931,650	SP funding only guaranteed until March 08.	A further £72,000 DFG funding has been applied for in 06/07.
Aligned *	Big Lottery Fund Change Up Child and Adolescent Mental Health Services Funding Community Champions Fund Housing Revenue Account Subsidy LAA Pump Priming Grant LAA Reward Millennium Volunteers NHS Funding Partnerships for Older Peoples Project Playing for Success Sport England/Active England Warm Front (EAGA Partnership)		- - £270,000 - Ended 05/06 - - - - - - -	Funding only guaranteed until March 08.	

**SAFER AND STRONGER COMMUNITIES**

<b>Category</b>	<b>Funding Stream</b>	<b>Halton In Receipt (Year)</b>	<b>Value in 2006/07 (£000)</b>	<b>Timescale</b>	<b>Comments</b>
Centrally Pooled (Mandatory)	Anti-Social Behaviour Grant Building Safer Communities Tackling Violent Crime Programme Neighbourhood Management Pathfinder Neighbourhood Element Cleaner, Safer, Greener Element (liveability funding) ASB Action Area (an element is retained centrally) Aggregates Levy Sustainability Fund Anti-Social Behaviour Trailblazer (an element is retained centrally) Home Fire Risk Check Initiative Neighbourhood Renewal Fund Rural Social and Community Programme Waste Performance and Efficiency Grant Domestic Violence Partnership Support Grant (Drug Action Team) Single Community Programme		25,000 148,940  412,800      1,301,527  7,000 65,835 115,336		
Centrally Pooled (Discretionary)	Rural Bus Subsidy Grant		37,173		
Aligned *	Basic Command Unit National Treatment Agency (Drug Treatment)  PCT Mainstream (adult drug treatment) Big Lottery Change Up		100,361 £1,206,984 £369,000		Change in method of allocation from 07/08

	<p>Champions Community Fund</p> <p>DIP Main Grant  LAA pump priming grant - drugs  LAA Pump Priming Grant  LAA Reward  Police Funding  Millennium Volunteers</p> <p>Young People Substance Misuse Partnership Grant  YJB Prevention Funding</p>		<p>£152,679  £72k over the  three years</p>		
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**ECONOMIC DEVELOPMENT (URBAN RENEWAL)**

<b>Category</b>	<b>Funding Stream</b>	<b>Halton In Receipt (Year)</b>	<b>Value in 2006/07</b>	<b>Timescale</b>	<b>Comments</b>
Centrally Pooled (Mandatory)	New Growth Points Funding Neighbourhood Renewal Fund				
Centrally Pooled (Discretionary)	Housing Market Renewal Grant				
Aligned *	Big Lottery Fund Building Schools for the Future Carbon Trust Change Up Community Champions Fund Defective Housing Grant Energy Saving Trust (Resources) English Heritage Historic Areas Grant Environment Agency Funding ERDF Growth Areas Funding Highways Maintenance and Bus Support (Capital) Kickstart/bus Challenge Projects LAA Pump Priming Grant LAA Reward Local Network Fund Local Transport – Mainstream Support Natural England Confederation Funding Millennium Volunteers Planning Delivery Grant RDA Single Pot				

	Targeted Capital Fund Waste Resource and Action Programme				
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**EMPLOYMENT, LEARNING AND SKILLS**

Category	Funding Stream	Halton In Receipt (Year)	Value in 2006/07	Timescale	Comments
Centrally Pooled (Mandatory)	Local Enterprise Growth Initiative Neighbourhood Renewal Fund				
Centrally Pooled (Discretionary)					
Aligned *	Big Lottery Fund Change Up Connectivity and Learning Systems Community Champions Fund Drug Interventions Programme (Drug testing and workforce elements) Direct Schools Funding DWP Benefits LAA Pump Priming Grant LAA Reward Learning and Skills Council (alignment only at present) New Deal for Communities Refugee Community Development Fund Refugee Challenge Fund				

\* Local partners can choose to align the above funding streams that they receive. In some cases these cannot be pooled centrally because they are mainstream or other public funding streams that are given to local authorities, Non Departmental Public Bodies (NDPBs) or other bodies with few if any restrictions on how it is to be spent. This means that the decision to align this funding is for these bodies to make. That said, central government strongly encourages them to do so. In other cases it is because departments have specific reasons that they do not at present want these grants pooled within LAAs. For locally aligned funding, grants retains their existing terms and conditions and reporting arrangements.

Halton Local Area Agreement – Initial Outcomes Framework Children & Young People

<i>Outcomes</i>	<i>Indicators</i>	<i>Baselines 2006/07 (Unless otherwise stated)</i>	<i>Targets 2007/08 (including any stretch targets, and their annual unstretched targets)</i>	<i>Targets 2008/09 (including any stretch targets, and their annual unstretched targets)</i>	<i>Targets 2009/10 (including any stretch targets, and their annual unstretched targets)</i>	<i>Lead partner</i>
Help achieve economic well-being	Reduce Percentage of 16-18 year olds not in education, employment or training to fewer than 7%	10.5%	7.3%	7%	6.8%	Connexions
Tackle the underlying determinants of ill health and health inequalities	By reducing the under-18 conception rate by 50% by 2010 as part of a broader strategy to improve sexual health (1998 Baseline)	-7.0% (2004 data)	-15%	-30%	-50%	Preventative mini-trust
Be Healthy	Modal share in travel to school (outcomes to be agreed)					
Be healthy	To increase the number of schools meeting the national target for the new Healthy Schools Status (included as a result of advice from the Regional Director for Healthy Schools)	40	50	58	64	PCT Health Promotion Service/HBC CYPD

Target 1	Increase the % school attendance of children who have been looked after for at least 12 months	89.6%	91%	92.6%	93.5%	HBC CYPD
Target 2	Increase % of LAC under 16, looked after for more than 2.5 years, that have been in their current placement for at least 2 years (LAC 24)	77%	81.5%	83%	85%	HBC CYPD LAC mini-trust
Target 1	Increase the percentage of year 11 pupils gaining 5 GCSEs at grades A*-C or DfES agreed equivalents, including English and Maths	32.5%	36.5%	40.5%	42.5%	HBC CYPD
Have security, stability and are cared for	Reduce the ratio of children looked after per 10,000 child population	57.1	56.2	55.0	53.5	HBC CYPD
To help children attend and enjoy school	To reduce unauthorised absence towards the national average in both primary and secondary schools by 6% and 10% respectively	Primary 5.65 Secondary 9.52	Primary 5.54 Secondary 9.20	Primary 5.43 Secondary 8.88	Primary 5.31 Secondary 8.56	HBC CYPD
Achieve stretching educational	To reduce the proportion of pupils with statements of	3.0%	2.95%	2.9%	2.8%	HBC CYPD



standards inclusively	special education needs to 2.8%.					
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Make sure children are ready for school	To increase to 60% the percentage of children whose personal, social and emotional development is assessed as "good" at the end of the Foundation Stage	50%	53%	57%	60%	CAMHS mini-trust
Raise standards in English and maths	By 2006, 85% of 11 year olds achieve level 4 or above in English and Maths, with this level of performance sustained to 2008	English 78% Maths 73%	English 85% Maths 85%	English 85% Maths 85%	English 85% Maths 85%	HBC CYPD
	By 2008, the number of schools in which fewer than 65% of pupils achieve level 4 or above in English and Maths is reduced by 40%.	16.3% English 26.5% Maths	9.8% English 15.9% Maths	8.2% English 14.3% Maths	6.1% English 12.2% Maths	
Raise standards in English, maths, and science in secondary education	By 2008 all schools to ensure that at least 50% of pupils achieve level five or above in each of English, maths and science at KS3	87.5% (1 of our 8 schools did not achieve target)	100% of schools achieve target	100% of schools achieve target	100% of schools achieve target	HBC CYPD
	By 2007, 85% of 14	English 72%	English 85%	English 85%	English 85%	

	year olds achieve level 5 or above in English, maths and ICT (80% in science) nationally, with this level of performance sustained to 2008.	Maths 71% ICT 69% Science 66%	Maths 85% ICT 85% Science 80%	Maths 85% ICT 85% Science 80%	Maths 85% ICT 85% Science 80%	
Achieve stretching standards in education	By 2008, in all schools at least 30% of pupils aged 16 to achieve the equivalent of 5 GCSEs at grades A* – C by 2008.	87.5% (1 of our 8 schools did not achieve target)	100% of schools achieve target	100% of schools achieve target	100% of schools achieve target	HBC CYPD
Give young people the chance to make a positive contribution	To increase to 25% the number of 13-19 year olds that are reached by the youth service, and who have a youth centre or project open at least one night each week within a mile of their home	19.3%	21.5%	23%	25%	Connexions

Choose not to take illegal drugs	Young people with a substance misuse problem (including alcohol) choose to have treatment and this increases by 60% year on year from the current baseline by 2008	37	59	94	150	Preventative mini-trust
Prepare young people for employment	To increase the number of 19 year olds with Level 2 qualifications by at least 30%	55%	60%	65.5%	71.5%	Connexions
Give young people the chance to attend and enjoy school	Reduce the number of pupils permanently excluded from Halton Schools	40 (pending confirmation of 2005-06 figure by DfES)	32	<i>To be agreed</i>	<i>To be agreed</i>	HBC CYPD

Give young people the chance to attend and enjoy school	To reduce the number of schools with over 25% surplus capacity	January 2006 29% of Primary Schools and 25% of High schools	Reduction to 12% primary and 12.5% secondary – based on revised net capacity – will be effective in September 2008 unless adjudicator allows in year change from 2007	12% primary and 12.5% secondary	To be agreed	HBC CYPD
Children have security, stability and are cared for	To create 12 children's centres by 2008	9	12	Target to be agreed in 2007-08	Target to be agreed in 2007-08	HBC CYPD
Children and young people live in households free from low income	To maintain the stock of newly created childcare places in children's centres	287	287	287	287	HBC CYPD

Be Healthy	Decrease percentage of non car share journeys by car	Data to be collected in 2006/07	Data not available	Data not available	Data not available	Schools
	Increase car share journeys to school	Data to be collected in 2006/07	Data not available	Data not available	Data not available	Schools
	Increase public transport journeys to school	Data to be collected in 2006/07	Data not available	Data not available	Data not available	Schools
	Increase walking journeys to school	Data to be collected in 2006/07	Data not available	Data not available	Data not available	Schools

	Increase cycling journeys to school	Data to be collected in 2006/07	Data not available	Data not available	Data not available	Schools
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\*\*\* All school performance baseline data refers to 2004/05 academic year.

<b>Outcomes</b>	<b>Indicators</b>	<b>Baseline 2006/07 Block 2 Healthier Communities and Older People (Unless otherwise stated)</b>	<b>Targets 2007/08 (including stretch targets, and their annual unstretched targets)</b>	<b>Targets 2008/09 (including stretch targets, and their annual unstretched targets)</b>	<b>Targets 2009/10 (including stretch targets, and their annual unstretched targets)</b>	<b>Lead partner</b>
1) Improved Health and reduced health inequalities:	Reduce health inequalities between Halton and the England population by narrowing the gap in all-age, all-cause mortality by at least 10% by 2010 (2009-11)	2002-2004 Data Period England: 650.3 Halton: 809.4  Gap: 24.4%	2003-2005 Data Period  Gap: 24.1%	2004-2006 Data  Gap: 23.8%	2005-2007 Data  Gap: 23.4%	Halton & St Helens PCT and Partners
<b>2) Reduce premature mortality rates and reduce inequalities in premature mortality rates between wards/neighbourhoods with a particular focus on reducing the risk factors for heart disease, stroke and related diseases (CVD) (smoking, diet and physical activity)</b>	Reduce the death rates from All Circulatory Diseases (in under 75s) by 53% by 2010 (2009-11)	2003-2005 Data Period 112.0 per 100,000	2004-2006 Data Period 107.6 per 100,000	2005-2007 Data Period 103.2 per 100,000	2006-2008 Data Period 98.8 per 100,000	Halton & St Helens PCT and Partners
	Reduce the death rate from all cancers (in under 75s) by 26% by 2010 (2009-11)	2003-2005 Data Period 168.2 per 100,000	2004-2006 Data Period 163.1 per 100,000	2005-2007 Data Period 158.0 per 100,000	2006-2008 Data Period 152.9 per 100,000	Halton & St Helens PCT and Partners
	Reduce health inequalities within Halton, by narrowing the gap in all-age, all-cause mortality between the 20% of wards experiencing the highest rate and the Halton average by at least 25%	2003-2005 Data Period Halton: 803.7 Highest wards: 1368.4 Gap: 70.3%	2004-2006 Data Period  Gap: 67.3%	2005-2007 Data  Gap: 64.4%	2006-2008 Data  Gap: 61.5%	Halton & St Helens PCT and Partners
	Reduce adult smoking rates to under 22%. With focus on most deprived wards which have the highest smoking prevalence	2004 estimate: 34%	2005: 33%	2006: 32%	2007: 31%	Halton & St Helens PCT and Partners

<b>Outcomes</b>	<b>Indicators</b>	<b>Baselines 2006/07 (Unless otherwise stated)</b>	<b>Targets 2007/08 (including stretch targets, and their annual unstretched targets)</b>	<b>Targets 2008/09 (including stretch targets, and their annual unstretched targets)</b>	<b>Targets 2009/10 (including stretch targets, and their annual unstretched targets)</b>	<b>Lead partnr</b>
3) Provide customer focus in service delivery	Improve public satisfaction with the quality of health and social care services year on year	Utilise B.V. surveys & QoL surveys, etc				HBC, H + S PCT and p:
4) Lay firm foundations for future good health	Reduce the proportion of low birth weight babies by 10%	2004 Births: 8.4%	2005: 8.3%	2006: 8.1%	2007: 7.9%	H + St H P:
5) Improve sexual health of young people	Reduce the conception rate among girls under 18 by 55%	2004 Data: 43.8 per 1,000	2005: 39.7 per 1,000	2006: 35.7 per 1,000	2007: 39.7 per 1,000	H + St H P: partners
6) Enhance the health & well being of Halton people inc. vulnerable seldom heard group i.e. Older people, BME, C & YP, carers	Increase take up of cultural and physical activities by adults, including carers* by 5%	24% Sport (2004) 35% Culture (2005)	25% 36%	27% 38%	29% 40%	HBC and partners
7) To reduce the level of alcohol related problems in adults, younger adults and older people	To reduce male and female hospital admissions through alcohol.	To reduce male and female hospital admissions through alcohol by X for males and X for females.				??
8) To enable adults and older people to live the lives that they wish to lead, avoiding social isolation, gaining increased self-esteem, exercising their full	Full utilisation of Community Bridge Builder pilot across adults and older people group	Project commences October 2006				HBC & part



potential as citizens and maximising social capital opportunities.	% Increase in satisfaction with lifestyle, QoL quality of health and social care services year on year from baseline.	Utilise B.V. surveys & QoL surveys, etc				HBC & part
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**Employment Learning & Skills Block**

Indicators	Baselines <b>2006/07</b>	Targets <b>2007/08</b> (including stretch targets, and their annual unstretched targets)	Targets <b>2008/09</b> (including stretch targets, and their annual unstretched targets)	Targets <b>2009/10</b> (including stretch targets, and their annual unstretched targets)	Lead partner
An improvement by 2007/8 of at least one percentage point in the overall employment rate for those living in the wards in Halton with the worst labour market position.	Where do we find employment rate data by ward?				
Within each NRF district, for those living in the wards identified by DWP as having the worst labour market position (as at February 2004), significantly improve their overall employment rate and reduce the difference between their employment rate and the overall employment rate for England	<p>Within that NRF district a reduction by 2007-8 of at least one percentage point in the overall benefits claim rate for those living in the Local Authority wards identified by DWP as having the worst initial labour market position.</p> <p>Within that NRF district a reduction by 2007-8 of at least one percentage point in the difference between the overall benefits claimant rate for England and the overall</p>				

	rate for the local authority wards with the worst labour market position.				
Ensure unemployment rate in any ward is less than 20% above the borough average	3.5% borough average 4.2 = 120%	30	60	76	
Increase headline employment rate in Halton by 2%	68.5% (2005)	240	280	340	
Reduce economic inactivity rate by 10%	26.1% (04-05)	200	300	500	
Increase number of adults qualified to 4/5 by 15%	11,400 (03-04)	50	200	600	
Increase number of adults qualified to Level 3 by 25%	12,700 (03-04)	250 377 college	600 377 college	1,000 377 college	
Increase number of adults qualified to Level 2 by 15%	30,000 (04-05)	300 966 college	600 986 college	1200 1006 college	
Reduce number of adults with no qualifications by 15%	18,000 economically active (04-05)	200 366 college	500 371 college	700 376 college	

Increase rate of self-employment by 20%	3,900 (04-05)	100	150	200	
Increase number of VAT registrations by 15%	235 p.a. (2004)	240	250	260	
Access to education	To increase the percentage 16-19 learners, who live in the top five most deprived wards in Halton, living within 30 minutes travel time by public transport to the Bridgewater Campus.	90%	100%	100%	Riverside College, Halton & Learning Skills Council, Arriva North West & Halton Transport
Access to education	To increase the percentage 16-19 learners, who live in the top five most deprived wards in Halton, living within 30 minutes travel time by public transport to the Widnes Campus.	95%	100%	100%	Riverside College, Halton & Learning Skills Council, Arriva North West & Halton Transport

<b>Urban Renewal LAA Block</b>						
<b>Outcomes</b>	<b>Indicators</b>	<b>Baselines 2006/07 (Unless otherwise stated)</b>	<b>Targets 2007/08 (including any stretch targets, and their annual unstretched targets)</b>	<b>Targets 2008/09 (including any stretch targets, and their annual unstretched targets)</b>	<b>Targets 2009/10 (including any stretch targets, and their annual unstretched targets)</b>	<b>Lead partner</b>
Sustain levels of Gross Value Added (GVA)/capita at or above the regional norm.	Is this useful for IAA given the difficulties of meeting halton figure (Pion calculation)?	£18,406 per capita (2003)  (14,269 regionally)				<b>Private Sector</b>
increase the numbers of jobs in Halton by 10%	.	<b>52,973 (2004)</b>	<b>54,173</b>	<b>55,173</b>	<b>56,573</b>	<b>Private Sector</b>
Increase prime rents on commercial property by 15% by 2011		<b>RV per m<sup>2</sup> £ (2005)</b> All Bulk £41 Retail £98 Offices £71 Commercial £73 Other office £56 Factories £28 Warehouses £32 Other Bulk £31 <b>Avg. All £53.75</b>	+3%	+3%	+3%	Private Sector
Bring 30ha of derelict land back into beneficial use	10 ha per year	<b>10</b>	<b>10</b>	<b>10</b>	<b>10</b>	<b>HBC</b>
Facilitate bringing to market of at least 100,00 sq. m. of new and		<b>000's m<sup>2</sup> (2005)</b> All Bulk 2138 Retail 193	<b>20,000</b>	<b>20,000</b>	<b>200,000</b>	<b>Private Sector</b>

replacement commercial floorspace		Offices 247 Commercial 221 Other office 26 Factories 986 Warehouses 672 Other Bulk 40 <b>Avg. All 563.36</b>				
As part of an overall housing strategy for the district ensure that all social housing is made decent by 2010, <i>unless a later deadline is agreed by DCLG as part of the Decent Homes programme</i>		64.3%	80%	90%	100%	<b>RSLs</b>
Ensure 50% of all new housing is built on brownfield sites (Note 3)		46.15	55	55	55	HBC
Ensure 40% of municipal waste is recycled or composted		<b>24% (2005/06)</b>	<b>26%</b>	<b>32%</b>	<b>40%</b>	HBC Env. Dir.

<b>Outcomes</b>	<b>Indicators</b>	<b>Baselines 2006/07 (Unless otherwise stated)</b>	<b>Targets 2007/08 (including any stretch targets, and their annual unstretched targets)</b>	<b>Targets 2008/09 (including any stretch targets, and their annual unstretched targets)</b>	<b>Targets 2009/10 (including any stretch targets, and their annual unstretched targets)</b>	<b>Lead partner</b>
Improve the satisfaction rate of residents on quality of the built and natural	BVPI/ 89 - land is kept clear of litter and refuse - <b>58 %</b>  BVPI/119e - parks and open spaces - <b>71 %</b>	60	61	62	+5.8%	HBC

environment 10%	by	74	75.5	77	+7.1%	
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<b>BLOCK - SAFER AND STRONGER COMMUNITIES</b>						
Outcomes	Indicators	Baselines <b>2006/07</b> (Unless otherwise stated)	Targets <b>2007/08</b> (including stretch targets, and their annual unstretched targets)	Targets <b>2008/09</b> (including stretch targets, and their annual unstretched targets)	Targets <b>2009/10</b> (including stretch targets, and their annual unstretched targets)	Lead partners
Reduce overall crime in line with Halton's Crime and Disorder Reduction Partnership targets and narrow the gap between the worst performing wards/neighbourhoods and other area across Halton (Source	Reduction in overall British Crime Survey comparator recorded crime by 17.5 (PSA1)	Baseline 03104 79.7 offences per 1000 population Expect 12% reduction by 2006/7	17.5%	7%	15%	Cheshire Police
	Reduce violent crime rates from serious wounding and common assault	Baseline 03/04 2,133	07/08 1,913	4%	8%	Cheshire Police
	Reduce criminal damage by 20%	03/04 baseline 36.8 offences per 1000 population 14% reduction expected 06/07	20%	5%	10%	Cheshire Police
	Reduce burglary from dwellings by 40%	Baseline 5 offences per 1,000 population 2003/04	25% reduction by 2007 from 2003/04 baseline. 40% reduction by 2008	6%	12%	Cheshire Police

((PSA I) SSCF Agreement))	Reduce the number of thefts of vehicles (source LPSA2)	03/04 baseline 753	07/08 588 17% by 2008	7%	15%	Cheshire Police
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	Reduce the number of thefts from vehicles (source SSCF Agreement)	03/04 baseline 1108 12% by 2007	07/08 749 17% by 2008	7%	15%	Cheshire Police
	Increase the perception of safety after dark (source SSCF Agreement)	2003 baseline 50%	Increase by 15%			Cheshire Police/HBC
	Reduce the proportion of adult and young offenders, and prolific and other priority offenders who re-offend:					
	POPO		74%	65%	65%	Cheshire Police
	overall		8% by 2007	10%	10%	Cheshire Police
	young people (under 18)		5% by 2007	7%		Cheshire Police
Reassure the public, reducing the fear of crime	<u>Indicators to be agreed in negotiations</u>  Reduce levels of expressed fear of crime and anti-social behaviour by 25%	Not in SSCF Agreement but is one to reduce perception and reports of asb being an issue of concern to residents by 7%				



Reduce the harm caused by illegal drugs	Increase the total numbers of individuals in treatment (Source LPSA2)	2004/05 baseline 604	665	790	810 (based on current funding)	DAT
	Increase the retention rate in treatment for 12 weeks (LPSA2)	04/05 baseline 80%	85%	88%	89% (based on current funding)	DAT
	Increase number of young people with a substance misuse problem choosing to have treatment	Baseline37	59	94	150	DAT
	Increase number of young people and their families accessing specialist support services	Baseline 7 in 2005	20	40	60	DAT
	Reduce public perception of local drug dealing or drug use as a problem (SSCF Mandatory)	Establish baseline				
	To arrest five offenders for supplying class A drugs per month					

Build Respect in communities and reduce anti-social behaviour	The following indicators should draw on data in the Local Government User Satisfaction Survey					
	Increase in percentage of people who feel informed about what is being done to tackle anti-social behaviour in their local area					
	Increased percentage of people who feel that parents in their local area are made to take responsibility for the behaviour of their children					
	Increased percentage of people who feel that people in their area treat them with respect and consideration					

	<p>Reduce the perception and reports of anti-social behaviour being an issue of concern to residents (SSCF Mandatory) using the 7 issues stated in the survey.</p> <p>Reduction in the number of incidents of anti-social behaviour recorded by the police, classified as drunkenness and criminal damage to public and private property</p>	<p>Baseline 2005 33.6%</p> <p>7% reduction by end of 06/07 from baseline</p>	2007/8 27%			
Empower local people to have a greater choice and influence over local decision making and a greater role in public service delivery	<p>Increase Percentage of residents who feel they can influence decisions affecting their local area (SSCF Mandatory)</p> <p>Maintain the capacity of the local VCS in the borough as measured by volume of public service delivery CSSCF Mandatory)</p> <p>Growth of the local VCS by 1% per year</p>	<p>2005 baseline 30% (Consulting Communities in Halton Survey)</p> <p>2005/06 baseline 1.3%</p> <p>Baseline to be established autumn 2006</p>	<p>33%</p> <p>1.3%</p>	<p>34%</p> <p>1.3%</p>	<p>35%</p> <p>1.3%</p>	<p>HSPB</p> <p>HSPB</p> <p>HSPB</p>

	Increase number of people who feel that their local area is a place where people from get on well together by 4% CSSCF Mandatory)	2005 baseline 80% (consulting Communities in Halton survey)	82%	84%	85%	HSPB
	Increase the number of people recorded as or reporting that they have engaged in formal volunteering on an average of at least two hours per week over the past year by 10%	Baseline 2005 26% (Consulting Communities of Halton Survey)	28%	29%	30%	HSPB
Cleaner, greener and safer public spaces	Improve environmental quality, as measured by BVPI 199 and 89 in combination, which measure perceptions of Cleanliness	2004 baseline 57.9% (very or fairly satisfied)	Increase by 4% 2004 baseline	Increase by 6% 2004 baseline	Increase by 10% 2004 baseline	HBC
	Increase the number of parks and green spaces with Green Flag Award	2006 baseline 5	6	7	8	HBC Env. Dir.
	Increase the number of residents satisfied with local parks and open spaces (BV119e)	03/04 baseline 71% (Triennial survey & local fill-in survey)	74%	77%	80%	HBC Env. Dir.
	An increase in the percentage of abandoned vehicles removed within 24 hours from the point where the local authority is legally entitled to remove the vehicle (BVPI 1218b)	Respond to report within 24 hours – 70.76%	85%	100%	100%	HBC Env. Dir.
		Legally remove – 77.31%	85%	93%	100%	HBC Env. Dir.

	<b>Graffiti</b> % of incidents of offensive graffiti responded to within 24 hours of notification	77.22%	85%	100%	100%	HBC Env. Dir.
Improve the quality of the local environment by reducing the gap in aspects of liveability between the worst wards/neighbourhoods and the district as a whole, with a particular focus on reducing levels of litter and detritus	Reduce detritus and litter density to 16% (BVPI 199(a))	Baseline 03/04 22.3%	16%	14.25%	13%	HBC Env. Dir.
Improved quality of life for people in the most disadvantaged neighbourhoods; service providers more responsive to neighbourhood needs; and improved service delivery	Percentage of residents in Halton's NM Pilot areas reporting an increase in satisfaction with their neighbourhoods  Raise satisfaction levels with the neighbourhood area where people live (BVPI 89)	Baseline to be established autumn 2006  57.9% (2004)	63.7%	69%	70%	HBC Env. Dir.
Decrease in number of deaths and serious injuries (all ages).	Number of people killed or seriously injured on roads in the authority. – BVPI 99a	157 (1994-98)	72 (2007)	72 (2008)	71 (2009)	Cheshire Area Strategic Road Safety Partnership
Increase domestic fire safety and reduce arson	Reduce deliberate number of incidents of vehicle arson to non-derelect vehicles	200 (Jan – Dec 05) baseline	140			

	(LPSA2)					
	Reduce fly tipping (flycapture) (LSPA2)	Baseline April 05/Feb 06 2,100	1890			
	Reduce nuisance fires		8% 2007 10% 2008			

<b>BLOCK - SAFER AND STRONGER COMMUNITIES</b>						
Outcomes	Indicators	Baselines <b>2006/07</b> (Unless otherwise stated)	Targets <b>2007/08</b> (including stretch targets, and their annual unstretched targets)	Targets <b>2008/09</b> (including stretch targets, and their annual unstretched targets)	Targets <b>2009/10</b> (including stretch targets, and their annual unstretched targets)	Lead partner
Implement a strategic approach to reduce the harm caused by domestic abuse	Reduce the percentage of cases accepted as homeless due to domestic abuse that had previously been re-housed in the last two years by that local authority as a result of domestic abuse (BVPI 225)	05/06 – 7%	- 8%	- 8.5%	Housing Trust have not yet set a target for 09/10	Halton Housing Trust
	Reduce the number of violent crimes (common assault and other wounding) which are domestic abuse related	37 per month	Reduce by 2% from baseline - 36	Further target not set		Cheshire Police
	Increase the number of victims of domestic abuse accessing support by 20%	270	324	Target to be agreed at end of 07/08		The Relationships Centre
	Increase by 5% year on year the arrest of perpetrators where a crime has been committed (LCJB)	36 per month	38	40	42	Cheshire Police
	Reduce year on year the occurrence of prosecutors not offering evidence at trial (LCJB)	8	7	6	5	Cheshire Police

	<p>To increase the number of incidents of domestic abuse reported to the police (directly or through a third party) (LPSA2)</p> <p>Increase the number of incidents of domestic abuse, which result in sanctioned detections (LPSA2)</p> <p>To reduce the number of repeat victims of domestic abuse reported annually to the police (directly or through a third party) in the same period who are repeat victims (LPSA2)</p>	<p>baseline 05/06 1349</p> <p>Baseline 269 (20% of all incidents for 05/06)</p> <p>Baseline 162 (21% of all victims)</p>	<p>baseline + 5% = 1416 (Without LPSA) baseline +10% = 1484 (with LPSA)</p> <p>baseline +2% = 274 (without LPSA) baseline + 5% = 282 (with LPSA)</p> <p>Baseline – 2% = 159 (without LPSA) Baseline – 5% = 154 (With LPSA)</p>	<p>+5% = 1558</p> <p>+2% = 288</p> <p>-2% = 151</p>	<p>+5% = 1635</p> <p>+2% = 294</p> <p>-2% = 148</p>	<p>Cheshire Police</p> <p>Cheshire police</p> <p>Cheshire Police</p>
<p>To reduce alcohol related crime, disorder and anti-social behaviour.</p>	<p>Establish baseline data for violent crime, anti-social behaviour and domestic abuse where alcohol is a significant contributing factor.</p> <p>(Cheshire Constabulary to develop a system of recording that can identify where offences are linked to alcohol, especially in respect of violent crime, anti-social behaviour and domestic violence.)</p>	<p>By December 2007 reduce by 7% the total number of disorder incidents reported to the police e.g. public drunkenness</p>				





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**HALTON LOCAL AREA AGREEMENT****LIST OF POSSIBLE ENABLING MEASURES**Children & Young People

- Preventative Mini Trust – carry over a reasonable (agreed with GOL) level of unspent resources from pooled funding from one financial year to another.
- Request to report overall spend only and not spend against blocks or individual outcomes
- Freedom to extend the age range for Connexions interventions from 13-19 to 11-19
- To be released from the requirement to create new childcare places in every children's centre where need is already adequately met, and for flexibility in the models of childcare provision at different centres.
- Flexibility on CF/YPSM/TP – Pool budget and single finance and performance reporting
- Flexibility on benefits – Residence Order Allowance; Special Guardianship Allowance; Adoption Order Allowance

Health & Older People

- continued use of Supporting People funding if HBC fails to retain excellent status,
- whether to request flexibility to utilise Pathways to Work (and any other available employment / volunteering related funding) for adults of all age ranges, not excluding people over 65 years as at present
- whether to request that the Learning and Skills Council allow educational activity for 'recreation / leisure/ wellbeing' purposes, rather than restrict to educational attainment only, even if as a pilot

Employment Learning & Skills

- Incapacity Benefit -\_reward the Halton LSP for a reduction in IB recipients. Savings could be counted if the individual did not go through Pathways to Work, and would be 50% of the saving. This could then be that allocated to the LSP, or added onto Deprived Area Funding or somehow related to city employment strategies.
- Incapacity Benefit - Ability to provide financial incentives for IB stock who are non-Pathways to Work eligible. However, there are questions as to where this money would come from.
- Permitted Work Rules - Ability to dis-apply the earnings disregard rules in targeted areas (NB – Gill is checking if this is needed)
- Data Sharing - There is a need to give greater freedom around data sharing protocols, ie in the case of seconded JCP staff where they lose access to data, particularly around individuals . Data should be able to be shared if it stays within the JCP 'family'

Safer & Stronger communities

- The removal of the capital/revenue split on BSCF. Currently the BSCF is being used predominantly for staffing and interventions. during planning for this money the issue of capital expenditure was never raised - it isn't 'things' we need, rather capacity to do the job and interventions to make a difference.
- Paying the NTA pooled treatment money - in whichever form it comes - to the council instead of the PCT. Criminal justice money is paid to the council and having both funding streams in one place makes it easier for us to manage as council employees, and strengthens/simplifies our contracting arrangements with commissioned agencies.

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## **HALTON LOCAL AREA AGREEMENT**

### **DRAFT STATEMENT OF COMMUNITY INVOLVEMENT**

#### **Introduction**

This statement of community and voluntary sector involvement (SCI) demonstrates how we have worked together so far, and how we will build on this for the future.

There are many voluntary organisations and community groups in Halton. Their objectives and activities are shared with other stakeholders in the borough. Since 2001 all of these interests have come together to jointly commit to improving life in the borough under the banner of the Halton Strategic Partnership (HSP).

The Halton Strategic Partnership is committed to ensuring that a diverse range of voluntary and community groups are involved in decision-making, resource allocation, neighbourhood renewal and service delivery at an area level. This is fully set out in the recently adopted sustainable Community Strategy for Halton. In taking this forward through the Local Area Agreement (LAA) it is vital that it is based on a shared understanding that all partners are responsible for achieving this.

#### **Engaging residents**

The LAAs timescales meant that there has been limited scope to involve residents directly in the LAA negotiation. However, the Community Strategy was built upon a 12-month period of intense engagement with residents and the voluntary and community sector. It was vital that the process was inclusive. Many people and groups were involved so we could build a clear picture on what was important and how we should go forward. Some of the key steps included:

- A review of our achievements since the first Community Strategy was launched four years ago, and an honest assessment of how well partnership arrangements have worked
- A new State of Halton report was commissioned to look objectively at statistical conditions and changes and trends in social, economic and environmental conditions
- A major telephone survey of residents backed up by focus groups was carried out to seek their views on what life is like, and should be like, in Halton
- A review of regional and national strategies, and those of partners, was carried out to assess the likely impact of this activity in Halton
- An inclusive process of debate and discussion on the way forward took place with members, officers, officials and volunteers of all the organisations involved with the partnership
- A thematic assessment of the challenges facing the borough, and a thorough review of outcomes, outputs and targets was carried out. These helped to

demonstrate how the strategy and partnership working could make a difference in the future.

This process of engagement with people and partners was vital. It is only if there is a shared view of the challenges that Halton faces, and a broad sense of ownership of the resulting strategy, and how it will be taken forward through the LAA -that there will be any chance of its ambitions being realised.

We are committed to consulting and listening to local people and ensuring that their priorities shape the strategic direction of Halton. To underpin this commitment the Partnership has adopted a new and innovative approach to community engagement enshrined in a strategy adopted in October 2005. This has begun to identify best practice models of community empowerment and work to support all partners to develop their practice further. There is a commitment to continue this approach as the LAA is developed.

While partners are effectively consulting local residents in a variety of ways, and can demonstrate that their priorities are shaping the strategic direction of the partnership, we recognise that there is more work to be done. In the first year of the LAA (and the final months of this year) we will focus on further developing the links between our LAA and the community engagement strategy.

### **Building on existing partnership working**

Halton's LAA is built on a broad base of existing partnership working, especially with the voluntary and community sector. Halton already has well established and robust partnership working arrangements. As detailed in the LAA this is based on a hierarchy of Partnership Board, SSPs (thematic partnerships), Performance and Standards Group, and a range of subsidiary partnerships. The community is well represented on all of these bodies with at least 2 representatives per partnership, and indeed the Community Empowerment Network's Chair is the HSP's Vice-Chair.

In addition there are geographical engagement mechanisms through area forums, participation and delivery meetings and putative neighbourhood management boards in our three pilot areas. The Area Forums will shortly refresh area action plans and take on board any ramifications from the LAA. They will be based on wide consultation with local residents, neighbourhood based groups and cross-borough communities of interest and communities of identity. The Area Action Plans will both reflect the emerging priorities of the LAA and act as a mechanism for understanding local priorities to feed into the LAA.

### **Developing the LAA together**

From the outset there has been a commitment to informing the Voluntary Community Sector (VCS) about the LAA process and to consulting on the developing LAA. Underpinning this, the LAA Lead Officers Group includes two voluntary sector members from HVA Together.

A range of activities have been planned to keep all stakeholders informed of the development of the LAA and to shape its direction at critical points. In response to

demand events will be held during working hours and also evenings / weekends so that the needs of smaller community organisations and Board Members are met. Even at this early stage we can demonstrate that concerns raised during stakeholder events have influenced the developing LAA. For example:

- The importance of poverty as across cutting issue
- Transport and accessibility
- Properly representing the full range of needs of older people
- A strategic approach towards funding the voluntary sector, moving away from short-term project based funding.

The LAA is now a standing agenda item for monthly Community Empowerment Network (CEN) Executive Board and network meetings so that the VCS infrastructure organisations of the Borough are consulted and informed at regular intervals. Lead negotiators for each block will ensure that the VCS are involved in and inform the emerging priorities targets and actions.

### **Implementing the LAA**

There is a clear opportunity for the LAA to enable an increase in opportunities for the voluntary and community sector organisations to be delivery agents. We welcome the mandatory outcome on the growth of the voluntary and community sector and partners are considering how to support this. Work to achieve this mandatory outcome will build on the continuing work of the Partnership who:

- Support commissioning agencies to develop models for commissioning services that enable VCS organisations to hold contracts
- Promote the contribution the VCS can make in public service delivery
- Build the capacity of VCS organisations to develop the standards, systems and skills required to become 'fit for purpose', bidding for and potentially winning contracts for service delivery.

### **Making a financial contribution**

There is considerable scope for the voluntary and community sector to add value to the LAA:

- In Halton for each £1 of local authority grant investment, the sector levers in a further £6
- When volunteer time is recognised with a notional value of £8 per hour, it would amount to a further £50 million added value to Halton.
- The Small Grants Fund offers voluntary and community groups grants of up to £5,000 to achieve their goals.

We have not addressed in detail whether and how specific funding streams will be brought into the LAA, but Change Up investment plans and the Big Lottery Fund are under discussion.

## **Purpose of the SCI for Halton**

Acknowledging the diversity and independent status of all partners, the SCI for Halton's purpose is to:

- • Be a fundamental reference document setting out processes for improving, monitoring and evaluating the input of local people and partners, relationships, partnerships and cross-sectoral working, at all levels.
- • Establish key principles, shared vision and undertakings.
- • Promote understanding between the sectors, and work together to develop a culture of mutual trust and empowerment.

The SCI for Halton is a framework for the way in which organisations from the community voluntary & public sectors work together. It is based on a number of shared principles:

1. Voluntary action is an essential part of a democratic society.
2. If society is to thrive and work well, it needs to have an independent and diverse community and voluntary sector.
3. All partners are committed to working in partnership towards common aims, whilst recognising that each contributes in different ways.
4. It is recognised that policies and services will be much closer to peoples real needs and wishes if they are engaged and involved in putting their ideas into action.
5. By involving people in decisions and helping them take part in the delivery of services, long-term relationships with the partners are built.
6. All partners recognise and respect equality and diversity and will work to enhance and encourage the implementation of these principles.

To be successful, the SCI aims to involve residents and the VCS in developing the LAA, and more importantly in its implementation. It will:

- Widen access for communities to be involved in or influence the decision-making process.
- Develop the relationship between all sectors and at all levels.
- Improve the flow of information and communication channels between and in, all sectors and the community.
- Develop the network and networking, between and across, all sectors.

## **Established protocol**

The Halton Strategic Partnership has already agreed a protocol, which sets out the expectations in terms of the actions and relationships between partners. The Board has also stated its intention that each of the blocks of the LAA should be underpinned by a similar commitment to involve and engage all partners, and especially the community and voluntary sector, in the design and implementation of the LAA. It is worth highlighting some of the key commitments included in the Halton protocol:



**Shared Commitments for Halton Strategic Partnership and HVA Together**

1. All involved in the HSPB, HT and all the relevant sub partnerships will be aware of and sign up to the Community Strategy, priorities process, partnership strategies and terms of reference as required.
2. All members' organisations must comply with the equality and diversity policies of HSPB, adhering to the principles and values of the Partnership on equality and fairness.
3. At all levels of representation HSPB and HT will work towards eliminating any barriers for members to access and fully participate in the process. This will include an induction for new representatives, and relevant training and ongoing support from Partnership and HT staff.
4. HSPB and HT will actively work towards a relatively even spread of representation over the geographical area of Halton.
5. The HSPB will recognize the full range of responsibilities that HT is charged with by central government and the relevant levels of emphasis placed on each.
6. Whilst recognizing that Members represent organizations, within Partnership structures they will act in the best interests of the borough rather than advancing their own personal or organizational agendas.

**Commitment of Halton Strategic Partnership Board to support the full involvement of HVA Together**

1. There will be at least 2 HT representatives on the HSPB and each of the Specialist Strategic Partnerships (SSPs)
2. Wherever possible, each SSP will invite representation from HT onto all sub partnerships and working groups.
3. All representatives are entitled to receive appropriate support and assistance from the Halton Partnership Team, Halton Together support team and or SSP coordinators to enable them to fully participate in meetings

**Commitment of HVA Together to support the advancement of the LAA**

1. HT representatives will be openly and democratically elected through the Halton Together Network and its recognised sub networks and forums.
2. Halton Together will endeavour to ensure that all representatives have the relevant expertise or are provided with opportunities to develop their knowledge.
3. HT representatives will have the responsibility to ensure that they gather information from and feed back to the wider network the content and context of their involvement and will in turn report to and inform the relevant aspect of the HSPB of the work of HT.

This SCI will form the basis on which the working protocol for involvement of partners in managing the LAA will spring from.

**Conclusion**

This Statement of Community Involvement seeks to be a fundamental reference document which will establish key principles, shared vision and undertakings, to promote understanding between partners so that they may work together to build trust and

improve the lives of people who live and work in Halton through the Local Area Agreement (LAA).

This provides a basis to help the Halton Strategic Partnership (HSP) to utilise the LAA to streamline and improve service provision, with the maximum inclusion of local people and the community and voluntary sector at every level and to respond to and be driven by the needs of the local community.



# **Halton Strategic Partnership Board**

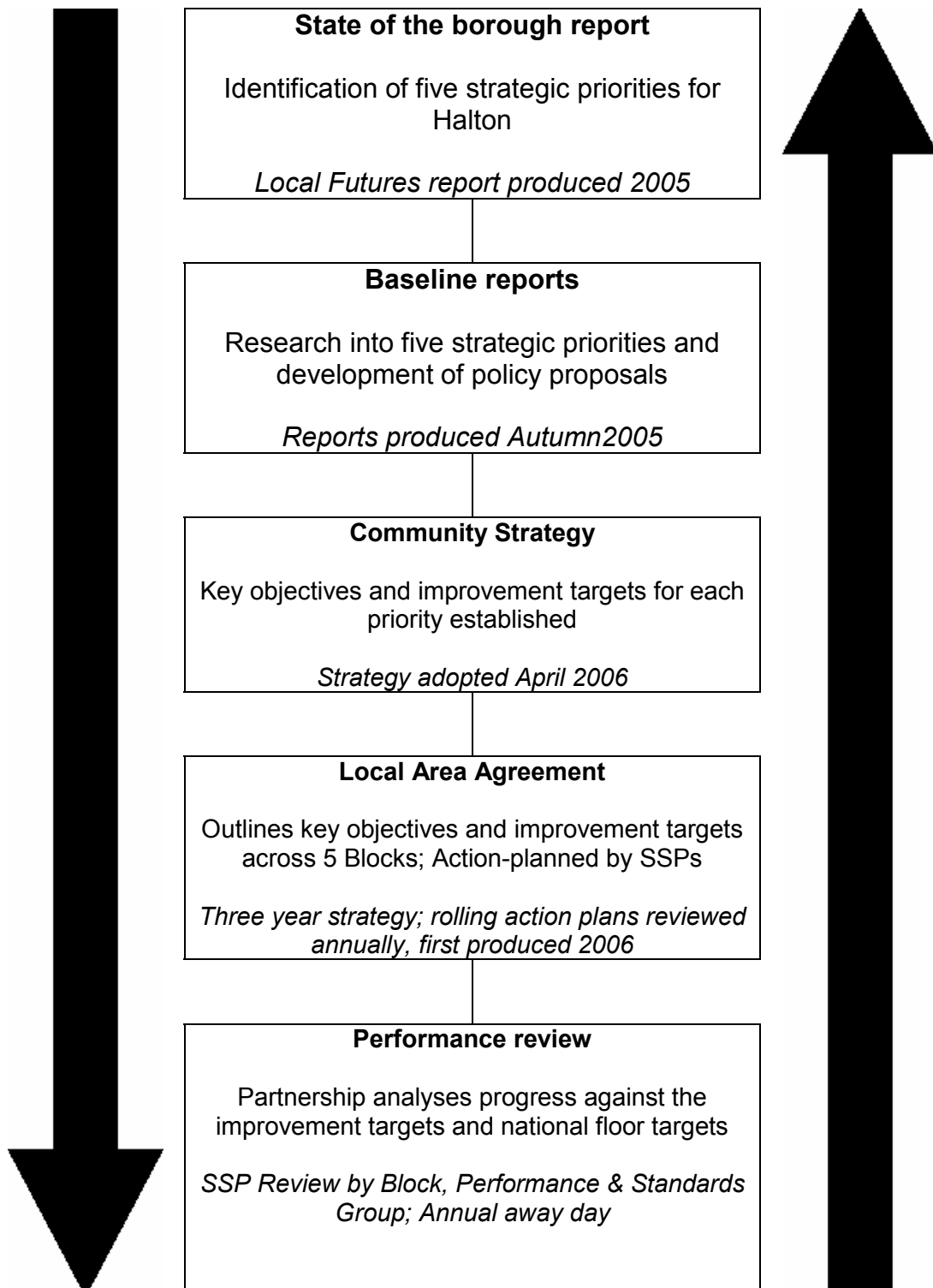
## **LAA Performance management framework (Draft)**

August 2006

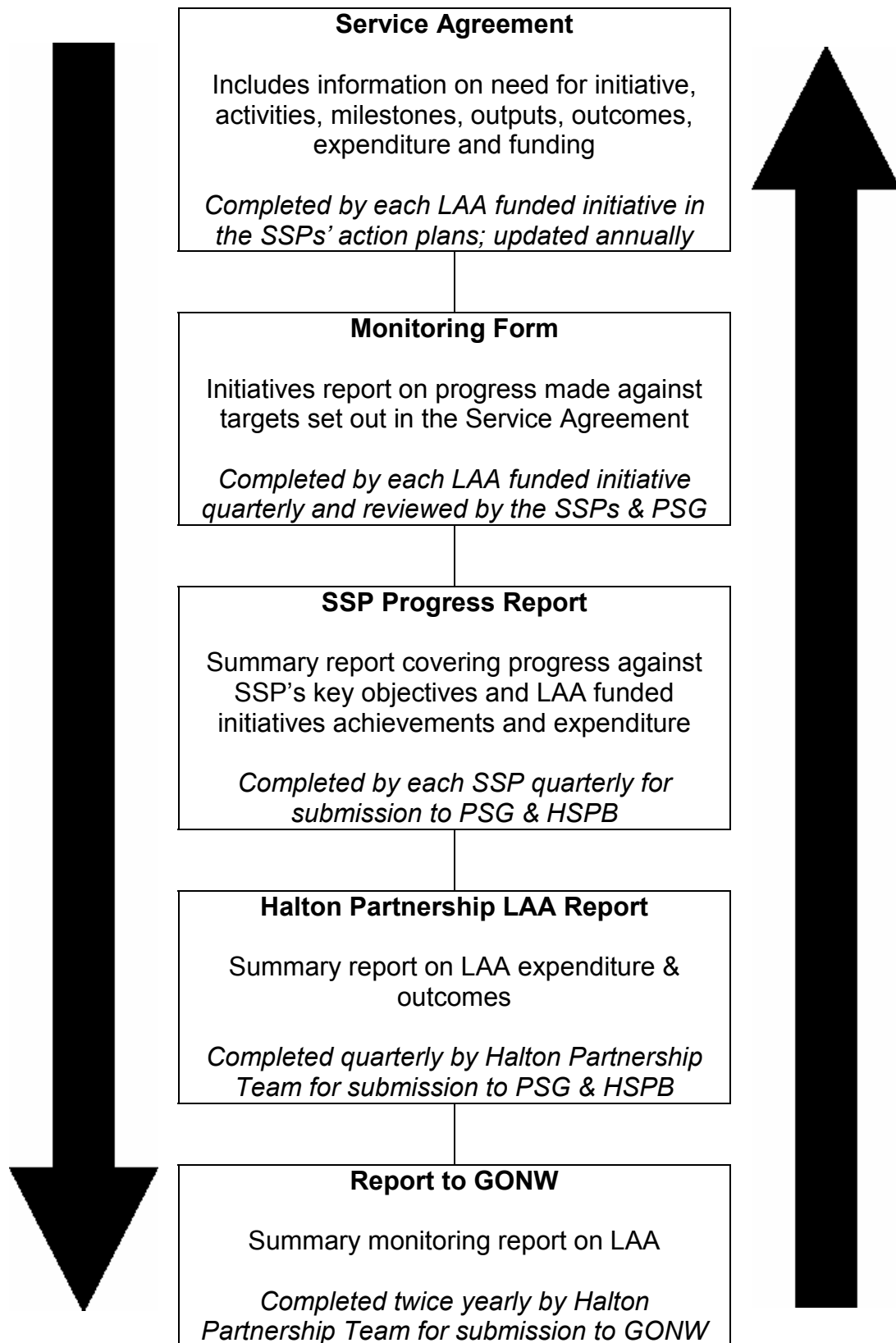
## Section 1: reviewing delivery

The Halton Strategic Partnership Board (HSPB) has a structured strategic planning and performance management framework in place, with strong linkages between the two processes. This has been revised and extended to encompass the needs of Local Area agreements (LAA).

The following diagram illustrates the Partnership's strategic planning process.



The following diagram illustrates the Partnership's performance management process for Halton's LAA Funding.



## **Section 2. Annual Performance Review**

The annual performance review is used to monitor progress against the Community Strategy's improvement targets and national floor targets. It provides an opportunity for a rounded assessment of progress across all aspects of Partnership activity. Partners are provided with a review of progress against the Community Strategy improvement targets and the national floor targets. This forms a central element published Annual Report of the Halton Strategic Partnership.

Each target is placed in one of the following categories:

- achievement likely (green)
- achievement difficult (amber)
- achievement unlikely (red)

A presentation is given to partners analysing the targets categorised as red and amber in more detail. Partners identify gaps in current service provision that need to be addressed to improve performance against these targets. Action points are drawn up following the discussion and agreed by the Halton Strategic Partnership Board at their next meeting. All the agreed action points are SMART and have clear lead individuals/agencies. Progress is reported to the Halton Strategic Partnership Board throughout the year.

The annual review of the SSPs strategies and action plans is used to challenge the plausibility of the actions aiming to deliver the targets. As part of the process for allocating LAA resources, clear links are established between the grant funded initiatives, the LAA outcomes framework and SSP Action Plan, and the Community Strategy improvement targets and key objectives. The criteria for LAA funded initiatives (attached) states that to receive grant initiatives should be based on evidence of what works and existing good practice in circumstances relevant to Halton.

When reviewing their strategies and action plans, the SSPs are required to use information from the performance review and from the monitoring of LAA funded initiatives to revise their plans to ensure they remain focused on what works in the achievement of the LAA and Community Strategy improvement targets and national floor targets.

The performance review and the SSPs updated strategies and action plans inform the updating of the LAA and the regular refresh of the Community strategy itself.

The information collected from each initiative through the monitoring process also includes the following in addition to the information outlined in the above diagram:

- progress towards sustainability, including mainstreaming where appropriate
- partnership working and development
- community engagement activities

The financial monitoring collects information on the use of LAA resource and on investment from other sources, including:

- cash match funding
- in-kind match funding
- leverage/complementary funding

### **Section 3. Performance management arrangements**

The LAA sets out clear targets for outcomes in the five thematic block areas and on key cross-cutting transformational issues. The Halton Strategic Partnership Board (HSPB) has delegated responsibility for developing and monitoring delivery of the annual LAA Action plan to the Performance and Standards Group (PSG). The PSG will review delivery of the LAA targets and operational plan actions on a six-monthly basis, with lighter-touch intermediate quarterly reviews of financial performance. The HSPB and PSG are supported by a dedicated performance management capacity from the Halton Strategic Partnership Team. The existing performance management framework of the Partnership has been updated and revised to take account of the needs of LAA management.

The performance management framework is comprehensive, strategic and operational. It will test the vision and approach of the LAA, including its preventative, sustainable and targeted aspects, and the priorities. This will include taking account of existing and emerging borough wide, regional and national frameworks and initiatives that provide useful information and intelligence about the performance of Halton. It is designed to plan, monitor and review in a timely manner and will include targeted and LAA-wide evaluations. During the first year of LAA we will develop an annual trajectory for each of the three years of the Agreement, building on the trajectory analysis produced for the LSP review in 2006.

The thematic partnerships – the SSPs - will be responsible for the delivery of the relevant “block” outcomes of the LAA. SSPs will review their arrangements to ensure these are “fit for purpose” to ensure delivery of the LAA.

Responsibility for individual targets in the LAA will be clearly designated in an action plan, with particular lead partners and named lead officers. Each partner’s normal accountability and corporate governance procedures apply to the initiatives they take responsibility for.

The role of the PSG is to:

- Prepare an annual LAA action plan for Board approval
- Review, and where necessary challenge, the annual action plans prepared by thematic partnerships (SSPs) and recommend their approval to the BSP Board
- Monitor performance against LAA targets twice a year and monitor financial performance quarterly
- Ensure effective arrangements are in place to collect and analyse information to support the development, monitoring and delivery of the LAA

- Undertake performance management action as outlined below

The Halton Partnership team supports the PSG. It is advising on the development and maintenance of information systems and analysis to support the LAA and its implementation. The Team will help join-up the performance management arrangements across all partnerships and help to ensure that action is effectively coordinated

The Role of SSPs – is to take responsibility for the overall delivery of the relevant block outcomes. They are primarily accountable for delivery against the LAA, including:

- Prepare an annual action plan for the block for submission to the PSG
- Monitor performance against LAA targets twice a year and monitor financial performance quarterly
- Undertake performance management action as outlined below.

SSPs must ensure their management arrangements are adequate for managing delivery of the relevant LAA outcomes. They will agree how responsibility for individual targets in the LAA is allocated to a lead partner and named lead officer. All agencies contributing to the delivery of a target will be expected, as part of their normal accountability and governance arrangements, to ensure:

- Appropriate delivery plans are in place
- Robust data on performance against target is collected and reported in accordance with overall arrangements for monitoring the LAA
- Under-performance against agreed targets and outcomes can be promptly addressed.

All action plans will include appropriate tracking of performance at six-monthly or more frequent interval (except where outcome data is only available annually – for example, for school examination results). A "monitoring level" will also be set for targets: this will be the level that triggers performance management action. The PSG will agree all targets and "monitoring levels" through its oversight of annual action plans.

#### Ladder of intervention

Tackling under-performance will be the greatest challenge for the performance management regime in the wider LAA context. The LAA has established a three-stage management process. This ladder of intervention will be reviewed over time. However, from the outset we intend to put in place systems which provide clear monitoring and reporting and make available a mutually accountable and supportive approach to enable partners to improve performance. This reporting should result in a clear picture of performance against the LAA in our annual report and then provides the basis for future planning as LAA implementation rolls forward.



For specific funding streams, performance management action could be triggered when performance against a particular target fails to achieve the agreed "monitoring level".

- Stage 1 If a six monthly monitoring report shows that performance against the action plan or a particular target has failed to achieve the agreed "monitoring level", the lead partner will be expected to take appropriate action, working as appropriate with other agencies. It will be asked to report on progress to the relevant SSP within three months.
- Stage 2. If a six monthly monitoring report shows that performance against the action plan or target has failed to achieve the agreed monitoring level for two consecutive six monthly periods, the SSP will be expected to agree with the relevant agencies a plan to tackle the under-performance. It will be asked to report on progress to the PSG within three months.
- Stage 3. If performance continues to fall below expected levels despite action by the SSP, the PSG will nominate one of its members to agree a revised plan to tackle under-performance, details of which will be reported to the PSG within three months.

The PSG will retain the right, in consultation with the relevant SSP, to trigger performance management action at either Stage 1, 2 or 3 in other circumstances where there is evidence of under-performance against target. The PSG will report every six months to the Board on all performance management actions, and especially those at Stages 2 and 3. These arrangements will be implemented and tested during the first year of the LAA 2006/7.

The annual planning cycle is designed to fit with the established budgetary and project management cycles of partners in Halton. In summary, the planning cycle for the LAA is as follows:

Timing	Activity	Outputs
July- Sept	Annual review of progress against LAA outcome targets and delivery of previous year's action plan	Report to HSP Board Annual report. Financial report.
Aug – Oct	Draft action plans submitted by SSPs (covering proposed activities, outcomes and funding arrangements). PSG to challenge prioritization and plausibility.	Feedback to SSPs. Report to HSP Board on draft plans, including recommendations for changes. Financial report.

Nov	Mid-year (Apr-Sept) update on spending and activities (against action plan) from SSPs.	Exception / summary report to HSP Board. Performance report. GONW Monitoring Meeting
Dec	Finalised action plans submitted by SSPs. PSG challenge as appropriate.	Final proposed operational plan to HSP Board. Financial report.
Feb/March	Quarter 3 (Oct-Dec) update on spending and activities (against action plan) from SSPs	Exception / summary report to HSP Board. Financial report.
May	End of year update on spending and activities (against action plan) from SSPs	Exception / summary report to HSP Board. Performance report.

Our ladder of intervention is framed to be able to inform the annual planning cycle in a timely and appropriate way.

#### **Section 4: reviewing partnership working**

The Core requirements have been introduced to ensure that LSPs do not just measure progress on delivery of targets, but also to ensure that what they are doing is right in the light of local circumstances. All actions need to be Specific, Measurable, Achievable, Resourced and Realistic, have a Time Limit and have clear lead individuals/agencies and progress reporting scheduled. The core requirements of LSP performance management arrangements are:

Reviewing outcomes - Monitor the implementation of the LAA (and Community Strategy) - measuring progress against relevant floor and local targets set out in the outcomes framework, and challenge the plausibility of actions to deliver. This is reviewed on an annual basis by the Board and twice a year by the PSG.

Reviewing partnership working - Assess the effectiveness of the partnership - ensuring that the LSP is strategic, inclusive, action-focused, performance managed, and addresses skills & learning. This is reviewed annually as part of the LSP Improvement Plan and refreshed as a minimum every three years.

Improvement planning - Strengthen delivery arrangements. Devise action/improvement plans to address weaknesses. This is reviewed quarterly and refreshed annually following the GONW review.

The Halton Strategic Partnership Board's recently reviewed all aspects of its partnership working. Amended governance arrangements came into place in May 2006, which included strengthened performance managements and scrutiny arrangements through a dedicated Performance and Standards Group (PSG).

The PSG reports every six months on progress in implementing the SSP/LAA Action plans, highlighting issues for concern. The annual performance review

away day is used to report on progress against the actions and for partners to raise any issues of concern and identify weaknesses that need action taking to address them.

### **Conclusion**

The performance management framework is crucial to the delivery of both the LAA Outcomes Framework and Community strategy targets. It is also a way of each tier of the Partnership holding to account the next tier for delivery of their tasks and targets. However, this needs to be in a structured format that follows the same principles down through the tiers, and horizontally across the partnership groups at each tier. This performance management framework sets out how the Partnership will:

- agree improvement plans to build on strengths and overcome weaknesses;
- ensure that any proposed actions to meet targets are robust;
- monitor progress against defined targets; and
- review the effectiveness of the Partnership and its impact on services.

It focuses in particular on the relationship between the main Partnership, the Performance and Standards Group (PSG) and the thematic partnerships, and clarifies the roles that each undertakes. The performance management framework includes scrutiny arrangements to provide opportunities to look at and challenge annual performance and to promote accountability and transparency in monitoring the delivery of the Community Strategy and LAA.

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## **Halton Local Area Agreement - Transformational Issues**

### **A. Liveability**

#### **Why is this an issue for Halton?**

The visual quality of an area, namely the way an area looks, including levels of litter and rubbish, scruffiness of gardens and the prevalence of high rise flats or open space, is of crucial importance in determining quality of life in a local area.

A recent Mori poll which asked people what most needs improving in their own local area, found liveability issues are still top of the public priority list, well ahead of health and education. In Halton, the opinions of 2,500 local residents were surveyed in 2005. Removing rubbish, and cleaning the streets and verges was felt to be the biggest environmental improvement, which could be made. In the 2005 LSP consultation, residents thought that one of the most effective factors in improving the environment was to 'improve local parks and make them safer and tidier'.

#### **How will we work to address the issue across the LAA?**

The quality of the local environment impacts on people's health, their fear of crime, and the social and economic vibrancy of the area. Poor quality spaces are visible indicators of decline and disadvantage. Graffiti, street litter, abandoned vehicles, dog fouling drag down a local area and there is evidence that their presence signals a spiral of decline, which can undermine communities. It is only through partners working together to tackle these issues and their causes, that we are to bring about improvements in the liveability agenda and quality of life for local residents.

#### **How will we work differently?**

Working in partnership delivering joint initiatives has proven to particularly effective and this approach will be developed across partner agencies, and in particular through the Safer Halton Partnership. The recent police drug raids, were supported by other partners, who following the raids, successfully helped to deliver local environment improvements, and re-assure the local community.

Three of the more deprived areas of the Borough have been selected for the neighbourhood management pilot. A neighbourhood management board has been established and neighbourhood boards will soon follow. By tailoring services to meet the needs of local communities across the LAA, it is hoped that we can make a significant difference to their quality of life. Neighbourhood management is seen as an opportunity for partners to work more closely together and pilot new ways of working, which if successful can be rolled out across the Borough.

#### **How do we propose to deliver on this area?**

The recently revised Safer and Stronger Communities Fund Agreement, sets out a number of liveability targets across the Borough and more specific targets for the neighbourhood management pilots areas. The SSCF Agreement will be monitored by

the performance management group, of the Safer Halton Partnership (SHP) and the SHP, engagement and liveability task group, which will take the lead in delivering on the liveability agenda.

<b>BLOCK - SAFER AND STRONGER COMMUNITIES</b>						
<b>Outcomes</b>	<b>Indicators</b>	<b>Baselines 2006/07 (Unless otherwise stated)</b>	<b>Targets 2007/08 (including stretch targets, and their annual unstretched targets)</b>	<b>Targets 2008/09 (including stretch targets, and their annual unstretched targets)</b>	<b>Targets 2009/10 (including stretch targets, and their annual unstretched targets)</b>	<b>Lead partners</b>
To have cleaner, greener and safer public spaces boroughwide with real and sustainable improvements	<b>Litter</b> - % of residents satisfaction with the cleansing standards in Halton (Annual local Indicator)	N/a  Baseline data to be established in 06/07	Increase by 10% from 2006/07	Increase by 10% from 2007/08	Increase by 10% from 2008/09	Jimmy Unsworth
	<b>Graffiti</b> - % of incidents of offensive graffiti responded to within 24 hours of notification	77.22% - 2005/06  2006/07 Target - 85%	100%	100%	100%	Jimmy Unsworth
	<b>Fly-Tipping</b> Year on year reduction in total number of incidents and increase in total number of enforcement actions taken to deal with fly tipping (based on scoring system for BVPI 199d)	1	1	1	1	Jimmy Unsworth
	% of incidents of fly-tipping responded to within 48 hours of notification	93.55% - 2005/06  2006/07 Target - 95%	100%	100%	100%	

	<b>Vehicles</b> Percentage of new reports of abandoned vehicles investigated within 24 hours of notification	70.76% - 2005/06 2006/07 Target - 85%	100%	100%	100%	Jimmy Unsworth
	Percentage of abandoned vehicles removed within 24 hours from the point at which the LA is legally entitled to remove.	77.31% - 2005/06 2006/07 Target - 85%	93%	100%	100%	Jimmy Unsworth
	<b>Dog fouling</b> Increase the number of fixed penalty notices	12	15	18	24	
	<b>Noise</b> decrease the average time taken to resolve residential noise complaints	34 days	32	30	28	
	<b>Community participation</b> increase the number of presentations to community and schools	?				
Cleaner, greener and safer public spaces (Relevant SSCF Agreement targets)	Increase residents' satisfaction with cleanliness standard in their area (BVPI 89)	2004 baseline 57.9% (very or fairly satisfied) 2006/07 Target 63.69%	Tri-annual Indicator	Tri-annual Indicator	70%	Jimmy Unsworth
	Increase the number of parks and green spaces with Green Flag Award	2006 baseline 5	2007 7			
	Increase the number of	03/04 baseline 71%				



	residents satisfied with local parks and open spaces (BV119e)	06/07 target 74%				
Improve the quality of the local environment by reducing the gap in aspects of liveability between the worst wards/neighbourhoods and the district as a whole, with a particular focus on reducing levels of litter and detritus	Reduce detritus and litter density to 16% (BVPI 199(a))	Baseline 03/04 22.3% Target 06/07 is 17.75%	16%	14.25%	13%	Jimmy Unsworth
Road safety	Reduce the number of people killed or seriously injured in road collisions  Reduce the number of children killed or seriously injured in road collisions by 46%	Baseline (1994 – 1998 average) 157 KS1  Baseline (1994 – 1998 average) 33 KS1	34% reduction by 2007  41% reduction by 2007			
Increase domestic fire safety and reduce arson	Reduce deliberate number of incidents of vehicle arson to non-derelict vehicles (LPSA2)  Reduce nuisance fires	200 (Jan – Dec 05) baseline	140  8% 2007 10% 2008			

## B. Alcohol Harm Reduction

### 1.0 Why is this an issue for Halton?

- 1.1 In 2004 the Government produced the National Alcohol Harm Reduction Strategy, which underlined the important part alcohol plays in the UK economy. The value of the alcohol drinks industry in the UK is estimated at more than £30bn and around one million jobs are connected to it. Moreover, most people enjoy drinking alcohol with few, if any, ill effects – in fact in moderation it can deliver some health benefits.
- 1.2 However alcohol misuse can be a source of considerable harm. The National Alcohol Harm Reduction Strategy identifies certain critical harms connected to alcohol misuse:
- Health – up to 22,000 premature deaths per year
  - Crime and antisocial behaviour – 1.2 million associated violent incidents per year
  - Loss of productivity and profitability – calculated at £6.4bn. per year
  - Harms to family and society – between 780,000 and 1.3 million children are affected by parental alcohol problems
- 1.3 Halton itself suffers from more than its fair share of alcohol related issues. The table below taken from a recent study on alcohol misuse in the North West conducted by the North West Public Health Observatory, highlights Halton's position against some of the key indicators for alcohol.

Indicator	Figure plus North West ranking (out of 43 L.A.s)
Synthetic estimates of binge drinking.	23.8%, 5 <sup>th</sup> highest
Hospitalised admission for alcohol specific conditions	Males: 6.14 per 1k, 7 <sup>th</sup> highest Females: 3.13 per 1k, 6 <sup>th</sup> highest
Hospitalised admissions for all conditions attributable to alcohol	Males: 13.68 per 1k, 4 <sup>th</sup> highest Females: 7.56 per 1k, 3 <sup>rd</sup> highest.
All violent offences attributable to alcohol	8.63 per 1k, 10 <sup>th</sup> highest.
Reduced life expectancy for all causes attributable to alcohol	Males: 13.46 months of life lost, joint 4 <sup>th</sup> highest. Females: 10.43 months of life lost, 2 <sup>nd</sup> highest.

- 1.4 During 2005 an alcohol survey of year 10 and 11 pupils in Halton was carried out. These were a few of the results:
- A higher than average proportion of 15-16 year olds are drinking alcohol in Halton – 92%. (North West 88% and 93% across Cheshire).
  - 40% of teenagers surveyed claim to drink in pubs.
  - 50% of teenagers surveyed claim to get their alcohol from their parents.

### 2.0 How will we work to address this issue across the LAA?

2.1 Alcohol harm affects many different agencies and partnerships across Halton. This is why we have chosen alcohol as one of the key drivers for change within the LAA.

2.2 The cost of alcohol misuse, both social and economical provides serious cause for concern in Halton, particularly given the latest statistics. We know that if we can reduce alcohol harm across the borough we will make an impact on improving a range of associated issues. For example, these would include health, crime and community safety, employment, liveability, regeneration and educational attainment.

### **3.0 How will we work differently?**

3.1 As with all blocks of the LAA and the key drivers for change that we have identified within it, we will need to adopt a holistic approach to address many of the issues surrounding alcohol.

3.2 No single partnership or agency can act alone on such a complex issue. In order to meet the significant challenge of reducing the harm caused by alcohol the different components of the partnership structure in Halton must recognise the relevance of alcohol to their core business and must include it as a cross-cutting issue.

3.3 To a large extent this work is well underway with the alcohol priority. A multi-agency task group has been established and a comprehensive Alcohol Harm Reduction Strategy developed. An Alcohol Intervention officer is about to be appointed, whose primary purpose will be to ensure the delivery and implementation of the Strategy and Action Plan.

### **4.0 How do we propose to deliver on this area?**

4.1 In order to deliver on this area of the LAA we intend to focus on 5 key priorities, which bring together the strategic priority areas identified in Halton's Alcohol Harm Reduction Strategy. These are **Health, Crime and Licensing, Children and Young People, Workplace and Communities and Regeneration**. Under each area we have picked the key outcomes and targets that we feel the LAA can help us to achieve. This action plan will be monitored and delivered by the Alcohol Task Group and will sit alongside the main Alcohol Harm Reduction Strategy and action plan. Relevant SSPs will also need to take responsibility for outcomes relating to their priority area.

Appendix 1 to this report provides an explanation of why we have chosen to focus on these areas along with the Alcohol LAA action plan itself.

## **Appendix 1**

### **Health**

In terms of **health** the Government produced a white paper in 2004 entitled "Choosing Health: Making Healthier Choices Easier". This paper establishes a framework for helping people to make healthier choices. It recognises that people need sound information to make informed choices and that we need to be protected from those who make harmful

choices. Children can be particularly vulnerable in this context. The paper endorses the call for services to be tailored to the needs of individuals and for organisations, including those that are not directly delivering health services, to work in partnership to reduce health inequalities. The white paper presents the issue of sensible drinking within a range of lifestyle choices, including smoking, obesity, exercise, sexual health and mental health.

The DoH's Dual Diagnosis Good Practice Guide indicates that mental health services should take the lead responsibility for people who have both mental ill health and substance misuse problems. Local implementation Teams should work in partnership with Drug and alcohol Action Teams to implement the Good Practice Guide.

The National Strategy for Sexual Health and HIV (DoH 2001) recognises the link between alcohol use and unprotected sexual behaviour. The Teenage Pregnancy Unit identifies sex between teenagers as a corollary to alcohol misuse among young people.

### **Crime and Licensing**

The Crime and Disorder Act 1998 established the legal framework within which Crime and Disorder Partnerships were developed. The Government recognised that the Police alone could not tackle the complex causes and consequences of crime, disorder and anti-social behaviour and that it was only possible through collaborative partnership work, including a wide range of organisations and local communities. Crime and Disorder Strategies, agreed by the Partnership, should include the links between alcohol, crime and disorder and anti-social behaviour. The Act, in effect, established a preventative framework since the key task of the Partnership was not only to tackle the consequences of crime but also its complex causes.

The Anti-social behaviour Act (2003) empowered Local Authorities and Police to apply for Anti-Social Behaviour orders against any person who is acting "in a manner that caused or was likely to cause harassment, alarm or distress". ASBOS were intended to be used principally as a preventative measure.

The Criminal Justice and Police Act (2001) allowed Local authorities to designate controlled drinking areas, where police are given power to confiscate alcohol in public places.

The Licensing Act (2003) has four fundamental objectives: the prevention of crime and disorder; public safety; the prevention of public nuisance and the protection of children from harm.

### **Children and Young People**

The National Healthy Schools Standard (1999) aims to help schools to become healthier places for staff and pupils to work. Schools working towards the standard have a structure in place for improving the way they educate pupils about alcohol in a whole school approach.

The National Curriculum PSHE and Science Frameworks (2000) support alcohol education by specifically including it within the statutory Science Orders and in the PSHE and Citizenship Framework.

Drug and Alcohol Action Team Young People's Plan - to ensure that they achieve the Government's Key Performance Indicators, targets and service levels for young people and substance misuse, including alcohol.

The Government's green paper "Every Child Matters" sets out the proposals for reforming the delivery of services for children, young people and families in order to protect children at risk of harm and neglect and support all children to achieve their full potential. Many of the proposals of the green paper are aimed at more effective partnerships to achieve common assessment frameworks between Connexions, YOT's, health and social services; setting up Children's Trusts comprising all agencies including children's health services; establishing local Safeguarding Children's Boards; having one person in each Local authority responsible for all children's services.

Children's National Service Framework (2004) establishes 11 standards aimed at improving the health of children and young people in England.

### **The Workplace and Communities**

Health and Safety at Work Act 1974 sets out the duty of care of employers in the workplace. Section 2 places a duty on employers to provide a safe place of work and competent employees.

Management of Health and Safety at Work Regulations 1998 places a duty on the employer to make a suitable and sufficient assessment of the risks to health and safety of employees.

Transport and Works Act 1992 makes it a criminal offence for specified jobs to be undertaken by those unfit through drink or drugs. Employers must be able to demonstrate "due diligence".

### **Regeneration**

The National Strategy for Neighbourhood Renewal Action Plan identifies as key areas tackling worklessness and supporting weaker economies, tackling crime, improving skills, tackling poor health and tackling poor housing and physical environment. The plan sets out how alcohol misuse is a factor in each of these areas; tackling alcohol misuse can significantly contribute to reducing inequalities in each area.

The National Strategy emphasises the role of Local Strategic Partnerships in delivering sustainable economic, social and physical regeneration and improved public services to meet the needs of local people.



<b>OUTCOME</b>	<b>INDICATOR</b>	<b>BASELINES 2006/07</b> (Unless Otherwise Stated)	<b>TARGETS 2007/08</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2008/09</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2009/10</b> (Including any stretch targets, and their annual unstretched targets)	<b>LEAD PARTNER</b>
<p><b>Health</b></p> <p>To reduce the level of alcohol related health problems.</p>	<p>To reduce premature mortality rates from heart disease, stroke so that the gap between national rates and the rate for the Borough is reduced by X% by 2010.</p>	<p>Achieve target by 98 per 100,000 by 2008 dying from heart related diseases including stroke against 2002 baseline of 134 per 100,000.</p> <p>To reduce deaths by cancer from 1996 baseline of 186 people per 100,000 population to projected target of 142 by 2008.</p>				

<b>OUTCOME</b>	<b>INDICATOR</b>	<b>BASELINES 2006/07</b> (Unless Otherwise Stated)	<b>TARGETS 2007/08</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2008/09</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2009/10</b> (Including any stretch targets, and their annual unstretched targets)	<b>LEAD PARTNER</b>
	To reduce male and female hospital admissions through alcohol.	To reduce male and female hospital admissions through alcohol by X for males and X for females.				
<b>Crime and Licensing</b>  To reduce alcohol related crime, disorder and anti-social behaviour.	Establish baseline data for violent crime, anti-social behaviour and domestic abuse where alcohol is a significant contributing factor.  (Cheshire Constabulary to develop a system of recording that can identify where offences are linked to alcohol, especially in respect of violent crime, anti-social behaviour and domestic violence.)	By December 2007 reduce by 7% the total number of disorder incidents reported to the police e.g. public drunkenness				



<b>OUTCOME</b>	<b>INDICATOR</b>	<b>BASELINES 2006/07</b> (Unless Otherwise Stated)	<b>TARGETS 2007/08</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2008/09</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2009/10</b> (Including any stretch targets, and their annual unstretched targets)	<b>LEAD PARTNER</b>

<b>OUTCOME</b>	<b>INDICATOR</b>	<b>BASELINES 2006/07</b> (Unless Otherwise Stated)	<b>TARGETS 2007/08</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2008/09</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2009/10</b> (Including any stretch targets, and their annual unstretched targets)	<b>LEAD PARTNER</b>

<b>OUTCOME</b>	<b>INDICATOR</b>	<b>BASELINES 2006/07</b> (Unless Otherwise Stated)	<b>TARGETS 2007/08</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2008/09</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2009/10</b> (Including any stretch targets, and their annual unstretched targets)	<b>LEAD PARTNER</b>
<p><b>Children, Young People &amp; Families</b></p> <p>To reduce the harm and effects caused by alcohol misuse and sustain the ability of children and young people to make informed choices.</p>	<p>To facilitate a TSNW Regional and Halton alcohol survey with yr 11 pupils</p> <p>To provide educational opportunities for alcohol traders highlighting their social responsibility and including local Halton issues.</p>	<p>Copy of report available during 07/08 including comparative work from previous survey highlighting trends in drinking and future priority areas of work.</p> <p>External trainer engaged to facilitate 2 pilot training events, delivered and evaluated. Future events considered (funding and evaluation dependant)</p>				

<b>OUTCOME</b>	<b>INDICATOR</b>	<b>BASELINES 2006/07</b> (Unless Otherwise Stated)	<b>TARGETS 2007/08</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2008/09</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2009/10</b> (Including any stretch targets, and their annual unstretched targets)	<b>LEAD PARTNER</b>
<p><b>Children, Young People &amp; Families</b></p> <p>To reduce the harm and effects caused by alcohol misuse and sustain the ability of children and young people to make informed choices.</p>	<p>To undertake test purchasing exercises based on intelligence led information</p> <p>Young people with a substance misuse problem (including Alcohol). Choose to have treatment and increase to 60% (from 2004 baseline by 2008.</p> <p>Increase the percentage of young people under 19 years engaged in the young peoples substance misuse service receiving universal education and harm reduction advice including alcohol and</p>	<p>Issue Fixed Penalty Notices (FPN's) to 100% sellers of alcohol to underage children on test purchase exercises where appropriate.</p> <p>90 young people will access Tier 3 services during 2006</p> <p>100% of Young People accessing the young persons substance misuse service, will receive harm reduction advice at tier 2 and</p>				

<b>OUTCOME</b>	<b>INDICATOR</b>	<b>BASELINES 2006/07</b> (Unless Otherwise Stated)	<b>TARGETS 2007/08</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2008/09</b> (Including any stretch targets, and their annual unstretched targets)	<b>TARGETS 2009/10</b> (Including any stretch targets, and their annual unstretched targets)	<b>LEAD PARTNER</b>
To reduce the level of alcohol related health problem	<p>tobacco. To reduce male and female hospital admissions through alcohol</p> <p>Increase life expectancy for all causes attributable to alcohol</p>	<p>3. 821 alcohol related admissions among residents of Halton – any diagnosis in 2002/3</p> <p>Average projected estimate of months of life lost for all causes attributable to alcohol for males 13.46 (males) variance from north west +2.49 10.43 (females) variance from north west +4.33</p>	<p>To halt year on year increase in alcohol-related admissions both male and female by 5%</p> <p>To halt year on year increase in estimated months of lives lost for all causes attributable to alcohol for males by 1% and for females by 1.5%</p>	<p>To halt year on year increase in alcohol-related admissions both male and female by 5%</p> <p>To halt year on year increase in estimated months of lives lost for all causes attributable to alcohol for males by 1% and for females by 1.5%</p>	<p>To halt year on year increase in alcohol-related admissions both male and female by 5%</p> <p>To halt year on year increase in estimated months of lives lost for all causes attributable to alcohol for males by 1% and for females by 1.5%</p>	PCT 5 Borough Partnership Arch Initiatives



## C. Worklessness

### Why is this an issue?

Since the mid 1990's the number of people employed in the United Kingdom has risen. However, for some areas of the country such as Halton, this masks the stubbornness of the rates of economic inactivity that have largely stayed the same.

Over recent years the emphasis in Halton has been to concentrate on residents who are unemployed, that is claiming Job Seekers Allowance. However, there is a much larger group of working age people that are economically inactive, many of which want to work. In May 2006 36% of the Halton population were economically inactive.,

In Halton the majority of those who are economically inactive aside from the retired are those who are sick/disabled (c 27%) and looking after home/family (c 19%)

As at May 2006, there were 8,790 people receiving incapacity benefit in Halton. As a proportion of the working population, this is almost double the national average.

The analysis of the spatial concentration of economically inactive in Halton shows that 6 wards have inactivity rates at or in excess of 25% - Castlefields, Windmill Hill, Halton Lea, Kingsway, Riverside and Grange.

More women than men are economically inactive in the borough, 27.7% of the male working age population and 30.6% females. The rate of economic inactivity is higher within older age groups. 38.2% of people aged 50 to retirement are economically inactive.

In the most recent LALFS survey 80.4% of the working age economically inactive stated they did not want a job, compared to 19.6% who declared they wanted one. In terms of gender, more women than men do not want a job.

The proportion of working age population who are claiming working related benefits in Halton in July 2006 was 3.4% compared to regional figures of 2.8% and national figures of 2.6%. In 1998 the claimant count rate for Halton was of 5.4% so there has been a significant reduction since then. However, the rate has been as low as 2.5% and is presently on the rise as indeed it is across the country.

In terms of long term unemployment and age breakdown, in Halton the proportion of young unemployed who have been unemployed for over 6 months is relatively low (1.3%), but significantly higher than the regional (0.9%) and national (0.7%) figures.

Long-term unemployment among people aged 50 and over (up to pensionable age) is relatively low (0.4%), but higher than the regional (0.3%) and national (0.4%) figures

Halton registers a very high proportion of people of working age with no qualification, 24.7% compared to 17.7% in the North West, and 14.8% in England. The proportion of 16 to 19 year olds with no qualification is higher in Halton (19.6%) than in England as a whole (18.9%), but still lower than the regional figure (20.4%).

13.9% (around 1000) of people aged between 20 and 24 in Halton have no educational qualifications, this compares to the 10.4% of the North West and 8.3% of England. Finally, 21.5% of people aged between 25 and 29 years have no qualification in Halton, compared to 12% in the region and 8.8% nationally.

### **How will we work to address this issue across the LAA**

The LAA mirrors the strategic priorities of the Community Strategy which were arrived at through extensive consultation with both the community and partners and research and analysis into the prevailing conditions within the borough. Although the worklessness agenda and associated strategy lie within the Employment, Learning and Skills Strategic Priority, inroads can only be made to addressing the issue through a comprehensive cross partnership and multi-agency approach.

Across the country the reliance on the use of external funding for employment activity has often resulted in programmes and projects being put into silos. This has not helped joint planning and implementation and indeed has often seen key projects lose focus as they seek to deliver the outputs that funding streams are looking for and Halton has experienced this just as other areas have

As a consequence, there has been little progress on pooling or aligning partners budgets to improve outcomes. Indeed, the structure of government funding often prevents pooling as national organisations lack freedom due to the existence of nationally delivered schemes. This is an area for further consideration within the context of this Local Area Agreement.

### **How will we work differently?**

There needs to be a more holistic view of the problem of worklessness, including the range of barriers faced and of the action needed at neighbourhood level. Worklessness initiatives should aim not just to tackle immediate unemployment issues but also more broadly to raise career aspirations, access employment opportunities and increase income in the area. Thereby developing long-term solutions to achieve sustainable change, breaking the 'cycle of deprivation'

We need to acknowledge that dealing with economic inactivity is not just about helping someone to find a job. The range of issues and barriers facing the target groups mean that the menu of interventions need to be comprehensive and flexible so that they deal with the range of issues facing the individual circumstances.

A particular example that offers real potential for aligning work across two SSPs is the development of children's centres and extended schools under the Children and Young People SSP with employment and adult learning activities of the Employment, Learning and Skills SSP. In addition it is clear that close working relationships will need to be established between the Employment, Learning and Skills Partnership and the Halton Health partnership around the issues associated with moving people off incapacity benefit and into work.

Joint working and joint teams between agencies will become increasingly necessary to deliver upon this agenda, and examples of this work has already commenced with the establishment of an NRF joint team between Halton Borough Council and Jobcentre Plus who will undertake outreach provision in Halton's most disadvantaged wards in order to begin tackling the deep rooted causes of worklessness

Enterprise has been a missing piece of the jigsaw. Over recent years Halton has invested a significant sum of money, most noticeably SRB, in developing start up businesses in a response to poor start up rate. However, until now there has been little linkage between business start up, particularly self employment, and what it may be able to do to help reduce unemployment and worklessness. There is now a clear steer from government that enterprise should be seen as a key tool to address worklessness and indeed, the Local Enterprise Growth Initiative is very much predicated on this basis. Halton intends to focus more on using enterprise within deprived areas and to help disadvantaged groups find employment.

### **How do we propose to deliver on this agenda?**

Whilst Halton has made great strides in the creation of new jobs and the general reduction in unemployment the gap between individuals and the labour market in some instances has not improved as much for certain groups.

### ***Over 50s***

Despite the considerable reduction in the long-term unemployed, there are pockets of this age group in Castlefields, Norton South Halton Lea and Grange wards, which display double the long term unemployed figures compared to Halton as a whole. In Halton there are c 3600 people long term unemployed within the 50-59 age group, with particular concentrations in Windmill Hill, Castlefields, Halton Lea and Riverside. This figure has remained consistent over the last three years with some suggestion of a seasonal high in spring and autumn.

### ***Economically inactive women***

In Halton economic inactivity affects both men and women, but the latter category appears to be more strongly affected. According to the Labour Force Survey, there are around 10,100 females of working age who are economically inactive, against around 8,800 males, with the highest concentration found in the wards of Windmill Hill and Grange.

### ***Lone parents with dependent children***

In Halton 4672 households are lone parents households with dependent children, of these 4319 are headed by females. The wards with the highest concentration are Windmill Hill and Norton South.

### ***Young long term unemployed***

Whilst there has been a considerable reduction in the unemployed it is evident that there remains some low but persistent levels of young people who are long-term unemployed particularly Mersey, Hale, Windmill Hill, Halton Brook and Castlefields wards.

### ***Sick and Disabled***

Halton suffers from high level of health deprivation, having 58 of the 79 SOAs that make up the local authority within the 25% most deprived of the country. This is reflected by comparatively a high proportion of people suffering from LLTI. Indeed, 25440 people in the borough have a LLTI, and they tend to live in the wards of Castlefields, Windmill Hill and Halton Lea. Moreover, Halton has a significantly high number of people claiming IB and SDA benefits (c 10,000).



### **The Geography of Worklessness**

There is clear evidence that the more general borough wide approach towards unemployment has produced real progress. However, there is now a need to focus on those areas where unemployment and worklessness remains stubbornly high and where levels of worklessness are way above the borough average - WARDS

A strategy has been developed to focus on and tackle these issues and will be led by and monitored through the new Employment, Learning and Skills SSP and it's Employment Subgroup.

### **Key Principles for the Future**

It is evident that there is a need to achieve a step change in employment related work if the level of worklessness in Halton is to be significantly reduced. The key elements in achieving this should include -

- A formal recognition that worklessness and not just JSA claimants should be the focus.
- Targeting will be necessary to achieve step change – both in terms of groupings and geography.
- To be effective, interventions will need to be holistic and personalised to individual peoples needs – this must involve a full range of partners all working together.
- Enterprise must be put at the heart of addressing worklessness.
- Connectivity with jobs must be improved
- More work needs to be done to address the basic skills gaps
- There is substantial scope for the voluntary sector to be developed in employment related activity, particularly social enterprise
- stronger link needs to be made between investment opportunities and local labour market

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**REPORT TO:** Executive Board

**DATE:** 21<sup>st</sup> September 2006

**REPORTING OFFICER:** Strategic Director Environment

**SUBJECT:** Hale Park Restoration - 'Parks for People' Bid

**WARDS:** Hale

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

- 1.1 The purpose of the report is to outline the progress made on preparation of the Hale Park Restoration scheme, one of Halton's Portfolio of Heritage Projects.
- 1.2 To recommend funding arrangements for the project.

### **2.0 RECOMMENDATION: That**

- (1) the Hale Park Restoration Project be Submitted to Heritage Lottery Fund for funding from the 'Parks for People' programme;
- (2) the existing capital programme be varied to accommodate this scheme.

### **3.0 SUPPORTING INFORMATION**

This report follows on from the approval of the Executive Board at the meeting of 22<sup>nd</sup> June 2006 which approved Halton's portfolio of heritage projects eligible for support from the Heritage Lottery Fund.

Detailed proposals for the improvement and refurbishment of Hale Park have been prepared for submission under the HLF 'Parks for People' funding programme. This work has been lead by Landscape Services in consultation with the local Friends' of Hale Park group, Hale Parish Council and the local ward councillor.

Detailed historical research has revealed a great many attributes, which can be used to help promote and regenerate the park adding significantly to it's facilities and attractiveness. As well as safeguarding historical aspects it will incorporate modern facilities, which will be added in a sympathetic manner in keeping with the site character. This approach best satisfies the criteria laid down by HLF.

The overall project cost is estimated at £550k. HLF will fund a possible 75% of this figure. It is proposed that the remaining partnership funding, which HLF

will require, is made up from; Wren £80k, (£40k already secured for a new ball court, with a further £40k support available towards the play ground, subject to a successful application.) £12.5k Area Panel, £10k Landscape Grounds Maintenance budget and £35k from the Capital Programme.

The Council needs to demonstrate its funding commitment to the project at the time of the application to HLF.

The Stage 1 bid submission must be made before 30<sup>th</sup> September 2006. HLF consider applications and make a decision within 6 months of this date. A more detailed Stage 2 bid will then be prepared by Landscape Services and be submitted by April 2007. If successful a start on site for the main works would be made in January 2008. (Construction of the multi use ball court will take place earlier in January 2007 to meet the Wren criteria). All works would be completed by 2009.

#### **4.0 POLICY IMPLICATIONS**

The delivery of the project will help directly three of the five strategic themes; Improving health standards, promoting urban renewal, ensuring safe and attractive neighbourhoods.

#### **5.0 OTHER IMPLICATIONS**

The project will significantly increase the level of built amenities within the park and this will require some increase in revenue maintenance costs. This sum will be approximately £8k and will either be met by a reallocation of existing resources or by an overall increase in budget, to be decided through the normal budget setting process.

#### **6.0 RISK ANALYSIS**

The HLF 'Parks for People' Fund represents the best opportunity for the Council to maximise it's Capital Funding to deliver a project of this scale and importance.

There is a risk that the second Wren bid may be unsuccessful. If this occurs the scheme would be either amended to reduce its scope or alternative funding sought to meet the shortfall.

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

Proposals have taken into account social inclusion and provision for disabilities. For example; an audience development plan illustrates how the Parks facilities will encourage use by all. Any new or improved built facilities will also be Disability Discrimination Act (DDA) compliant.

**8.0 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>
Hale Park – An Outline History of The Landscape	Landscape Services Div.	Nick Martin

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