

# Public Document Pack

## HALTON BOROUGH COUNCIL



*Municipal Building,  
Kingsway,  
Widnes.  
WA8 7QF*

*Type the date in here*

**TO: MEMBERS OF THE HALTON  
BOROUGH COUNCIL**

*You are hereby summoned to attend an Ordinary Meeting of the Halton Borough Council to be held in the Council Chamber, Runcorn Town Hall on Wednesday, 19 October 2011 commencing at 6.30 p.m.. for the purpose of considering and passing such resolution(s) as may be deemed necessary or desirable in respect of the matters mentioned in the Agenda.*

A handwritten signature in black ink, appearing to read 'David W R', is written over a faint, rectangular stamp or watermark.

*Chief Executive*

**-AGENDA-**

**1. PRESENTATION FROM IAN JOHNSON, UK BORDER AGENCY**

Ian Johnson from the U.K. Border Agency, will brief Members on the work of the agency.

**2. COUNCIL MINUTES**

**3. APOLOGIES FOR ABSENCE**

**4. THE MAYOR'S ANNOUNCEMENTS**

**5. DECLARATIONS OF INTEREST**

**6. LEADER'S REPORT**

**7. MINUTES OF THE EXECUTIVE BOARD**

(i) 14 July 2011

(ii) 8 September 2011

(iii) 22 September 2011

**8. MINUTES OF THE EXECUTIVE BOARD SUB COMMITTEE**

(i) 15 July 2011

(ii) 9 August 2011

(iii) 8 September 2011

(iv) 22 September 2011

**9. MINUTES OF THE MERSEY GATEWAY EXECUTIVE BOARD**

(i) 22 September 2011

**10. QUESTIONS ASKED UNDER STANDING ORDER 8**

**11. MATTERS REQUIRING A DECISION OF THE COUNCIL**

(i) Polling Districts/Polling Stations Review (Minute EXB 43 refers)

The Executive Board considered the attached report:-

RECOMMENDED: That Council adopt the amendments to the scheme as detailed in Appendix 1 attached to the report, for the period 2011-2014.

(ii) Merseyside and Halton Joint Waste Development Plan Document - Publication and Submission Stages- KEY DECISION (Minute EXB 47 refers)

The Executive Board considered the attached report:-

RECOMMENDED: That Council

- 1) note the results of consultation (Appendix 1) undertaken between May and June 2011 on the Waste DPD Preferred Options 2 (New Sites) Report;
- 2) approve the Joint Waste DPD Publication Document (Appendix 2) and a final six-week public consultation commencing at the end of 2011;
- 3) approve the Submission of the Waste DPD to the Secretary of State in early 2012 and that this approval be subject to the detailed comment in paragraph 3.19;
- 4) approve the spatial distribution of one sub-regional site per district (Table 2 and paragraph 4.11); and
- 5) give delegated authority to the Operational Director, Policy, Planning and Transportation, in consultation with the Portfolio Holder, Physical Environment, to make any minor drafting amendments to the Waste DPD.

(iii) Police and Crime Commissioner Elections May 2012 (Minute EXB 41 refers)

The Executive Board considered the attached report:-

RECOMMENDED: That Council

- 1) note the contents of the report; and
- 2) note and support the appointment of the Chief Executive as the Police Area Returning Officer (PARO) for the Cheshire Police Force Area for the proposed Police and Crime Commissioner Elections in November 2012 (should these elections proceed).

(iv) Draft Corporate Plan 2011-2016 (Minute EXB 45 refers)

The Executive Board considered the attached report:-

RECOMMENDED: That Council

- 1) discuss the Draft Corporate Plan in terms of the suggested areas of focus and activities under each thematic area; and
- 2) subject to any amendments required, the Draft Corporate Plan 2011-2026 be adopted.

(v) Parliamentary Boundary Review (Minute EXB 55 refers)

The Executive Board will be meeting on 13 October 2011 to consider the attached report:-

The RECOMMENDATION will be reported to Council.

(vi) Mersey Gateway Project Budget (Minute MGEB 6 refers)



The Mersey Gateway Executive Board considered the attached report:-

RESOLVED: That

- (1) the revised budget for Development Costs up to Financial Close when a public private partnership is in place be approved;
- (2) the requested land acquisition capital expenditure budget be approved;
- (3) that Council amend the Capital Programme accordingly; and
- (4) the potential impact on the Council's revenue budget to cover the costs that are not capitalised, be noted.

(vii) Annual Report from Safer Halton

To consider the attached report.

RECOMMENDED: That the 2010/2011 Safer Policy and Performance Board Annual Report be received.

## **12. MINUTES OF THE POLICY AND PERFORMANCE BOARDS AND THE BUSINESS EFFICIENCY BOARD**

- (i) Children, Young People and Families - yellow pages
- (ii) Employment, Learning, Skills and Community - cream pages
- (iii) Health - blue pages
- (iv) Safer - pink pages
- (v) Environment and Urban Renewal - green pages
- (vi) Corporate Services - salmon pages
- (vii) Business Efficiency Board - white pages

## **13. COMMITTEE MINUTES**

- (i) Development Control - pink pages
- (ii) Standards - white pages
- (iii) Regulatory - blue pages
- (iv) Appeals Panel - white pages

#### **14. NOTICE OF MOTION UNDER STANDING ORDER NO6**

The following motion has been submitted in accordance with Standing Order No.6:

**Proposer:** Councillor Wright

**Seconder:** Councillor E Cargill

#### **“PROPOSED HEALTH REFORMS”**

This Council wishes to express its opposition to the so called reforms to our National Health Service which is being introduced by the Coalition Government.

Prior to this Bill, the NHS had the highest level of satisfaction within the Public Sector but already waiting lists are starting to increase, this Bill represents the first stages of privatisation and it will force through the biggest reorganisation in NHS history.

In Halton we fear that if this Bill is implemented, these proposals will lead to a deteriorating provision for our residents in the Borough and there will be a definite lack of accountability to our communities.

There is much uncertainty around the funding arrangements for implementing this Bill.

John Healy, Labour’s Shadow Health Secretary, has revealed that already 2 billion pounds has been diverted away from patient care in the NHS, to pay for the reforms, that’s 2 billion pounds that would have been spent on care treatment but is now being held back to fund Cameron’s top down reorganisation.

We have resolved to write to the Prime Minister and the Secretary of State for Health expressing our concerns”.

**REPORT TO:** Executive Board

**DATE:** 22 September 2011

**REPORTING OFFICER:** Strategic Director – Policy & Resources

**SUBJECT:** Polling Districts/Polling Stations Review

**WARDS:** All Wards

## **1.0 PURPOSE OF THE REPORT**

- 1.1 To inform Members of the results of the formal Polling District, Places and Stations Review, highlight recommended changes to the polling scheme and put forward a revised polling scheme for approval.

## **2.0 RECOMMENDATION:**

**That Council be recommended to adopt the amendments to the scheme detailed in the appendix to the report for the period 2011-2014.**

## **3.0 SUPPORTING INFORMATION**

The Electoral Administration Act 2006 requires the Council to carry out a review of all its polling stations every four years. The main purpose of the review is to ensure that all residents have reasonable facilities for voting.

As part of the review process we have to consult electors, councillors and other interested parties. Details of all polling districts and polling stations were on the Council's website and notices were placed in the Direct Link offices. Comments were required by 1 August and those received have been taken into account.

The responses to the consultation were considered by the Polling Station Review Working Party on 18 August 2011. The recommendations of the Working Party are detailed in the Appendix.

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

There are no specific policy implications although it is important to ensure that all electors have equal access to polling stations and places in line with the Council's priority on accessibility of services. Subject to the decisions on the location of polling stations there may or may not be financial implications.

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

- 6.1 **Children and Young People in Halton** – If polling stations are situated in the right places it could encourage voter turnout for electors in this age group.
- 6.2 **Employment, Learning and Skills in Halton** – There are no implications arising from this report.
- 6.3 **A Healthy Halton** – The provision of polling stations in suitable locations could encourage engagement with the democratic process and in turn promote a healthy living environment.
- 6.4 **A Safer Halton** – The location of polling stations in a safe environment for all electors could encourage voter turnout.
- 6.5 **Halton's Urban Renewal** - There are no implications arising from this report.

## **6.0 RISK ANALYSIS**

There are no risk assessment implications.

## **7.0 EQUALITY AND DIVERSITY ISSUES**

- 7.1 Historically every effort has been made to make sure that all polling buildings are accessible for electors with disabilities. At the most recent elections problems were encountered with access for wheelchair users and action was taken on the day to enable the elector to exercise their right to vote. It is important to ensure that all electors have equal access to polling stations and places in line with the Council's priority on accessibility of services.

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

None under the meaning of the Act.

**APPENDIX****POLLING DISTRICTS/POLLING STATION REVIEW****APPLETON WARD**

Polling District	Polling Place	Electorate	Suggested Change
BA	Wade Deacon High School (Lower Wing), Peelhouse Lane, Widnes	1373	None
BB	St Bedes Catholic Junior School, Leigh Avenue, Widnes	1120	None
BC	Fairfield Infants School, Peelhouse Lane, Widnes	1564	None
BD	Mobile Polling Station, Frederick Street/Dickson Street, Widnes	229	None
BE	St Maries Church & Parish Hall, Lugsdale Road, Widnes	458	None

**BEECHWOOD WARD**

Polling District	Polling Place	Electorate	Suggested Change
PA	Beechwood Primary School, Grasmere Drive, Runcorn	1382	Beechwood Community Centre.
PB	Hillview Primary School, Beechwood Avenue, Runcorn	1674	None

**BIRCHFIELD WARD**

Polling District	Polling Place	Electorate	Suggested Change
XA	Mobile Polling Station, Upton Tavern Car Park, Upton Lane, Widnes	3331	None for local elections. Investigate the siting of an additional mobile for a Parliamentary Election.
XB	Mobile Polling Station, Queensbury Way, Widnes	1656	None

**BROADHEATH WARD**

Polling District	Polling Place	Electorate	Suggested Change
FA	Our Lady's Church Hall, Mayfield Avenue, Widnes	663	None
FB	Mobile Polling Station, Delamere Avenue (rear of Quarry Court), Widnes	809	None
FC	Mobile Polling Station, The Bankfield School, Liverpool Road, Widnes	903	None
FD	Mobile Polling Station, Blundell Road/Hanley Road, Widnes	1199	None
FE	Widnes Rugby Union Football Club, Heath Road, Widnes	1226	None

**DARESBUARY WARD**

Polling District	Polling Place	Electorate	Suggested Change
TK	Milner Institute, Runcorn Road, Moore, Runcorn	653	None
TL	Daresbury Primary School, Chester Road, Daresbury, Warrington	198	None
TM	Village Hall, Preston Brook, Runcorn	621	None
TT	Sandymoor Community Centre, Otterburn Street, Off Pitts Heath Lane, Sandymoor, Runcorn	1884	None

**DITTON WARD**

Polling District	Polling Place	Electorate	Suggested Change
GA	Nursery Unit, Oakfield Infants School, Edinburgh Road, Widnes	759	No change but officers investigate the use of a semi-permanent ramp.
GB	Our Lady of Perpetual Succour Catholic Primary School, Clincton View, Widnes	1112	None
GC	Halebank Youth Club, Baguley Avenue, Widnes	1334	None
GD	Mobile Polling Station, Ditchfield Road, Widnes	941	None
GE	Our Lady's Church Hall, Mayfield Avenue, Widnes	654	None
GF	Scout Hut, Hall Avenue, Widnes	553	None

**FARNWORTH WARD**

Polling District	Polling Place	Electorate	Suggested Change
AA	Lunts Heath Primary School, Wedgewood Drive, Widnes	2617	None
AB	Farnworth CE Controlled Primary School, Pit Lane, Widnes	1619	None
AC	Moorfield Primary School, School Way, Widnes (shared with Halton View Ward)	851	None
AD	Farnworth Methodist Church Hall, Derby Road, Widnes	529	None

**GRANGE WARD**

Polling District	Polling Place	Electorate	Suggested Change
NA	Bertha's Room, St Edwards Parish Centre, Ivy Street, Runcorn	1343	None
NB	Grangeway Community Centre, Grangeway, Runcorn	1542	None
NC	Halton Lodge Primary School, Grangeway, Runcorn	2026	None

**HALE WARD**

Polling District	Polling Place	Electorate	Suggested Change
JA	Hale Village Hall, High Street, Hale	1541	None



**HALTON BROOK WARD**

Polling District	Polling Place	Electorate	Suggested Change
MA	The Grange Junior School, Latham Avenue, Runcorn	1894	Wicksten Drive Christian Centre
MB	Brook Chapel, Boston Avenue, Runcorn	1386	None
MC	Castle View Primary School, Meadway, Runcorn	1461	None

**HALTON CASTLE WARD**

Polling District	Polling Place	Electorate	Suggested Change
OA	St Augustine's Catholic Primary School, Nigel Walk, Runcorn	1319	None
OB	Castlefields Community Centre, Chester Close, Runcorn	810	None
OC	St Mary's Halton CE Aided Primary School, Castlefields Avenue South, Runcorn	854	None
OD	The Brow Community Primary School, The Clough, Runcorn	1432	None

Electors at Castle Road, Cheshyre Drive, Holt Lane, Mount Road, Priory Close, School Lane, St Marys Road, The Common, The Underway and Spark Lane be re-allocated to Polling District OC.

**HALTON LEA WARD**

Polling District	Polling Place	Electorate	Suggested Change
QA	Palacefields Community Centre, The Uplands, Runcorn	1965	None
QB	The Lapwing Centre, Lapwing Grove, Runcorn	1147	None
QC	Hallwood Park Primary School, Hallwood Park Avenue, Runcorn	926	None
QD	Halton Lodge Community Centre, Whitchurch Way, Runcorn	555	None

**HALTON VIEW WARD**

Polling District	Polling Place	Electorate	Suggested Change
CA	Mobile Polling Station, Weates Close, Widnes	1534	None
CB	Mobile Polling Station, Bancroft Road, Widnes	1807	None
CC	St Ambrose Church Hall, Warrington Road, Widnes	1257	None
CD	Moorfield Primary School, School Way, Widnes (Shared with Farnworth Ward)	533	None

**HEATH WARD**

Polling District	Polling Place	Electorate	Suggested Change
LA	Christ Church Hall, Sandy Lane, Runcorn	727	None
LB	St Clements Catholic Primary School, Oxford Road, Runcorn	1363	None
LC	St John's CE Church Hall, Weston Village, Runcorn	885	None
LD	Church of Jesus Christ of Latter Day Saints, Clifton Road, Runcorn	1611	None

**HOUGH GREEN WARD**

Polling District	Polling Place	Electorate	Suggested Change
HA	All Saints CE Primary School, Hough Green Road, Widnes	2174	None
HB	Upton Community Centre, Hough Green Road, Widnes	886	None
HC	Mobile Polling Station, Arley Drive, Widnes	1190	None
HD	St Basil's Catholic Primary School, Hough Green Road, Widnes	993	None

**KINGSWAY WARD**

Polling District	Polling Place	Electorate	Suggested Change
DA	6 <sup>th</sup> Form Building, St Peter & Paul Catholic High School, Highfield Road, Widnes	1061	None
DB	Ditton Primary School, Liverpool Road, Widnes	527	None
DC	Creche - Fitness Suite – Halton Stadium, Lowerhouse Lane, Widnes	2324	None
DD	Simms Cross Primary School, Kingsway, Widnes	638	Change entrance to Kingsway.
DE	Creche - Fitness Suite – Halton Stadium, Lowerhouse Lane, Widnes	391	None

**MERSEY WARD**

Polling District	Polling Place	Electorate	Suggested Change
KA	Runcorn Spiritualist Church, Ashridge Street, Runcorn	1450	None
KB	The Partnership Centre, Old Police Station, Bridge Street, Runcorn	757	None
KC	Victoria Road Primary School, Victoria Road, Runcorn	773	None
KD	West Runcorn Youth Club, Russell Road, Runcorn	936	None
KE	Westfield Primary School, Clayton Crescent, Runcorn	1099	None

**NORTON NORTH WARD**

Polling District	Polling Place	Electorate	Suggested Change
RA	St Bertelines CE Primary School, Norton Lane, Runcorn	2646	None
RB	Gorsewood Primary School, Gorsewood Road, Runcorn	2252	None

**NORTON SOUTH WARD**

Polling District	Polling Place	Electorate	Suggested Change
ZX	Brookvale Community Centre (Higher House), Old Northwich Road, Runcorn	1009	None
ZY	Murdishaw West Community Primary School, Barnfield Avenue, Runcorn	1457	None
ZZ	Brookvale Community Centre (Higher House), Old Northwich Road, Runcorn	2105	None

**RIVERSIDE WARD**

Polling District	Polling Place	Electorate	Suggested Change
EA	St Maries Church & Parish Hall, Lugsdale Road, Widnes	454	None
EB	West Bank Primary School, Cholmondeley Street, Widnes	962	None
EC	Ditton Community Centre, Dundalk Road, Widnes	847	None
ED	St Michael's Parish Centre, St Michaels Road, Widnes	1309	None

**WINDMILL HILL WARD**

Polling District	Polling Place	Electorate	Suggested Change
SA	Priory View Community House, 231-233 Lockgate West, Runcorn	805	None
SB	Windmill Hill Primary School, Windmill Hill, Runcorn	807	None

**REPORT TO:** Executive Board

**DATE:** 22<sup>nd</sup> September 2011

**REPORTING OFFICER:** Strategic Director Policy and Resources

**SUBJECT:** Merseyside and Halton Joint Waste Development Plan Document – Publication and Submission Stages

**WARDS:** All

## **1.0 PURPOSE OF THE REPORT**

- 1.1 The Council is producing a Merseyside and Halton Joint Waste Development Plan Document (referred to in this report as the Waste DPD) for the Merseyside sub-region. The report's purpose is twofold:
- 1.2 Firstly, to report back the results of public consultation on the Waste DPD Preferred Options 2 (New Sites) Report that was undertaken between May and June 2011. Detailed feedback is given in Appendix 1.
- 1.3 Secondly, to seek approval to proceed to Publication and Submission stages. The Publication version of the Waste DPD will undergo a final six week consultation at the end of 2011. The Publication Document forming the basis of the consultation is contained in Appendix 2. Submission of the Waste DPD to the Secretary of State follows shortly after the consultation has closed on the Publication Document and any representations received have been considered and collated by the Waste DPD Team. The final steps to adopt the Waste DPD are set out in Sections 3.11-3.19 and 5.0 below.

## **2.0 RECOMMENDATION: That the Council be recommended**

- (1) to note the results of consultation (Appendix 1) undertaken between May and June 2011 on the Waste DPD Preferred Options 2 (New Sites) Report;**
- (2) to approve the Joint Waste DPD Publication Document (Appendix 2) and a final six-week public consultation commencing at the end of 2011;**
- (3) to approve the Submission of the Waste DPD to the Secretary of State in early 2012 and that this approval be subject to the detailed comment in paragraph 3.19;**
- (4) to approve the spatial distribution of one sub-regional site per district (Table 2 and paragraph 4.11); and**

- (5) to give delegated authority to the Operational Director, Policy, Planning and Transportation, in consultation with the Portfolio Holder, Physical Environment, to make any minor drafting amendments to the final document.

### 3.0 SUPPORTING INFORMATION

- 3.1 The Waste DPD is focussed on (i) providing new capacity and new sites for waste management uses and (ii) delivering a robust policy framework to control waste development whilst meeting the identified waste management needs in Merseyside and Halton. The Waste DPD deals with all waste including commercial and industrial, hazardous, construction, demolition, excavation and municipal waste. Waste management requirements include reception, recycling, treatment and transfer activity all designed to minimise the amount of waste requiring final disposal. This amounts to approximately 4.5 million tonnes of material each year. Of that approximately 800,000 tonnes arises from local authority collected waste. The recycling, treatment and disposal of local authority collected waste is the responsibility of the Merseyside Waste Disposal Authority and Halton Council.
- 3.2 The Waste DPD aims to deliver significant improvements in waste management across the sub-region whilst also diverting waste from landfill. Specifically, the Waste DPD will provide a high degree of control through its land allocations and policies to direct the waste sector to the most appropriate locations primarily on allocated sites. It therefore will provide industry with much greater certainty in bringing forward proposals to meet waste management needs.
- 3.3 The Publication Document is the final consultative stage in Waste DPD preparation and follows completion of the Preferred Options 2 consultation.
- 3.4 Results of the Preferred Options 2 (New Sites) Consultation**
- 3.5 A 6-week consultation was completed on 20<sup>th</sup> June 2011. The scope of the consultation was limited to only four new sites proposed to be allocated for waste management uses. Large sub-regional sites were consulted upon in Halton, Liverpool and St. Helens and a smaller local site in Sefton. All sites consulted upon were identified as replacement sites to ones that had previously been deleted as a consequence of previous consultation.
- 3.6 A total of 2930 consultation responses were received as well as 1 petition with 4259 signatures relating to Site S1596, Sandwash Close, St Helens. Consultees were asked to show their support or opposition to the allocation of sites and the results are summarised below (as respondents expressed a view on more than one site the table below totals 3262 representations). A more detailed analysis, including originating postcodes etc is available in the Results of Consultation



Report (Appendix 1) and online at <http://merseysideeas-consult.limehouse.co.uk>.

District Site	Support Strongly	Support	Oppose	Oppose Strongly
Atlantic Park, Bootle, Sefton	76	62	13	37
Widnes Waterfront, Halton	130	52	12	38
Sandwash Close, Rainford, St. Helens	5	7	26	2604
Garston, Liverpool	78	71	9	42

- 3.7 No significant issues arose from the proposed allocations in Halton, Liverpool and Sefton. Consultation responses were received from waste operators and landowners including two statements expressing specific concerns as to the soundness of the Joint Waste DPD. The grounds provided for challenging the soundness of the Waste DPD are not considered to be strong on the basis that the Waste DPD is supported by comprehensive evidence base and the emerging policies are justified and consistent with National Policy.
- 3.8 A very considerable degree of local community and business opposition was experienced for the replacement sub-regional site in St. Helens with an estimated 2573 consultation responses from the immediate locality, with 2569 of these (99%) being opposed or strongly opposed to the proposed allocation. The Waste DPD team, along with colleagues from St. Helens, have analysed and considered all the responses received. As part of this process and to demonstrate a continuing high degree of transparency, all reasonable planning matters and consultee concerns have been thoroughly re-examined.
- 3.9 No significant planning, procedural or deliverability issues have come to light as a consequence of this re-assessment of the St. Helens site, nor as a result of the consultation responses received which make this sub-regional site unacceptable or require that a new site be selected. Consequently, there is no technical case to remove this proposed sub-regional allocation.
- 3.10 All four new sites which were the subject of Preferred Options 2 consultation will therefore be included within the Publication Waste DPD alongside those moving forward from Preferred Options 1. This gives a total of 6 sub-regional sites (1 per District of >4.5 hectares in each authority), 13 local sites proposed as allocations, and 2 inert landfill sites (see section 4.16 below - Cronton Clay pit (K5) and Bold Heath (S3)). Table 2 in section 4.12 of this report lists allocations for built facilities.

**3.11 Publication and Submission of the Waste DPD**

3.12 The Publication Stage of the Waste DPD is the final 6-week consultation stage whereby the consultees can submit comments. Comments can only be submitted on the basis of “soundness matters” and can relate to technical content or procedural matters (i.e. the process by which the Waste DPD has been prepared).

3.13 At Publication Stage, the 6 Districts are required to formally approve the Waste DPD as a Council document and part of their Local Development Framework. The proposed timetable for the 6-week Publication consultation starts at the beginning of November. All consultation processes are carried out in accordance with each Council’s Statement of Community Involvement.

3.14 Submission of the Waste DPD to the Secretary of State follows shortly after the consultation has closed on the Publication Document once the representations received have been considered and collated. At this stage the Waste DPD team and Districts are able to set out how it intends to respond to any soundness issues raised. Upon Submission to the Secretary of State, the formal examination of the Waste DPD starts with the appointment of an independent Planning Inspector. This is not a consultative process but one of rigorous examination of any “soundness” matters raised at Publication stage or that the Planning Inspector chooses.

3.15 The requirements of the Planning and Compulsory Purchase Act 2004 (s20 (5)) and as set out in PPS12 para 4.51 and 4.52 is that the plan is “sound”. To be “sound” a plan should be justified, effective and consistent with National Policy.

3.16 To be justified it must be founded on a robust and credible evidence base and the most appropriate strategy when considered against the reasonable alternatives.

3.17 To be effective it must be: Deliverable; Flexible; Able to be monitored.

3.18 In terms of the issue of alternatives PPS12 para 4.38 sets out: -

*“The ability to demonstrate that the plan is the most appropriate when considered against reasonable alternatives delivers confidence in the strategy. It requires the local planning authority to seek out and evaluate reasonable alternatives promoted by themselves and others to ensure that they bring forward these alternatives which they consider the LPA should evaluate as part of the plan making process. There is no point in inventing alternatives if they are not realistic. Being able to demonstrate the plan is the most appropriate having gone through an objective process of assessing alternatives will pay dividends in terms of easier passage for the plan through the examination process. It will assist in the process of evaluating the claims of those who wish to oppose the strategy”.*

3.19 Members should note that given timescale pressures all six partner authorities will be seeking Full Council approval of Submission in tandem with Publication. Therefore, delegated authority is sought for the Operational Director Policy, Planning and Transportation, in consultation with the Physical Environment Portfolio Holder, to make any minor drafting amendments.

#### **4.0 POLICY IMPLICATIONS**

##### **4.1 Contents of the Publication Waste DPD (Appendix 2)**

4.2 Members are reminded that the content and issues to be addressed within the Waste DPD are governed by the requirements of national planning policy and waste strategy, particularly Planning Policy Statements 10 and 12. The Waste DPD is also supported by a large evidence base of technical assessments and reports ranging from Equality Impact Assessments to Sustainability Appraisals. Section 12 (below) provides a list of the technical appendices that are publicly available within the web site (<http://merseysideas-consult.limehouse.co.uk>) as downloadable resources. Alternatively paper copies can be made available for inspection.

4.3 The Waste DPD lists all relevant existing operational licensed waste management and disposal facilities within Merseyside and Halton. The Waste DPD site allocations proposed in Table 2 are additional to these existing sites.

4.4 The Vision and Strategic Objectives of the Waste DPD were established at the Spatial Strategy and Sites and original Preferred Options consultation stages. These are being taken forward virtually unaltered and are set out in Section 3.2 of the Publication Document.

4.5 Chapter 2 summarises the evidence base whereby current and projected waste management capacity needs are identified over a 15 year period to 2027 taking into account changes in waste arisings, progress with new waste infrastructure and the effects of policy and legislative change. The Waste DPD then forecasts what waste management capacity and sites are needed to divert, minimise, recycle, treat, reprocess and finally dispose of the waste arisings on Merseyside and Halton.

4.6 Government policy and independent planning advice make it clear that it is necessary for the Waste DPD to have sufficient flexibility to take account of changes in waste management needs and also is able to accommodate some loss of allocated sites to other uses during the Plan period. The level of need and how it is expressed in proposed allocations has already been agreed by Members at Preferred Options stage. The proposed allocations set out in Table 2 are the minimum level of allocations necessary to meet identified needs and policy requirements.

4.7 Both the Vision and Strategic Objectives strive for Merseyside and Halton to become self-sufficient in waste management over the plan period.

#### 4.8 Site Allocations

4.9 Chapter 4 sets out the approach to site prioritisation and identifies the site allocations. Identification of sites for waste management use is an essential and challenging part of the Waste DPD. Therefore, a policy (WM1) has specifically been inserted to ensure that the waste management industry is directed towards site allocations and sets out a series of rigorous tests that need to be met by potential developers. The policies relating specifically to sites are shown in Table 1.

Table 1: Site-related Policies in the Waste DPD

Policy Number	Purpose & content
WM1	Guide to Site Prioritisation – primarily guides developers to allocated sites before considering other areas of search or unallocated sites.
WM2	Sub-regional Site Allocations – identifies the sub-regional site allocations.
WM3	District Site Allocations – identifies the district site allocations
WM4	Allocations for Inert Landfill – identifies the inert landfill allocations
WM5	Areas of Search for Small-scale Waste Management Operations and Re-processing Sites – identifies favoured areas of search for other small-scale waste management operations.
WM6	Additional HWRC Requirements – defines criteria for identifying further HWRC facilities within the City of Liverpool.

4.10 The site allocations included within the Waste DPD Publication document are set out in Table 2 below. All of the sites have already been formally approved by Members at Preferred Options stages and subject to at least one public consultation process. All site allocations are supported by a technical assessment.

4.11 A good spatial spread of sites has been achieved such that there is one sub-regional site per authority, with a variable number of smaller district-level sites per authority. This pattern of site distribution has evolved over the course of several public consultations and cycles of Council approvals. Members are asked to formally endorse the approach of one sub regional site per authority at Publication stage (site listings in Table 2 below).

4.12 All sites identified are either vacant land suitable for new facilities or have the potential for significant modernisation and/or intensification of use to meet identified waste management need. All sites included as allocations have the support of the landowner / operator.

Table 2: Site Allocations in the Waste DPD

District	Site Reference & Name	Site Area (ha)
Halton	H1 Widnes Waterfront <b>Sub-regional Allocation</b>	7.8

District	Site Reference & Name	Site Area (ha)
	H2 Eco-cycle, 3 Johnsons Lane, Widnes	2.0
	H3, Runcorn WWTW	1.2
Knowsley	K1 Butler's Farm, Knowsley Industrial Park <b>Sub-regional Allocation</b>	8.0
	K2 Image Business Park, Acornfield Road, Knowsley Industrial Park	2.8
	K3 Brickfields, Ellis Ashton Street, Huyton Business Park	2.3
	K4 Former Pilkington Glass Works, Ellis Ashton Street, Huyton Business Park	1.3
	K5 Cronton Claypit	22.3
Liverpool	L1 Land off Stalbridge Road, Garston <b>Sub-regional Allocation</b>	5.4
	L2 Site off Regent Road/ Bankfield Street	1.4
	L3 Waste treatment plant, Lower Bank View	0.7
Sefton	F1 Alexandra Dock, metal recycling site <b>Sub-regional Allocation</b>	9.8
	F2 55 Crowland Street, Southport	3.6
	F3 Site North of Farriers Way, Atlantic Business Park	1.7
	F4 1-2 Acorn way, Bootle	0.6
St Helens	S1 Land SW of Sandwash Close, Rainford Industrial Estate <b>Sub-regional Allocation</b>	6.1
	S2 Land North of TAC, Abbotsfield Industrial Estate	1.3
	S3 Bold Heath Quarry	40.3
Wirral	W1 Car Parking/ Storage Area, former Shipyard, Campbeltown Road <b>Sub-regional Allocation</b>	5.9
	W2 Bidston MRF/ HWRC, Wallasey Bridge Road	3.7
	W3 Former goods yard, adjacent to Bidston MRF/ HWRC, Wallasey Bridge Road	2.8

4.13 A site profile including a map and the information shown in Table 2 is included in the Publication Document and is supported by technical assessments as part of the evidence base. These assessments include amongst other matters sustainability and effects on European nature conservation designations.

#### 4.14 Landfill

4.15 The opportunity for final disposal of non-inert waste (wastes which do decompose or rot when deposited in landfill (including most household wastes)) to landfill within Merseyside and Halton is extremely limited due to land use constraints alongside geological and hydrogeological limitations. Detailed technical assessment has concluded that there are no opportunities within Merseyside and Halton for non-inert landfill disposal, and therefore there are no allocations for this purpose. Over time as behaviour changes in terms of the quantities and types of waste

produced and as new treatment facilities become operational the reliance that Merseyside and Halton have on exporting non-inert waste to landfill will decrease. The Waste DPD therefore will be based on a continuing but decreasing export of non-inert landfill to existing operational sites outside of the Merseyside and Halton throughout the Plan period (operational sites such as Arpley Landfill in Warrington and Hafod Landfill in Wrexham).

4.16 Merseyside and Halton do however have the potential to provide final disposal sites for inert waste. Two sites, both of which are existing active minerals operations are proposed as inert landfill allocations to meet the continuing, but decreasing, quantities of inert waste at Cronton Clay Pit (K5) and Bold Heath Quarry (S3). As fiscal and waste diversion pressures continue to impact on this waste stream, it is expected that relatively modest quantities of inert waste will be deposited at these sites over time, as most inert waste can be recycled and reprocessed into new recycled products and raw materials.

#### 4.17 Policies

4.18 Chapter 5 sets out the policy framework intended to provide industry with a high degree of certainty and some flexibility in coming forward with proposals for new waste management infrastructure. The policies also set the bar high in terms of the very tight control that the Local Authorities will exercise over waste management activities and these policies strongly direct the waste management industry towards allocated sites. Table 3 summarises the key Waste DPD policies.

Table 3: Development Management Policies in the Waste DPD

Policy & Page number	Purpose and content
WM7	Protection of Existing Waste Management Capacity – to ensure that the existing essential waste management capacity is maintained to serve the needs of Merseyside and Halton.
WM8	Waste Prevention and Resource Management – to promote the prevention of waste and make efficient use of waste for all developments.
WM9	Design and Layout for New Development – for all new non-waste developments to enable the easy and efficient storage and collection of waste.
WM10	Design and Operation of New Waste Management Development – to ensure high quality design and operation of new waste management facilities to minimise impact of local communities.
WM11	Sustainable Waste Transport – to minimise and mitigate the impacts of waste transport on local communities.
WM12	Criteria for Waste Management Development – sets out the criteria against which all waste management proposals will be assessed.

WM13	Waste Management Applications on Unallocated Sites – sets out the criteria that must be addressed for sites brought forward on unallocated sites.
WM14	Energy from Waste – states that no large EfW facilities are needed but makes provision for small-scale EfW that serves an identified local need for energy or heat.
WM15	Landfill on Unallocated Sites - sets out the criteria that must be addressed for landfill proposals brought forward on unallocated sites.
WM16	Restoration and Aftercare of Landfill sites –sets out the information requirements for planning restoration and aftercare of landfill sites.

4.19 The Waste DPD policies are designed to work with and not duplicate the District specific policies in their Core Strategy and other Development Plan Documents.

#### 4.20 Implementation and Monitoring

4.21 The Waste DPD is required by planning policy (PPS12) to include an implementation plan and monitoring arrangements and these are set out in Chapter 6 of the Publication document. Responsibility for implementation principally lies with the Local Planning Authority with support from Merseyside EAS, Waste Collection Authorities, MWDA, landowners and the waste industry.

## 5.0 OTHER IMPLICATIONS

### 5.1 Examination in Public

5.2 The Public Examination is a formal part of the plan making process, and starts upon Submission of the Waste DPD to the Secretary of State. A Planning Inspector is appointed by the Planning Inspectorate and the Waste DPD team will need to provide a secretariat for the Examination Hearing process including resources, a Programme Officer and a venue for the Inspector and their team and the formal hearing.

5.3 On the basis of the current work programme, the Examination Hearing is planned for May 2012. We expect to receive the Inspectors' Report 13 weeks after the completion of the Examination.

### 5.4 Adoption

5.5 The Waste DPD will need to be formally adopted, like all other statutory planning documents, by each of the Merseyside Districts as part of the adopted statutory development plan. Adoption is likely to take place in November 2012.

### 5.6 Previous Consultation

5.7 The Publication Document is the product of substantial public, business and stakeholder consultation. The table below lists the previous consultation periods.

<b>Public Consultation</b>	<b>Date</b>
Issues and Options Report.	March to April 2007 – 6 weeks
Sites and Spatial Strategy Report	November 2008 to January 2009 - 8 weeks
Preferred Options Report	24 May to 4 July 2010 – 6 weeks
Preferred Options 2 (New Sites) Report	9 May to 20 June 2011 – 6 weeks

### **5.8 Financial Implications**

5.9 Final costs for the preparation of the Waste DPD have already been agreed and appropriate budgetary provision has been made, including the costs of Examination In Public. Currently no additional preparation costs are anticipated.

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

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

6.2 This report has no direct implications for children and young people in Halton. Indirectly, the Waste Development Plan Document (Waste DPD) places sustainability at its very core, protecting valuable resources for future generations and promoting the most sustainable methods of waste handling and treatment (Sustainability Appraisal – Phases 2 & 3 (Scott Wilson 2007-2009)).

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

6.4 Each developed site will generate employment benefits for the surrounding area. The estimated total number of direct jobs to be created as a result of development of the Waste DPD allocated sites is 500-700 with additional indirect jobs estimated at up to twice this number. Temporary jobs related to construction of facilities are expected to total 25-400 per site, depending on the scale of the facility being built.

### **6.5 A Healthy Halton**

6.6 There are concerns about environmental nuisance, odours, emissions and the effects that waste facilities may or may not have on the health of residents. The Waste DPD has been supported by an independent review of this matter. Scientific and medical consensus is that there are no direct health issues arising from the normal operation of modern waste facilities. The Waste DPD encourages the use of more efficient and precautionary technologies.

### **6.7 A Safer Halton**

6.8 The main implication, aside from the health aspects noted above, is the consideration of increased traffic movements in the vicinity of any developed site.



## 6.9 Halton's Urban Renewal

6.10 A great deal of effort has been directed by the Council into changing perceptions about Halton that stem from its industrial legacy. A prime concern is the impact on inward investment in the Borough. Waste facilities must be designed to a high standard of quality and mitigate against all environmental nuisance that is associated with waste facilities.

## 7.0 RISK ANALYSIS

7.1 Due to the increasing number of private sector planning applications for waste treatment facilities and the pressing need for Merseyside and Halton to secure new infrastructure for sustainable waste management it is vital that rapid progress is maintained with the Waste DPD. Advancing the Waste DPD to a stage where it can start to influence planning decisions will greatly assist the Districts in making those decisions.

7.2 Delay to the Waste DPD will:

- Increase costs to the Districts in the future through the cost of landfill disposal and financial penalties.
- Have a knock on effect of Waste DPD project timescales with resultant increases in costs of plan preparation.
- Have very serious implications for the soundness of each of the District emerging Core Strategy documents.
- Result in a continuation of an industry-led approach to the location of new waste facilities rather than the pro-active plan-led approach proposed within the Waste DPD.
- Reduce the Council's ability to resist applications of the wrong type and in the wrong places

7.3 These risks are mitigated by a monthly review of all significant risk factors highlighted by the project's risk assessment.

## 8.0 EQUALITY AND DIVERSITY ISSUES

8.1 An Equality Impact Assessment has been prepared for this project and is available at [www.wasteplanningmerseyside.gov.uk](http://www.wasteplanningmerseyside.gov.uk). Where appropriate, action has been taken on the findings of the Equality Impact Assessment.

## 9.0 REASON(S) FOR DECISION

9.1 Government policy (PPS10) requires that waste must be dealt with in a sustainable way. The Council is producing a Joint Waste Development Plan Document (DPD) for the Merseyside sub-region. Drafting of the Plan has reached the stage where the policy framework contained in the Waste DPD needs to be subject to public scrutiny.

## 10.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

10.1 The Waste DPD has been prepared through a multi-stage process. Four previous public consultation stages have been completed and these are detailed in section 5.7.

These reports document the evolution of the Plan and the options for policies and sites that have been considered and rejected. The results of the public consultation, engagement with stakeholders, industry and the Local Authorities and, detailed technical assessments have all been used to inform the preparation of this Report, forming a fifth and final public consultation stage. The Preferred Options stage reports set out the alternative options considered.

## 11.0 IMPLEMENTATION DATE

11.1 The Joint Merseyside Waste DPD is scheduled to be adopted by all the six partner Districts in November 2012.

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

Document	Place of Inspection	Contact Officer
Broad Site Search Final Report (SLR Consulting September 2005)	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Initial Needs Assessment (Land Use Consultants September 2005)	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Agricultural Waste Survey (Merseyside EAS April 2007)	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
North West Commercial and Industrial Waste Survey Final Report (Urban Mines May 2007)	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
North West Construction, Demolition and Excavation Waste Final Report (Smith Gore July 2007)	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Revised Needs Assessment Report (SLR Consulting December 2007) [Needs Assessment Version 2]	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Merseyside Radioactive Waste Arisings Review (Merseyside EAS December 2007)	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Planning Implications Report (Merseyside EAS January 2008) [ Needs Assessment Version 3]	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Review of Greenhouse Gas Emissions from Waste Management Facilities (RPS April 2008).	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Review of Health Impacts from Waste Management Facilities (Richard Smith Consulting June 2008).	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs

Equality Impact Assessment (Merseyside EAS July 2008).	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
North West Regional Broad Locations Nov 08.	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Survey for Landfill Opportunities in Merseyside (Merseyside EAS - 2008).	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
All Sites Scored.xls - Built Facilities sites long list prepared for Spatial Strategy & Sites report.	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
All sites to be assessed for Landfill.xls	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Built Facilities Site Search Methodology Preferred Options.	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Built Facilities Site Search Methodology Preferred Options 2.	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
St Helens sub-regional sites assessment	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Sustainability Appraisal – Phase 1 (Mouchel Parkman (2006-7).	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Strategic Flood Risk Assessment (Capita Symonds 2008-9).	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Habitats Regulations Assessment (Scott Wilson 2007-present).	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Sustainability Appraisal – Phases 2 & 3 (Scott Wilson 2007-present).	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Review of Relative Sustainability of Waste Management based on Mass-Burn or Two-Stage Recovery of Energy from Waste (Juniper Consulting 2009).	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Risk Assessment for EfW Options for MSW in Merseyside & Halton November 2009	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Revised Needs Assessment (Merseyside EAS November 2009) [Needs Assessment version 4].	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Issues and Options Report (March 2007).	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
The Halton Council, Liverpool City Council, Knowsley Council, Sefton Council, St Helens Council and Wirral Council Joint Waste Development Plan Document Spatial Strategy and Sites Report. (Merseyside EAS November 2008)	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Spatial Strategy and Sites Q and A Document	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Spatial Strategy and Sites Summary Report	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
The Halton Council, Liverpool City Council, Knowsley Council, Sefton Council, St Helens Council and Wirral Council Joint Waste Development Plan Document Preferred Options Report (MEAS Dec 2009)	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
WasteDPD Preferred Options 2 Report	<a href="http://www.wasteplanningmerseyside.gov.uk">www.wasteplanningmerseyside.gov.uk</a> or Rutland House, Halton Lea, Runcorn.	Tim Gibbs

# Joint Merseyside Waste Development Plan Document

## Preferred Options 2 : Consultation on New Sites

### Results of Consultation Report

#### Contents

1	Purpose of the Report .....	2
2	Communication and Promotion of the Preferred Options 2 Report .....	2
3	Overall Levels of Participation in the Preferred Options 2 Consultation .....	2
4	Responses received to the consultation.....	4
5	Source of Responses .....	5
	5.1 Geographic Analysis.....	5
	5.2 Sector Analysis.....	6
6	Analysis of responses to specific questions. ....	7
	6.1 Question 1. Proposed Allocations for Sites .....	7
	6.2 F0885 - Key Issues raised and actions arising .....	8
	6.3 H2309 - Key Issues raised and actions arising .....	9
	6.4 L2337 - Key Issues raised and actions arising: .....	9
	6.5 S1596 - Key Issues raised and actions arising.....	10
	6.6 Conclusion on responses to Question 1 .....	12
	6.7 Question 2. General Comments on the Waste DPD.....	12
7	Petitions and pro-forma letters.....	15
8	Sites Brought Forward During the Consultation.....	16
9	Consultation Events.....	17
10	Next Steps .....	17

## 1 Purpose of the Report

This report provides an overview of the Consultation on New Sites (Preferred Options 2) which took place from May 9<sup>th</sup> to June 27<sup>th</sup> 2011. It highlights key issues raised against each of the sites which were included in this consultation and the actions arising for the District Councils and the Waste DPD Team in taking the Waste DPD to the next stage.

Should Consultees wish to see the individual consultation responses received during the consultation process, please visit <http://merseysideeas-consult.limehouse.co.uk>. On this portal all responses and comments are logged and available for viewing. Consultees responses will be available on this site until the final version of the Waste DPD is published.

## 2 Communication and Promotion of the Preferred Options 2 Report

The following means were used to communicate the consultation to potential consultees:

- Statutory advertising (notices) during the week of commencement of consultation
- Press Releases to local newspapers
- Posters in District Council Libraries, One-Stop shops and Council receptions as required in District Statements of Community Involvement (SCIs)
- Information on District Council websites with links to consultation portal (see below)
- Consultation events held in each relevant District (Halton, Liverpool, Sefton and St.Helens)
- Emails and letters sent to consultees on Merseyside EAS and Council SCI databases (3668 individuals and organisations)
- Letters to all local authority Councillors in Merseyside & Halton following local elections in May 2011
- Paper questionnaire with reply-paid envelope included with Report for hard copy responses
- Dedicated consultation portal for direct electronic response at <http://merseyside-consult.limehouse.co.uk/portal>
- Waste Planning Website: [www.wasteplanningmerseyside.gov.uk](http://www.wasteplanningmerseyside.gov.uk)
- In addition, Community Organisations and Individuals in Rainford, St.Helens publicised the consultation through newsletters and providing facilities for copying, distributing and collecting paper questionnaires in their area.

## 3 Overall Levels of Participation in the Preferred Options 2 Consultation

The consultation portal allows data to be gathered on use of the site during the consultation period. The cumulative visitor statistics for the site are shown in Table 1 below.

<b>Web Traffic over 7 weeks</b>	
Site visits	2631
Visits / week	375
Unique visitors	1566
Page views	28811
Pages / visit	11
Time / visit (min)	9.55

*Table 1: Participation via the Consultation Portal*

The statistics reveal a considerable level of interest with over 1500 unique visitors viewing the site over the consultation period. Clearly however (see following section), only a very small proportion of visitors left consultation responses and/or comments on the website. There is no way of measuring whether some of the website visitors responded to the consultation by other means, having initially browsed the consultation material on the website. During the same period there were 29 visits to the Interactive Mapping site to which readers were directed from the main on-line document to view site plans and constraint maps.

The attendance at consultation events also provides some useful information on the level of interest generated. A total of approximately 850 consultees attended the four events organised across the four Districts. Further details are reported in Section 9 of this report.

## 4 Responses received to the consultation.

Responses to the consultation were received by four principal methods:

- Direct web-site responses
- Responses on the paper questionnaire circulated with the Preferred Options 2 Report, obtainable on demand from MEAS, and also distributed by Community Organisations in Rainford
- Letters
- Emails

Additional responses were also received in the form of petitions, pro-forma letters and from comments received at consultation events.

Web-site and questionnaire responses are easiest to analyse numerically since there are unambiguous answers to questions such as “Do you support allocation of these sites?” Where responses are received via letters and emails, these questions, although addressed, are not necessarily directly answered and in order to feed into numerical analysis, Merseyside EAS interpreted the responses received as answers to specific consultation questions that were posed. Where such interpretation has been applied, all results are posted on the consultation portal and consultees are able to check how their responses have been interpreted and analysed. Where an email address has been registered by a consultee, an email is automatically sent to the consultee informing of posting of comments on the portal. Other Consultees who registered comments will be notified about the publication of this report by letter.

Table 2 shows responses received via the different methods of communication. Petitions and pro-forma letters are covered in a Section 7.

Type	Number	Percent
E-Mail	74	2.5 %
Letter	36	1.2 %
Paper Questionnaire	2688	91.7 %
Web Questionnaire	132	4.5 %
<b>Total</b>	<b>2930</b>	<b>100 %</b>

*Table 2: Responses received to Consultation*

The vast bulk of the responses received were unambiguous (96% from web-forms and the paper questionnaire) with only 4% requiring some interpretation. Since most of the 4% emails and letters which did require some interpretation were generally not problematic, we have a high degree of confidence that the results presented in the statistical summary of the individual questions provide an accurate picture of the views of the consultees who responded.



## Results of Consultation - Waste DPD Preferred Options 2 : New Sites Report

A particular feature of responses received in this consultation was the frequency with which multiple responses were received from the same individual or organisation. Typically, a paper questionnaire was backed up by a letter or email received separately. Generally such multiple responses were amalgamated into a single response from the organisation or individual and where additional points were made or issues were raised in the separate communication, these were added to the original issues noted.

Each “response” in Table 2 above represents a single answer to one of the two specific consultation questions asked in the Preferred Options Report. These responses were made by **2747 individual consultees, of whom 232 represented 91 organisations**. This includes a number of organisational responses that were made by a number of individuals from the same organisation (For example one organisation - Rushton Hinchy Solicitors Ltd - submitted responses from 49 individuals).

There were 2751 responses to Question 1 (sites) and just 179 responses to Question 2 (general views on Waste DPD). The latter number represents something of an over-estimate of interest in Question 2, since many respondents used Question 2 to simply amplify their views on site issues. The consultation responses were therefore strongly biased towards Question 1 (site) issues.

## 5 Source of Responses

### 5.1 Geographic Analysis

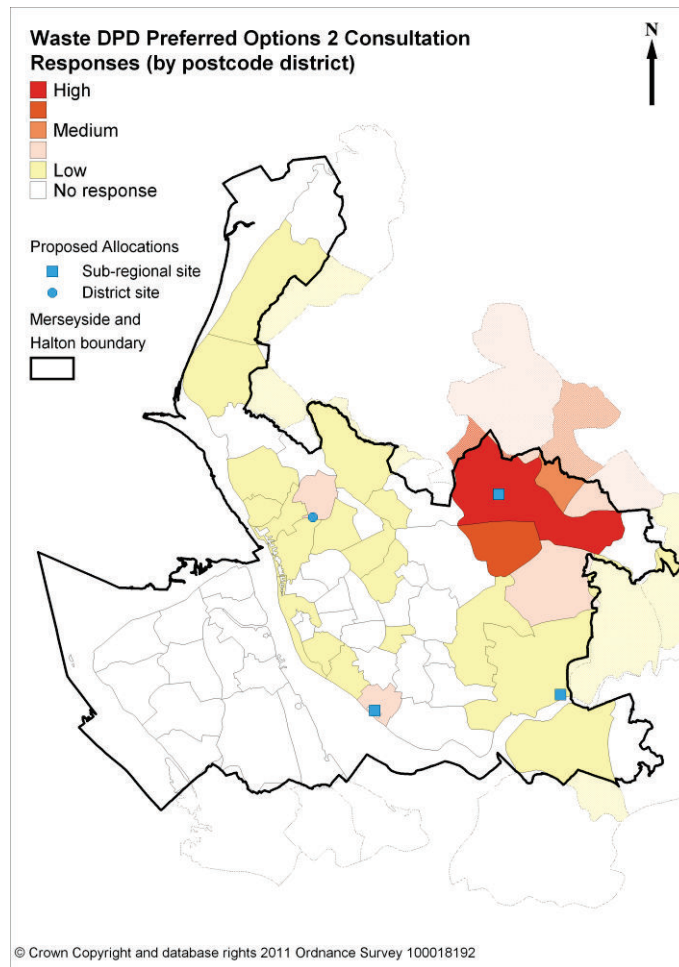
From the level of general inquiries and subsequent responses and correspondence received, it was clear that much of the interest in this consultation was in relation to one specific site : S1596 in St.Helens. This overall impression is backed up by an analysis of the Postcode Areas provided by consultees (Postcode information is required on the paper questionnaire and is a mandatory field when registering on the website – no consultees are registered manually unless they supply this piece of information). The Table below shows the 5 most frequently occurring postcode areas in responses to the individual site questions.

Post Code Sector	Count of Q1 Responses
WA11	2430
WA10	141
WN5	26
WN8	16
L19	13

*Table 3 Most frequently recurring consultee postcode areas*

Consultees from the top four postcode areas (see mapping below) represent 2613 responses of the 2751 responses received on individual sites (95% of responses). Given this high level of response from a specific area surrounding one site (and the relatively low level response from areas surrounding other sites), analysis of responses should be undertaken at least partly on the basis of consultee origin. With such skewed data, if local origin is ignored, there is a danger of local views on a site where there were few local representations made being outnumbered by responses originating from the area with the largest number of representations.





## 5.2 Sector Analysis

Consultees responding to the Preferred Options consultation were categorised as:

- Private Individuals
- Private Organisations
- Public Organisations

Analysing all consultees according to this grouping, the following breakdown can be defined:

Group	Number of consultees	Percentage of consultees
Private Individuals	2747	97 %
Private Organisations	68	2 %
Public Organisations	23	1 %

Table 4. Types of Consultee Responding

Nearly all of the responses, therefore, were submitted on behalf of private individuals with the remainder, which were submitted on behalf of organisations, split roughly 70% from private sector organisations (mainly businesses) and 30% from public sector organisations.

## 6 Analysis of responses to specific questions.

### 6.1 Question 1. Proposed Allocations for Sites

Consultees were asked to show their support or opposition to the allocation of sites.

1A. No Postcode Analysis - All Responses						
Site	Oppose	Oppose Strongly	No view expressed	Support	Support Strongly	Total
F0885	13	37	2545	62	76	2733
H2309	12	38	2501	52	130	2733
L2337	9	42	2533	71	78	2733
S1596	26	2604	91	7	5	2733
						10932

In the following table, all "Do not wish to Express a View" responses have been removed from the analysis.

1B. No Postcode Analysis – after removal of "Do not wish to express a View" responses					
Site	Oppose	Oppose Strongly	Support	Support Strongly	Total
F0885	13	37	62	76	188
H2309	12	38	52	130	232
L2337	9	42	71	78	200
S1596	26	2604	7	5	2642
					3262

As noted above, this analysis suggests that there is considerable support for some of the sites (eg 130 "strongly support" responses for site H2309). It is instructive, however, to see how many of these supporting responses are local to that site and how many come from "cross-voting" from other areas. The following table repeats the analysis taking into account **only the responses** from the postcode areas surrounding the site with the high level of response – S1596:

2. Postcode areas: WA10, WA11 and WN* only					
Site	Oppose	Oppose Strongly	Support	Support Strongly	Total
F0885	12	27	53	72	164
H2309	11	36	44	123	214
L2337	8	29	66	73	176
S1596	25	2544	1	3	2573
					3127

And finally the following table analyses the responses from the remaining postcode areas:

3. Other postcode areas					
Site	Oppose	Oppose Strongly	Support	Support Strongly	Total
F0885	1	10	9	4	24
H2309	1	2	8	7	18
L2337	1	13	5	5	24
S1596	1	60	6	2	69
					135

Site ID	Location
F0885	District Site, Site North of Farriers Way, Netherton Industrial Estate.
H2309	Sub-Regional Site: Widnes Waterfront, Halton
L2337	Sub-Regional Site :Land Off Stalybridge Road, Garston, Liverpool
S1596	Sub-Regional Site : Sandwash Close, Rainford Industrial Estate, St.Helens

Key to sites

## 6.2 F0885 - Key Issues raised and actions arising

Issue	Action
Road Capacity & Road Safety. Routes for access to the site (Farriers Way <i>versus</i> new site access road)	Ensure that Waste DPD policies address waste transport issues adequately. Make clear that for grant of Planning Permission a satisfactory transport assessment will be required which will allow safe access to the site with minimal environmental impact.
Noise, Smell & Dust	Ensure that Waste DPD policies require best practice in operation of waste management facilities. Make clear operational factors will additionally be controlled by Environment Agency permits.
Proximity to Residential Development	Ensure waste DPD policies incorporate protection of residential developments or mitigation through design and good practice. Note that proximity to housing taken into account in site selection. Site has been designated for allocation on the basis of good separation from nearest housing. Alternative sites considered were nearer to significant housing developments.
Type of waste facility allowed and Possibility of hazardous materials on site	Ensure that potential waste management uses of site are clear in site profile and clarify that only indoor treatment of waste will take place.

Proximity to Schools	Ensure waste DPD policies incorporate protection of schools or mitigation through design and good practice. Proximity to schools taken into account in site selection.
Vermin	Ensure that Waste DPD policies require best practice in operation of waste management facilities. Make clear operational factors will additionally be controlled by Environment Agency permits.
Proximity to Recreation Facilities	Ensure waste DPD policies incorporate protection of recreational facilities or mitigation through design and good practice. Proximity to green space, parkland etc taken into account in site selection.

### **6.3 H2309 - Key Issues raised and actions arising**

Issue	Action
Proximity to Residential Development	Ensure waste DPD policies incorporate protection of residential developments or mitigation through design and good practice. Note that proximity to housing taken into account in site selection. Site has been designated for allocation on the basis of good separation from nearest housing. Alternative sites considered were nearer to housing.
Concerns with regard to health effects of facilities	Ensure waste DPD policies incorporate a high level of protection from environmental health risks. Make clear operational factors will additionally be controlled by Environment Agency permits.
Alternative sites proposed	Consultee suggests a nearby alternative site should be designated since it currently operates below capacity as a Waste Transfer Station. At this late stage in the development of the plan, no specific action is proposed on this issue since the allocation of H2309 is based on a wide range of possible waste management uses on a sub-regional scale.

### **6.4 L2337 - Key Issues raised and actions arising:**

Issue	Action
Proximity to Residential Development	Ensure waste DPD policies incorporate protection of residential developments or mitigation through design and good practice. Note that proximity to housing taken into account in site selection. Site has been designated for allocation on the basis of reasonable separation from nearest housing.
Road Capacity & Road	Ensure that Waste DPD policies address waste transport

## Results of Consultation - Waste DPD Preferred Options 2 : New Sites Report

Issue	Action
Safety	issues adequately. Make clear that for grant of Planning Permission a satisfactory transport assessment will be required.
Regeneration Issues	Ensure that Waste DPD policies require waste management facilities to be designed and built to high standards to enhance rather than detract from regeneration opportunities.
Noise, Smell & Dust	Ensure that Waste DPD policies require best practice in operation of waste management facilities. Make clear operational factors will additionally be controlled by Environment Agency permits.
Concerns over Consultation Process	Consultation processes will be reviewed prior to the forthcoming consultation on the Waste DPD Publication Document and any lessons learnt will be incorporated. Note that Consultation Processes at all stages of Waste DPD production have been fully compliant with all relevant District Statements of Community Involvement (SCIs).
Protection of Wildlife / Ecological Assets	Ensure waste DPD policies incorporate a high level of protection from ecological damage. Make clear operational factors will additionally be controlled by Environment Agency permits.
Alternative Sites Proposed	Comments suggest that there are “better sites in South Liverpool” and that a site should be found “outside of the city” but no specific suggestion. No specific action to be taken at this late stage in development of the plan.
Concerns over Site Selection Process	Ensure that when the Waste DPD Publication Document is made available, supporting materials are provided which provide a complete and transparent guide to how sites were selected – both with respect to objective criteria (scoring) and wider planning deliverability issues.
Pollution and Health Concerns	Ensure waste DPD policies incorporate a high level of protection from environmental health risks. Make clear operational factors will additionally be controlled by Environment Agency permits.
Proximity to Schools	Ensure waste DPD policies incorporate protection of schools or mitigation through design and good practice. Proximity to schools taken into account in site selection.

**6.5 S1596 - Key Issues raised and actions arising**

Issue	Action
Road Capacity & Road Safety	Commission some further work on assessment of local highway network to quantify capacity with respect to potential waste management developments. Ensure that Waste DPD policies address waste transport issues adequately. Make clear that for grant of Planning Permission a satisfactory transport assessment will be

## Results of Consultation - Waste DPD Preferred Options 2 : New Sites Report

Issue	Action
	required. Review the acceptable categories of waste management facilities on this site.
Noise, Smell, Dust & Vermin	Ensure that Waste DPD policies require best practice in operation of waste management facilities. Make clear operational factors will additionally be controlled by Environment Agency permits. Review the acceptable categories of waste management facilities on this site.
Proximity to Residential Development	Ensure waste DPD policies incorporate protection of residential developments or mitigation through design and good practice. Review the acceptable categories of waste management facilities on this site. Note that proximity to housing taken into account in site selection. Site has been designated for allocation on the basis of good separation from nearest housing. Most alternative sites considered were nearer to significant housing developments.
Local History of Waste Facilities / Fear of Landfill development	Ensure that it is clear that allocation is for an enclosed, built waste management facility, different in nature from the landfills that have historically affected this area.
Pollution and Health Concerns	Ensure waste DPD policies incorporate a high level of protection from environmental health risks. Make clear operational factors will additionally be controlled by Environment Agency permits.
Greenbelt & Green Space Issues	Ensure that Waste DPD policies require waste management facilities to be designed and built to high standards to allow compatibility with surrounding land uses. Make clear that proximity to Green Belt and other Green Space is taken into account in site selection process.
Protection of Wildlife / Ecological Assets	Commission some additional ecological survey to enhance existing information in site profile. Ensure waste DPD policies incorporate a high level of protection from ecological damage. Make clear operational factors will additionally be controlled by Environment Agency permits.
Footpath and Right-of-Way Issues	Ensure that additional transport assessment (see above) includes impact on Rights of Way and measures to mitigate problems.
Alternative Sites Proposed / Preference for Brownfield sites	Comments suggest that there are “better sites in St Helens” and that a site should be found “on brownfield land” but few specific suggestions were made. No specific action to be taken at this late stage in development of the plan, since where specific sites have been suggested, these have generally already been assessed and discounted. There is no case for assessing completely new sites where these have been suggested, since the Plan now has a set of sites which meet Planning and Deliverability criteria.
General Amenity / Rural Character and Visual Impact Issues	Ensure that Waste DPD policies require waste management facilities to be designed and built to high standards to allow compatibility with surrounding land uses. Make clear that proximity to Green Belt and other Green Space is taken into account in site selection process.
Possibility of Hazardous	Ensure that potential waste management uses of site are



## Results of Consultation - Waste DPD Preferred Options 2 : New Sites Report

Issue	Action
Materials on site	clear in site profile. Make clear that the Environment Agency site is extremely unlikely to allow this site to be used for hazardous waste because of Flood Risk Zone.
Concerns regarding impact on local businesses	Ensure that Waste DPD policies incorporate high quality design elements and environmental protection standards which will make any proposed facility developed a welcome addition to the industrial estate rather than a potential “bad neighbour”. Make clear that allocation is for an enclosed, built waste management facility, different in nature from the landfills that have historically affected this area. Review the acceptable categories of waste management facilities on this site.
Concerns over Consultation Process	Consultation processes will be reviewed prior to the forthcoming consultation on the Waste DPD Publication Document and any lessons learnt will be incorporated. Make clear that Consultation Processes at all stages of Waste DPD production have been fully compliant with all relevant District Statements of Community Involvement (SCIs).
Proximity to Recreation Facilities	Ensure waste DPD policies incorporate protection of recreational facilities or mitigation through design and good practice. Proximity to green space, parkland etc taken into account in site selection.
Current agricultural use of the site	Make clear in site profile that although the site is currently in agricultural use, it is allocated for Employment use in the UDP.
Concerns over Site Selection Process	Ensure that when the Waste DPD Publication Document is made available, supporting materials are provided which provide a complete and transparent guide to how sites were selected – both with respect to objective criteria (scoring) and wider planning deliverability issues.
Proximity to Schools	Ensure waste DPD policies incorporate protection of schools or mitigation through design and good practice. Proximity to schools taken into account in site selection.

## 6.6 Conclusion on responses to Question 1

While various issues have been raised, and in the case of site S1596, by a large number of consultees, none of these issues constitute new valid Planning reasons for withdrawing any site from the process. It is proposed that in preparing the Publication Document for the next stage of the Waste DPD, actions should be undertaken to address the issues raised as indicated in the tables above.

## 6.7 Question 2. General Comments on the Waste DPD

*Brief explanation: This question asked Consultees to provide any further general comments on the Preferred Options 2 Report.*

**Qualitative Analysis**

174 responses were originally registered as answering Question 2. On analysis however a large number of these responses (111), although written in the Question 2 box were in fact clearly continuations of responses to Question 1. These are not included in the following analysis which lists issues raised in the remaining 63 responses to question 2 in order of the frequency with which the issue was raised

**Key Issues Raised and Actions arising :**

Issues	Action
Concerns over Consultation Process	Consultation processes will be reviewed prior to the forthcoming consultation on the Waste DPD Publication Document and any lessons learnt will be incorporated. Make clear that Consultation Processes at all stages of Waste DPD production have been fully compliant with all relevant District Statements of Community Involvement (SCIs).
Suggests Alternative Site(s) – generally non-specific suggestions.	No specific action to be taken at this late stage in development of the plan, since where specific sites have been suggested, these have generally already been assessed and discounted. There is no case for assessing completely new sites where these have been suggested, since the Plan now has a set of sites which meet Planning and Deliverability criteria.
Concerns over the Site Selection process	Ensure that when the Waste DPD Publication Document is made available, supporting materials are provided which provide a complete and transparent guide to how sites were selected – both with respect to objective criteria (scoring) and wider planning deliverability issues.
Responses providing general guidance from National or Regional bodies	Waste DPD policies to be checked to ensure compliance as appropriate
Concerns over Spatial Strategy and Self-Sufficiency issues	Ensure that Publication Document and background documents published alongside provide a full picture of the Spatial approach to be taken in the Waste DPD and of the approach to net self-sufficiency.
Technical points regarding technologies to be adopted etc	Ensure that the Publication Document reflects an accurate and up-to-date approach to waste management technologies in the Merseyside and Halton context, bearing in mind the general requirement that the DPD should be “technology neutral”.
General positive comments	No action required
Concerns over Insufficient Detail provided on potential developments	Ensure that the Publication Document and background documents issued alongside make clear the distinction between site allocation at the plan-making stage and potential specific development at the Planning Permission stage, when more detailed information will be available.





## 7 Petitions and pro-forma letters.

The following petitions and signed pro-forma letters were received objecting to the proposed allocation of the specific sites mentioned:

Site	Materials Received	Number of Signatures
<b>S1596, Sandwash Close, Rainford, St.Helens</b>	Petition from local residents	4259

## **8 Sites Brought Forward During the Consultation**

During previous consultations (Issues & Options; Spatial Strategy & Sites and Preferred Options) a “Call for Sites” was issued inviting consultees to submit ideas for sites which in their view should have been evaluated as possible allocations in the Waste DPD.

There was no corresponding Call for Sites with this consultation since it is the last planned consultation before proceeding to the Plan Publication Stage. Nonetheless, several consultees (see tables above) raised the possibility of alternative sites – either in a non-specific sense or by referring to specific sites which they consider to have merits over those which have been proposed for allocation. As well as individual consultees bringing forward ideas on alternative sites, a number of sites were brought forward by landowners and land agents during the consultation.

It is not proposed to undertake further site assessments at this late stage in development of the plan. Where specific sites have been suggested, these have in most cases already been assessed and discounted. There is no case for assessing completely new sites in the small number of cases where these have been suggested, since the Plan now has a set of sites which fully meet Planning and Deliverability criteria.

## 9 Consultation Events.

As part of the consultation process, four public meetings were held around the sub-region, one per district. These meetings were held to give the public an opportunity to find out more about the Waste DPD and Preferred Options Report and also to provide the chance to discuss various issues with both the Waste Team and district officers. The meetings also had the added use of flagging up key issues that need to be resolved or investigated prior to the next stage of the Waste DPD.

Date and Venue	Number of attendees
Monday 23 <sup>rd</sup> May 2011 at Stobart Stadium, Halton.	12
Thursday 26 <sup>th</sup> May 2011 at Millenium House, Liverpool	11
Tuesday 7 <sup>th</sup> June 2011 at Rainford Parish Hall, St Helens	Approx 800*
Thursday 9 <sup>th</sup> June 2011 at Netherton Neighbourhood Centre, Sefton.	16

\* Due to large numbers at this consultation event, it was not possible to ensure all attendees signed in when entering the hall therefore an approximation has been given here.

There was no need to register for the event; people could just turn up on the day and were organised as informal “drop in” sessions with officers from MEAS and District Councils available for informal discussions following the Questions and Answer session. At most sessions there was also a representative from the relevant authority’s Waste Collection Department in attendance to answer any queries regarding household waste and collection arrangements.

These meetings provided the public with opportunity to talk to the waste team and District officers, and also provided a means of flagging up issues regarding the Waste DPD, site allocations and consultation process itself.

## 10 Next Steps

**Publication.** The next stage in the development of the Waste DPD will be the Publication of a Final Draft of the Plan (the Publication Document) which is scheduled to take place in November 2011. A six week period will be available for interested parties to submit representations as to the soundness of the Plan.

**Submission.** The Publication Document is then submitted to the Secretary of State (Department of Communities and Local Government) along with the representations that have been made with respect to the soundness of the Plan. This should take place in January 2012. This marks the start of the Examination in Public of the Plan.

**Examination Hearing.** The Secretary of State will appoint a Planning Inspector to conduct

### Results of Consultation - Waste DPD Preferred Options 2 : New Sites Report

a formal hearing in public at which parties who have made representations will be heard. The Inspector will write a report in which he or she will reach a conclusion as to the soundness of the Plan. The hearing should take place in May 2012 and the report should follow in September 2012.

**Adoption.** If the Plan is found to be sound, all six District Councils involved will vote on its adoption as part of their individual Local Development Frameworks. At that point (likely to be in December 2012) the draft policies and land allocations will become formal policies adopted by the Councils.



<b>1. Introduction</b>	<b>3</b>
1.1 Joint Waste DPD	3
1.2 Representations on Soundness	6
<b>2. Evidence Base</b>	<b>7</b>
2.1 Portrait of Merseyside and Halton	7
2.2 Updating the Needs Assessment, Capacity Gaps and Site Requirements	12
2.3 Summary of Needs Assessment	13
2.4 Implications : Sites requirements	22
<b>3. Vision and Spatial Strategy</b>	<b>35</b>
3.1 Vision	35
3.2 Spatial Strategy	40
<b>4. Site Allocations to deliver capacity requirements</b>	<b>43</b>
4.1 Sub-Regional Sites	45
4.2 District-level Sites	48
4.3 Landfill Sites	50
4.4 Additional Sites	52
<b>5. Development Management Policies</b>	<b>58</b>
5.1 Protection of Existing Waste Management Capacity	58
5.2 Waste Prevention and Resource Management	59
5.3 Design and Layout for New Development	60
5.4 Design and Operation of New Waste Management Facilities	61
5.5 Sustainable Waste Transport	63
5.6 Criteria for Waste Management Development	65
5.7 Waste Management Applications on Unallocated Sites	68
5.8 Energy from Waste	71
5.9 Development Management Policy for Landfill	72
5.10 Restoration and Aftercare	75
<b>6. Implementation and Monitoring</b>	<b>77</b>
6.1 Delivery Framework	77
6.2 Monitoring Framework	84
<b>7. Glossary</b>	<b>88</b>



8. Appendices	96
8.1 Appendix 1 : Waste Uses	97
8.2 Appendix 2 : Site Profiles	104

## 1 Introduction

### 1.1 Joint Waste DPD

**1.1** Government policy and EU legislation strongly encourages local authorities to work jointly in preparing Joint Waste Development Plan Documents given the strategic nature and scale of waste management. The preparation of a Waste Development Plan Document (Waste DPD) is the responsibility of all districts and will form an important part of their statutory District Local Development Frameworks (LDFs).

**1.2** Preparation of the Waste DPD began early in 2006 following Full Council approval to commence preparation of a joint DPD from Knowsley, Liverpool, St Helens, Sefton and Wirral Councils. In 2007, Halton Council also joined the Waste DPD process, and this was accompanied by further Full Council resolutions. Figure 1.1 indicates the Waste DPD plan area, showing the 6 participatory Districts in Merseyside and Halton.

**Figure 1.1 Waste DPD - Plan Area**





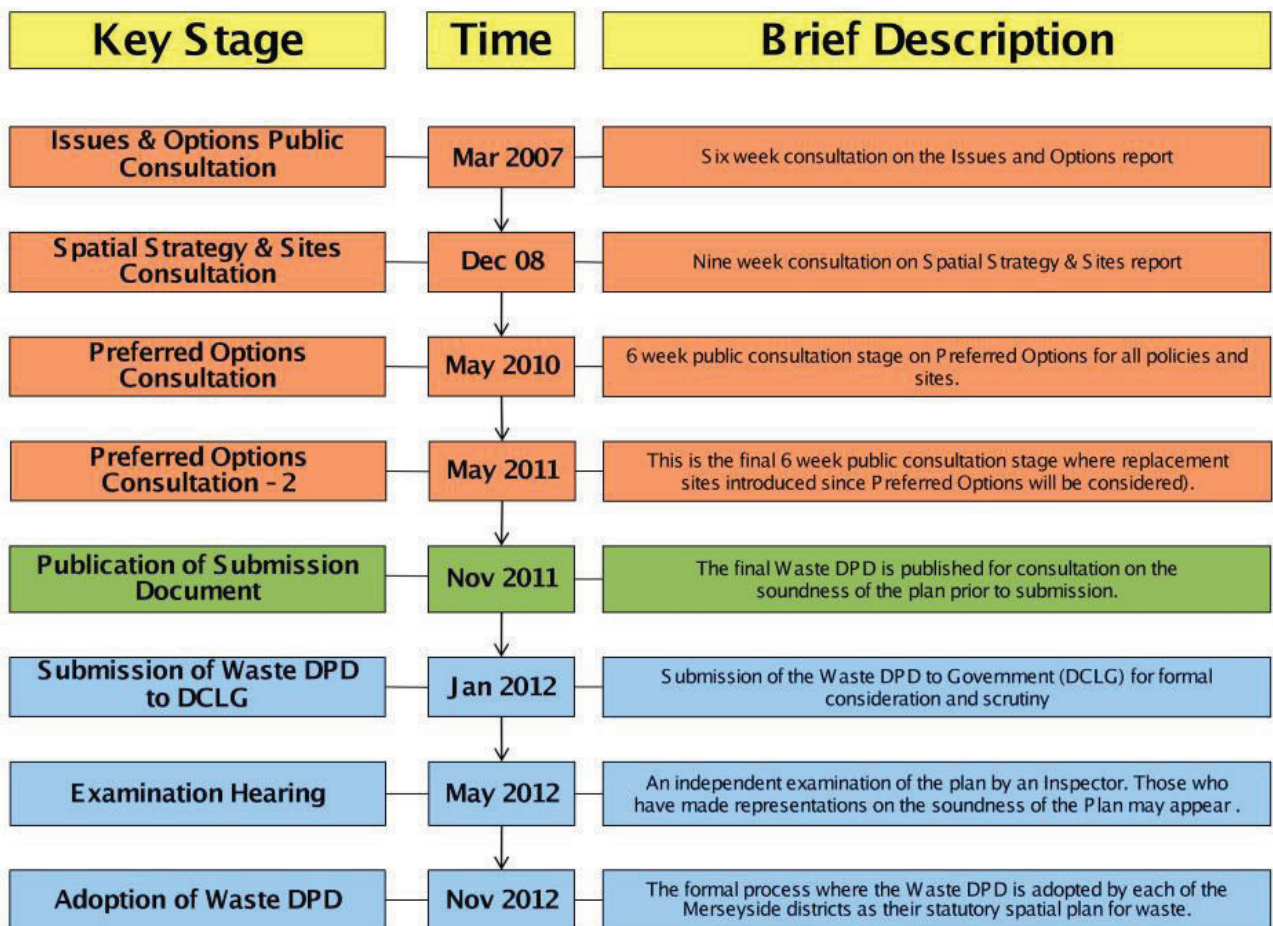
**Glossary of Technical Terms**

This document contains some technical terms and abbreviations. Many of them are defined in the Glossary (Section 7). To assist readers in accessing these definitions, where terms are used which are defined in the Glossary, these are annotated with a super-script letter "G", eg : Habitats Regulations Assessment<sup>G</sup>.

**1.3** The Waste DPD has taken account of the local visions identified in the Sustainable Community Strategies<sup>G</sup> (SCSs) for each of the participating authorities and Local Strategic Partnerships<sup>G</sup> (LSPs) which set out the long term plans for their individual communities. By taking account of those aspects of the SCSs that relate to waste and climate change, the Waste DPD will contribute to the delivery of local vision of the areas individually and to the sub-region as a whole, through focused delivery of sustainable waste management.

**1.4** The Waste DPD has been through several rounds of public consultation before reaching the final stage, and has been approved by the six districts at each stage of the process. These are shown in the diagram below:

**Figure 1.2 Timeline for development of the Waste DPD**



**1.5** At each stage, the results of the consultation have been used to inform the development of the subsequent documents. There has been a good deal of consensus on all of the policy issues. The process of identifying appropriate site allocations has been complex and challenging. Several sites have been deleted during the course of developing the Waste DPD, and these have been replaced using the same comprehensive site selection process. At each stage any new sites proposed for allocation have been the subject of a consultation to ensure that stakeholders have had opportunity to comment.



**1.6** The Waste DPD is supported by a series of supporting documents including a Needs Assessment and Sustainability Appraisal<sup>g</sup> (SA), it has also been subject of a Habitats Regulations Assessment<sup>g</sup> (HRA), all of which can be viewed at on the Consultation Portal at <http://merseysideeas-consult.limehouse.co.uk/portal>. The key documents are listed in Table 1.1:

**Table 1.1**

Broad Site Search Report
WRATE Modelling report
Health Impacts Assessment
Radioactive Waste Survey
NW Region Broad Locations Report 2008
NW C&I Survey 2006/7
NW CD&E Survey 2006/7
PO LF sites short list
LF methodology
Built facilities methodology
Built Facilities sites long list
All Sites Scored for Preferred Option list
Equality Impact Assessment
Publication Document HRA Report
Map of European sites designated under Habitats Regulations
PO Needs Assessment and P.I. Report
Publication Document Non-Technical Summary
Merseyside Waste DPD Sub-Regional Strategic Flood Risk Assessment final report
Sustainability Appraisal - Report
Sustainability Appraisal - Non-Technical Summary
Agricultural Waste Survey
Issues and Option Report
Spatial Strategy & Sites Report
Preferred Options Report
Preferred Options 2 Report : new Sites
Results of Consultation on Issues and Option Report
Results of Consultation on Spatial Strategy & Sites Report
Results of Consultation on Preferred Options Report
Results of Consultation on Preferred Options 2 Report : new Sites



**1.7** Once adopted the Waste DPD will replace the policies for waste development contained within the Unitary Development Plans (UDPs) for Halton, Knowsley, Liverpool, Sefton, St Helens and Wirral (see section 3.30 and Table 3.1).

## 1.2 Representations on Soundness

**1.8** Merseyside Environmental Advisory Service (Merseyside EAS) is publishing the Publication Waste DPD (the proposed Submission Draft) on behalf of the six districts for representations to be made. The Joint Merseyside and Halton Waste Development Plan Document (DPD) Submission Version will then be submitted to the Secretary of State for examination by an independent Inspector.

**1.9** The Waste DPD sets out the vision, strategic objectives and spatial strategy for waste management for the districts of Halton, Knowsley, Liverpool, St. Helens, Sefton and Wirral and outlines a planning policy vision to 2027, to make the sub-region as self sufficient and sustainable as possible in waste management.

**1.10** The Waste DPD applies to the whole of the administrative areas of all the six districts in the Merseyside and Halton sub-region.

### 1.11 Period for Representations

**1.12** The period for representations to be made will commence on the November 2011 and will finish on December 2011.

**1.13** Representations can only be made on issues of soundness and legal compliance. Details of what makes a sound and legally compliant plan are available separately.

**1.14** Representations may be made by way of electronic communication by using an on-line response form available on the website at [merseysideeas-consult.limehouse.co.uk](http://merseysideeas-consult.limehouse.co.uk), or as an email attachment to [waste.dpd@sefton.gov.uk](mailto:waste.dpd@sefton.gov.uk) or in writing by sending a completed form to:

Merseyside EAS  
1st Floor, Merton House  
Stanley Road  
Bootle  
Merseyside, L20 3DL

**1.15** A copy of the form can also be obtained from the address above, or by contacting the Waste DPD Team on 0151 934 2804.

**1.16** Merseyside EAS will collate and rationalise the representations on soundness and legal compliance on behalf of the six districts before submission to the Planning Inspectorate with the Submission Version. Any representation may be accompanied by a request to be notified, at a specified address of:

- The submission of the document for independent examination;
- The recommendations of any person appointed to carry out an independent examination of the DPD; and,
- The adoption of the Waste DPD.

**1.17** A copy of the [Publication Waste DPD and supporting documents](#) and response forms, is available at One Stop Shops and local libraries throughout the sub-region, check local branch for opening times. A copy of each document and library opening hours are also available on the Council websites and at [www.wasteplanningmerseyside.gov.uk](http://www.wasteplanningmerseyside.gov.uk)



## 2 Evidence Base

### 2.1 Portrait of Merseyside and Halton

#### Merseyside and Halton

**2.1** Merseyside is made up of the five metropolitan boroughs of Liverpool, Knowsley, Sefton, St. Helens and Wirral. Halton is a unitary authority to the east of Merseyside which covers the towns of Widnes and Runcorn. The sub-region is strongly influenced by the River Mersey and its estuary which borders four of the six Districts.

**2.2** Despite being highly urbanised, between 33 and 50% of land in all the districts except Liverpool is designated as Green Belt. The vast majority is high quality agricultural land and farming remains economically important particularly in Sefton, St Helens and Wirral. The geology and aquifers underlying the sub-region are also highly sensitive, and has an impact on the types of waste management facility which are appropriate in particular locations.

#### The Population of Merseyside and Halton

**2.3** The current combined population of Merseyside and Halton stands at just under 1.5 million. Some of the wards across all six districts are amongst the most deprived nationally. Without exception, all districts have given high priority to renewing housing stock in attempt to stem population and economic decline. This has largely been through a programme of housing clearance and rehabilitation, and the Housing Market Renewal Initiatives in several of the districts. This has an impact on waste management, in terms of the volumes of construction and demolition waste created and the potential increase of Local Authority collected waste produced as the number of households increases. The needs assessment has also accounted for projected increases in household numbers and its impact on waste generation.

#### Industrial Heritage and Its Effects on Waste

**2.4** Liverpool and surrounding districts were in their industrial prime during the 18th and 19th Centuries and the Industrial Revolution. The towns of St. Helens, Widnes, Runcorn, Port Sunlight and Prescot were dominated by the glass and chemical industry and some of this business continues to this day. Liverpool, Bootle and Birkenhead were the focus for port activity and linked the North West to the rest of the world. Port activity remains a key economic driver for these districts, with tonnages being handled by the Port and docks increasing in recent years and continues to do so.

**2.5** In recent history, employment patterns on Merseyside and Halton have changed from being dependent on industry to a more commerce and service based economy, although this varies locally. Halton, Knowsley and St. Helens still have significant manufacturing industries within their districts. The overall decrease in heavy and manufacturing industry across Merseyside and Halton and the increasing importance of commercial and service sectors can be seen in the amounts and types of waste produced across the sub-region. In planning to meet Merseyside's future waste management needs account has been taken of the changing patterns of economic activity and the effect this is likely to have on the amount and type of waste generated.

**2.6** The industrial heritage of Merseyside and Halton has led to derelict and contaminated land across the sub-region as well as high levels of unemployment as a result of declining industries. This can have an impact both in terms of what development is appropriate on the land, the cost of redevelopment and also in the generation of contaminated wastes for disposal.

#### Economic Activity and Governance and its Effects on Waste

**2.7** Liverpool is the second largest city in the North West region, and this is reflected in the creation of Liverpool City Region (LCR). Halton, Knowsley, Liverpool, Sefton, St. Helens and Wirral are the core districts of the Liverpool City Region, although its geographical reach also extends to adjacent authorities.

**2.8** The City Region has become more important as the Coalition Government makes moves to abolish the regional layer of planning and is replacing regional development agencies with Local Enterprise Partnerships (LEPs). The Liverpool City Region LEP will assist inward investment, continued regeneration and investment in the Low Carbon economy. It has the potential to affect the quantities and types of waste arising in the sub-region.





**2.9** The global economic downturn has inevitably affected the sub-region, as it has affected the rest of the country, and the intensity of development has slowed down noticeably. The pace of development has been further exacerbated by public sector spending cuts affecting construction projects such as 'Building Schools for the Future' and the availability of support for public sector regeneration and housing schemes. Budget restraints have also been imposed on the Merseyside local authorities which will have a knock on effect on spending across all departments including waste collection and management. All this in turn will affect the amount of waste being generated and recycled, particularly construction, demolition and excavation (CD&E) wastes but also commercial and industrial (C&I) wastes.

**2.10** Each site developed for waste management uses is however expected to generate employment benefits for the surrounding area. The estimated total number of direct jobs that may be created as a result of the development of the sites allocated in the Waste DPD is 500-700 with additional indirect jobs estimated at up to twice this number. Temporary jobs related to construction of facilities are expected to total 25-400 per site, depending on the scale of the facility being built.

### **Self Sufficiency in Waste Management in Merseyside and Halton**

**2.11** The Merseyside and Halton sub-region is the third largest producer of waste in the North West region behind Lancashire and Greater Manchester. The sub-region is a highly urbanised area with limited opportunity for landfill operations and significant constraints on land for built facilities. Currently about 13% of waste arisings is exported outside the area for landfill disposal.

**2.12** There is a continuing interest in developing new waste management facilities in the sub-region varying from waste transfer stations and materials recycling facilities<sup>6</sup> (MRFs) to autoclaving<sup>6</sup>, gasification<sup>6</sup> and other large scale Energy from Waste<sup>6</sup> (EfW) facilities with proposals at the planning stage or with valid consents to be implemented. This has resulted in an increasing ability for the sub-region to be self sufficient, but also in significant over-capacity of consented EfW facilities in the sub-region. Some of these facilities will be of regional, if not national, significance, and their capacity may not therefore, be entirely available for Merseyside and Halton's needs.

### **Impacts of Land Availability on Waste Management in Merseyside and Halton**

**2.13** There are three land availability issues which are having an important effect on waste management in Merseyside and Halton. Firstly, there is a limited supply of brownfield land and other land suitable for employment uses. This also has an impact on the availability of sites for waste management allocations. This is particularly the case for larger sites which would be suitable for sub-regional size facilities which are in direct competition with strategic employment and regeneration sites. This has had an impact on land availability for waste management uses in all districts, as they are planning for employment growth over the Plan period.

**2.14** Secondly, due to the underlying geology and aquifers being highly sensitive to pollution, the sub-region is severely constrained in terms of potential locations for future landfill sites. The majority of the sub-region is classed as major aquifer, with limited areas being afforded any kind of protection by drift geology, such as boulder clay. There are significant groundwater protection issues associated with landfill activity, and the Environment Agency will not permit landfill sites to be developed where this is likely to be an issue, or where the effects cannot be adequately mitigated for.

**2.15** Thirdly, much of the landfill activity has occurred in areas where quarrying or mining has already taken place. These opportunities are now very limited in Merseyside and Halton. Only two active minerals quarries remain, both of which are constrained by underlying major aquifer and other geological issues.

### **Transport Infrastructure and Movement of Waste**

**2.16** The transport infrastructure for the sub-region is diverse, offering excellent connectivity to the rest of the UK and beyond. The River Mersey and its ports remain major economic drivers for the sub-region and its economic regeneration and provides an opportunity to transport waste between dock and wharf facilities by a generally more sustainable means than offered by road transport. This depends on many factors including distances travelled and loading facilities. There is also access to the canal network including Manchester Ship Canal, Leeds-Liverpool Canal and Bridgewater Canal. Transportation is a key consideration in the Sustainability Appraisal (SA) conducted to inform the preparation of the Waste DPD.



**2.17** The motorway network includes the M62, M57, M58 and M6 linking to a network of "A" roads into and around the sub-region. Plans are well advanced for the second Mersey Gateway crossing between Widnes and Runcorn, which will both improve the sub-regional road infrastructure and create and utilise large quantities of construction, demolition and excavation waste. Currently, the majority of waste produced in the sub-region is transported on the road network alone.

**2.18** The national West Coast Mainline branches into the Liverpool Lime Street Terminus Station. Electrification of the Liverpool to Manchester and Liverpool to Preston lines is expected to commence during 2011. There are goods rail termini located at Knowsley Industrial Park, Sefton, Liverpool and Garston Docks and Mersey Gateway, Widnes and Weston Docks, Runcorn. There are rail connections to the docks with potential to re-open old goods lines. There are long term plans to develop an inter-modal rail freight depot at Parkside in St.Helens. In the long term, these present opportunities to move waste by rail rather than by road.

**2.19** Liverpool John Lennon Airport is situated at the boundary between Liverpool, Knowsley and Halton. It is the second largest airport in the region, and is also an important economic driver for the sub-region. Its growth reflects the importance of the tourism and leisure sectors. Growth of these sectors has a corresponding effect on the generation of commercial waste across the sub-region.

#### **Natural and Heritage Assets and Their Impacts on Waste Activity**

**2.20** Liverpool City Region has a wealth of European Union (EU) and international nature conservation site designations for its coast and estuaries with international designations covering the Sefton Coast, Mersey Estuary, Dee Estuary, River Alt Estuary, Mersey Narrows and North Wirral Foreshore all of which are protected under UK and EU legislation. In terms of waste management, the conservation value of the Mersey Estuary limits the potential locations and type of waste management facilities due to potential effects on designated natural assets, and these matters have primarily been addressed through the Habitats Regulations Assessment process.

**2.21** The City of Liverpool has a significant architectural and cultural heritage, and the world renowned Liverpool waterfront was designated UNESCO World Heritage Status in 2004. There are also a number of Listed Buildings & Conservation Areas throughout Liverpool and the wider city region, which are also subject to special legal protection. There should be no direct impact on the heritage assets from waste management activities as a result of the sites and policies within the Waste DPD. Heritage issues have been factored into the site selection process and SA. There is national and local policy in place to protect areas of heritage value.

#### **Current Focus of Waste Management Activity in the Sub-region**

**2.22** Whilst many small scale local waste management facilities are relatively widespread across the sub-region within existing business areas, industrial estates or the Port Estate, current waste-related activities have tended to focus in the following broad areas:

- In Halton, the Widnes waterfront is identified as a key area for regeneration. This fits well with the existing pattern of waste activity which is focused around the Widnes Industrial Estates and waterfront, but there are major energy users located on both sides of the river.
- Most of the current waste activity in Knowsley is focused around Knowsley Industrial Park to the north, and Huyton Business Park which sits at the junction of the M62/M57 motorways.
- Waste activities in Liverpool are largely focused around the dockland areas to the north of the city centre, but some small clusters of activity exist in other employment areas, particularly Gillmoss, which is a strategic location for Merseyside Waste Disposal Authority, as well as Garston Industrial areas.
- Within Sefton, the majority of current waste activity is located in Bootle and the port area, although there are some strategic and small scale facilities which serve Southport and other towns to the north of the district.



- Historically, many of Merseyside's landfill sites have been located in St.Helens. Existing built waste management facilities are concentrated in central St.Helens and Earlestown.
- In Wirral, most of the current waste-related activities are focused around the industrial dockland areas by the River Mersey, in Wallasey and Birkenhead. Other smaller scale facilities serve local needs across the district, with a small cluster at Tarran Industrial Estate in Moreton.

### **Progress with Local Development Frameworks in the Merseyside and Halton**

**2.23** Sub-regional plans such as the Waste DPD must be consistent with national and regional policy. It must contribute to achieving the goals of the Waste Strategy for England and the Regional Spatial Strategy (RSS) for the North West whilst dealing with local priorities. The Coalition Government intends to abolish RSS through the implementation of the Localism Bill. However, it is still not clear when the Localism Bill will be introduced, and RSS was still extant at the time of producing the Publication Version. The North West region was preparing a single Regional Strategy, and had produced a significant amount of supporting evidence. It is understood that this evidence can still be used to support LDFs, post introduction of the Localism Bill, and the waste-related evidence has been used to support the needs assessment and policy positions in this Waste DPD. The Waste DPD covers the issues addressed by the RSS, and therefore, will still be relevant when RSS is finally abolished.

**2.24** Halton Council consulted on its Core Strategy Publication Development Plan Document in November 2010. The Publication document was submitted to the Secretary of State in May 2011 with adoption anticipated in early 2012. The focus for regeneration is at the 3MG site in Ditton, West Runcorn and South Widnes.

**2.25** Knowsley Council is in the process of developing its Core Strategy, and consulted on its Preferred Options report during Summer 2011. The focus for economic and employment regeneration remains within Knowsley Industrial and Business Parks, Huyton Business Park and South Prescot.

**2.26** Liverpool Council consulted on the Preferred Options for its Core Strategy DPD in February 2010. Inner north Liverpool remains an area for significant growth and development, especially the area defined as the Atlantic Gateway Strategic Investment Area (SIA), where there remain significant areas of vacant, former industrial land and buildings with low grade uses set in a poor environment.

**2.27** Sefton Council is in the early stages of developing its Core Strategy Development Plan Document, and consulted on its Core Strategy Options Report during Summer 2011. Economic and employment activity will continue to be focused in primarily industrial areas and other strategic sites.

**2.28** St.Helens Council submitted its Core Strategy Publication Document in June 2011. This indicated that the focus for new economic development will be Haydock and the town centre. The former Parkside Colliery is identified as a site for a strategic regional Inter-modal Freight Park. Construction of a new rugby stadium is underway, and work has also commenced on urban villages at Lea Green Colliery, Moss Nook and Vulcan Works.

**2.29** Wirral Council published the Preferred Options Report for its Core Strategy DPD consultation in November 2010. A Draft Core Strategy is expected to be approved for consultation towards the end of 2011, with a target date for adoption of late 2012. Much of Wirral's regeneration activities will focus around the long term development at Wirral Waters, and associated development around the dock areas.

### Current Waste Management Planning Policy

**2.30** Halton, Knowsley, Liverpool, St.Helens, Sefton and Wirral Councils all have a number of waste policies within existing UDPs, which will be replaced entirely once the Waste DPD is adopted. Most of these policies have been saved by the Secretary of State to enable their continued use until DPD policies come into force. The number, detail and effectiveness of the policies varies from district to district which is one of the reasons why a sub-regional Waste DPD is being produced. The policies which will be replaced once the Waste DPD is adopted are shown in the following table.





**Table 2.1 Existing 'Saved' Waste UDP Policies which will be Replaced by Waste DPD Policies upon Adoption**

District	Waste Policy Reference	Date UDP Adopted	Waste Policies Saved
Halton	MW2, MW3, MW6, MW7, MW8, MW9, MW10, MW11, MW12, MW13, MW14, MW15, MW16, MW17, MW18	7th April 2005	Saved by Secretary of State (SoS) Direction beyond 6th April 2009
Knowsley	MW4, MW5, MW6	June 2006	SoS Direction has indicated that all waste policies saved beyond June 2009
Liverpool	EP3, EP4, EP5, EP6, EP7, EP8, EP9, EP10	13th November 2002	Liverpool City Council saved all UDP policies in 2007 (except for 4 non waste policies).
St.Helens	WD1, WD2 (Policies WD3 & S11 deleted)	2nd July 1998	Saved for 3 years from 27th September 2007
Sefton	EMW1, EMW2, EMW4, EMW5, EMW6, EMW7, EMW8, EMW9	29th June 2006	All policies saved beyond June 2009
Wirral	WMT1, WMT2, WM1, WM2, WM3, WM4, WM5, WM6, WM7, WM8, WM9, WM10	February 2000	Only WMT1 and WM10 did not remain in force beyond 27th September 2007.

**Merseyside Waste Disposal Authority and the Joint Municipal Waste Management Strategy**

**2.31** Merseyside Waste Disposal Authority (MWDA) is responsible for arranging for the disposal and recycling of household waste which is collected by the individual districts of Merseyside. It also provides 14 Household Waste Recycling Centres throughout Merseyside. MWDA operates its activities through three procurement contracts, as follows:

- Recycling Contract;
- Interim Landfill Contract;
- Resource Recovery Contract.

**2.32** The recycling contract is held by Veolia Environmental Services and procures recycling activity including operation of the HWRCs, WTSs and MRFs. The activities at these sites has been taken into account in the Needs Assessment, as have recently consented operations, such as the MRF at Gillmoss which is due to become operational later in 2011. The interim landfill contract was awarded to WRG and procures landfill capacity at the WRG site at Arpley Landfill in Warrington. This has been counted as local capacity within the Needs Assessment as it is contracted. The Resource Recovery Contract falls under the Private Finance Initiative with £90M secured from the Government for this purpose. MWDA announced in 2010, that the two final bidders for the contract are Covanta and Sita. Covanta intend to build an Energy from Waste (EfW) facility at the Resource Recovery Park at Ince, Cheshire which will handle the waste from this contract and others. Sita intend to use an EfW facility in Teeside for this purpose, and is currently exploring waste transfer stations associated with railheads. The final timetable for letting this contract is not yet decided.

**2.33** MWDA is currently in the process of reviewing its Joint Municipal Waste Management Strategy (JMWMS). It consulted on the Draft JMWMS during Summer 2011. The JMWMS takes account of the activities of the recycling contract, but does not cover dealing with residual waste as this is covered by either the Landfill or the Resource Recovery contracts referred to in 3.32 above.



## 2.2 Updating the Needs Assessment, Capacity Gaps and Site Requirements

**2.34** The evidence base<sup>6</sup> and needs assessment has been updated several times during the process of developing the Waste DPD, and has enabled refinement of the capacity<sup>6</sup> figures and number of sites required.

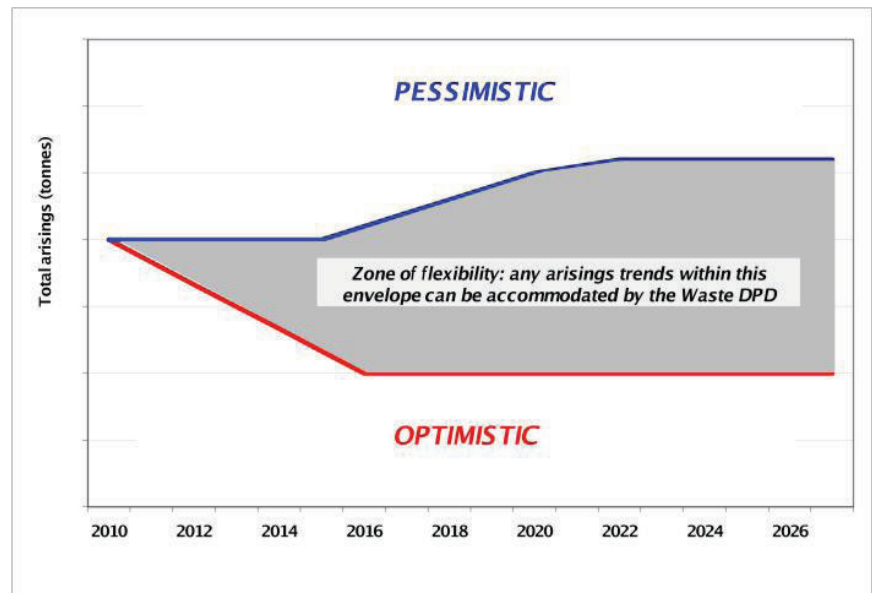
**2.35** The process of forecasting waste capacity needs and therefore the number of sites required is complex and influenced by a number of factors including:

- Continuing legislative and other change which have the scope to affect waste management in the way the landfill tax accelerator has done since 2006;
- Incomplete data about arisings, capacity, etc. which mean we have imperfect knowledge of how the waste sector operates;
- Uncertainty about the future availability of landfill capacity as many of the North West's largest sites are near the end of their consented periods and there is no guarantee that extensions will be granted;
- The limited scope of the planning system to influence the activities and priorities of the commercial waste sector which accounts for the majority of waste management functions in Merseyside, Halton and the rest of the North West;
- Effects of sustainable consumption and production initiatives, particularly in terms of reducing waste creation, which will start to have an increased effect in the first 5 years of the adopted Waste DPD.
- Effects of recession on business output and household budgets, in terms of their immediate effect on waste arisings, together with uncertainty about when a recovery might begin and what it will do to waste arisings; and,
- Effects of recession on the ability of waste companies to secure the investment needed to build treatment and recycling facilities and its effect on the phasing of delivery of new capacity.

Figure 2.1 Envelope of uncertainty

**2.36** In the light of these uncertainties it would be inappropriate to plan capacity and site requirements on a single 'best estimate' which is both inflexible and which might be invalidated by a significant change to any one, or a combination, of the factors listed above. Instead the needs assessment predicts an 'envelope' of waste management needs. For each of the four principal waste streams:

- An upper bound forecast (referred to as '*pessimistic*') assumes the maximum realistic growth rate we might expect for each stream. It represents a greater waste challenge because larger tonnages of waste need to be managed. It also assumes lower rates of recycling and treatment and therefore a greater reliance on landfill capacity which is both locally scarce and an unsustainable waste management option. Whereas;
- A lower bound ('*optimistic*') forecast assumes, in most cases, a gentle drop in arisings over at least the first half of the current decade due to the combined effect of recession and waste minimisation initiatives identified. It assumes all recently consented facilities will enter service in line with current information about the phasing of delivery of new capacity; and that higher but not over-ambitious rates of recycling and landfill diversion will be achieved.





**2.37** This approach enables the Waste DPD to be flexible and that it has the scope to accommodate unforeseen changes. The '*optimistic*' forecast therefore represents the desirable outcome of implementing its Vision and Strategic Objectives, while the '*pessimistic*' forecast represents a "Plan B" which identifies what the Waste DPD may need to deliver if things do not go according to plan. Any future combination of circumstances which results in waste arisings growth between the '*optimistic*' and '*pessimistic*' bounds can therefore be accommodated by the Waste DPD – this is the 'Zone of Flexibility' referred to in Figure 2.1.

**2.38** The dates and sources of the data which this assessment draws are summarised in Table 2.1:

**Table 2.2 Date and Source of Data**

Stream	Date	Source	Released
Municipal	2009/2010	Defra	November 2010
Commercial	2009	Environment Agency North West	March 2010
Industrial			
Construction, etc.	2006	North West Regional Technical Advisory Body (RTAB)	July 2007
Hazardous	2009	Environment Agency	January 2011

**2.39** The evidence base takes 2010 as the base year for forecasts and is based on the most recent data in all cases. Due to its age, assumptions about management of construction wastes has been updated with reference to a more recent report issued by WRAP (2008 data) and as a result of discussions with representatives of the local waste management sector.

**2.40** One final, key assumption is the approach taken to assessing capacity. Any management capacity that has received planning consent is included in the assessment, even where work has yet to start on building the facility. This is referred to as 'pipeline' capacity and has been monitored in the following ways:

- In addition to industry liaison meetings, such as the Waste DPD Technical Advisory Group (TAG), periodic meetings with the relevant consent-holders have been held to ensure the most up-to-date assessment about the phasing of delivery of this capacity is used;
- Where the consent-holder already has contracts in place (or at an advance stage of negotiation) to manage wastes from outside Merseyside and Halton (eg. the Ineos Chlor facility at Runcorn) the long-term capacity available is reduced proportionally in the needs assessment model.

**2.41** The Needs Assessment report which was finalised in June 2011 is presented in support of the Publication Waste DPD. It summarises the approach, principal assumptions and conclusions. The Needs Assessment report prepared at the Preferred Options stage is also available as a supporting document and provides some additional detail on the approach taken and assumptions used, though the forecasts it contains have been superseded by those based on the newer data referred to above.

## 2.3 Summary of Needs Assessment

### Local Authority Collected Waste

**2.42** The term Local Authority Collected Waste<sup>6</sup> (LACW, previously known as Municipal Solid Waste or MSW) is generally used in this report but references to MSW will be found in some figures, tables etc. The new term Local Authority Collected Waste was introduced in order to align UK terminology with that required by the EU Waste Framework Directive. All detail in this section refers to LACW originating in Merseyside and Halton which is managed in accordance with the Joint Municipal Waste Management Strategy (JMWMS)<sup>6</sup> by District Waste Collection Authorities and Merseyside Waste Disposal Authority (MWDA). Halton has a separate Waste Management Strategy but its work is integrated with the rest of Merseyside and Halton's and its Waste Disposal Authority is a member of the Merseyside Waste Partnership.



**How much waste will we have to manage?**

**2.43** Over the past decade the annual growth rate in LACW arisings has decreased steadily:

- 2000-2005/6: 3% to begin with but falling to around 1% by the end of this period;
- 2006/7-2008/9 (3 years): a small fall in arisings, followed by another 1% increase and then a second 2% fall;
- 2009/10: a 4% drop - this is more significant because it is the first time that arisings have fallen in consecutive years.

**2.44** It is not possible to identify how much of the recent fall has resulted from waste minimisation initiatives, and how much reflects decreased household spending as a result of the recession. Fluctuation in arisings in the recent past suggests it is not appropriate to project straight line growth. Also, the recent fall in arisings in successive years suggests that the needs assessment must consider a decline in arisings.

**2.45** The pessimistic forecast is adapted from the growth rates stated in the current JMWMS for Merseyside and Halton. These rates have been adjusted slightly to reflect the effects of recession in the period to 2015, a short recovery thereafter and are virtually identical waste arisings to those forecast by the JMWMS from 2020 onwards. This is consistent with the adopted Strategy which is being reviewed at the time this final Needs Assessment was completed.

**2.46** The lower bound (red) forecast (see Figure 2.2) is based on assuming the estimated level of collected waste per household in Merseyside and Halton at 2010 falls to the corresponding national average (for England) by 2020. Thereafter the figure remains constant. However, the forecast is adjusted to take account of extra waste generated by new households added over the plan period based on the levels required by the North West Regional Spatial Strategy and the successful housing growth-point bids made by districts within the sub-region. Although the Localism Bill will result in the RSS being abolished the figures represent the best forecast of housing growth on which to base this assessment.

**2.47** Table 2.2 sets out the forecast of municipal waste arisings at five yearly intervals.

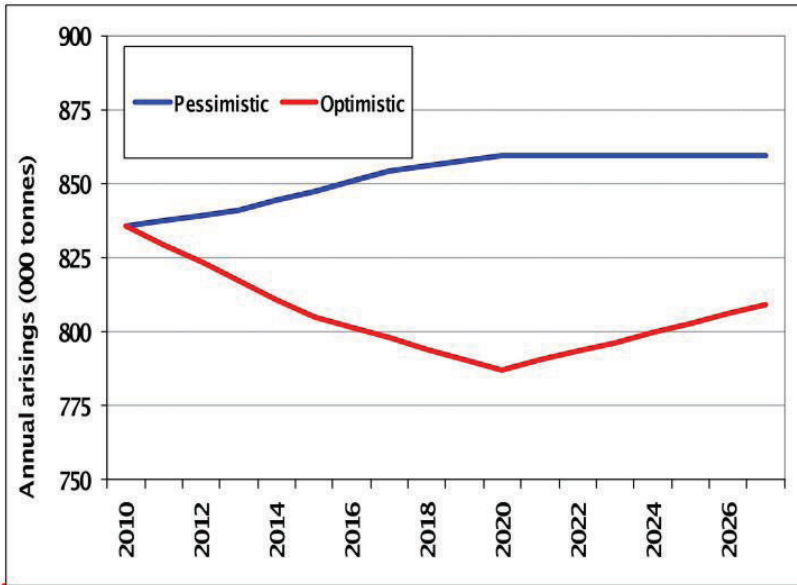
**Table 2.3 Comparison of Forecast Local Authority Collected Waste Arisings under Different Growth Scenarios**

All figures are in thousands of tonnes [Source: Merseyside EAS]					
Scenario	2010	2015	2020	2025	2030
Pessimistic (Short recession)	836	848	860	860	860
Optimistic (Waste reduction)	836	805	787	803	819

**2.48** Table 2.2 shows that this means a difference between the two forecasts which is at its greatest at 2020 (88,000 tonnes) but the gap closes to around 50,000 tonnes by the end of the plan period in 2027 as a result of an increase in the number of households.

**2.49** The forecast envelope for LACW is shown in Figure 2.2 and is based on the two solid-line trends for the upper bound ('pessimistic' - solid blue) and lower bound ('optimistic' - red).

Figure 2.2 MSW growth forecast



Halton.

**2.51** In addition to the facilities directly operated or contracted by MWDA, a number of open windrow composting<sup>6</sup> facilities are operated on a merchant basis which handle both LACW and commercially collected green waste. Recyclable material derived from the MRFs and HWRCs is sent to a wide variety of re-processors<sup>6</sup> who also operate on a merchant basis.

**Capacity Gap Implications for LACW**

**2.52** Once the RRC PFI contract has been awarded, most residual<sup>6</sup> waste will be managed through the RRC. The revised JMWMS indicates a small amount of residual waste will continue to go to landfill and this is included in the capacity need referred to later in this section, but there will be no capacity gap for residual waste requiring treatment.

**2.53** However a key forthcoming issue is that it is difficult to see how individual districts can meet the national 2020 target to recycle or compost 50% of household wastes without collecting food wastes and new facilities will be needed to handle this material.

**2.54** In order to meet ongoing recycling, composting and landfill diversion targets set out in the 2011 revisions of both the JMWMS and Waste Strategy for England, MWDA is forecast to need an additional MRF and up to three food waste composting facilities, although some of this capacity could be managed for both LACW and commercial wastes. The forecast capacity gaps and phasing of these requirements is shown in Figures 2.8 and 2.9.

**Commercial & Industrial Waste**

**How much waste will we have to manage?**

**2.55** The growth trends for the commercial & industrial waste streams over the last 10 years are very different. Commercial wastes have risen at a rate of around 2% annually while industrial wastes have declined at almost double this rate. These trends are believed to reflect the re-structured sub-regional economy which is increasingly dominated by the service sector while heavy industry and manufacturing have declined. The latter cannot continue indefinitely but, equally, commercial activity will be affected by a greater reliance on electronic business, reducing physical waste, and by the current recession.

**Commercial Wastes**

**How Much Capacity for Managing Local Authority Collected Waste Do We Have?**

**2.50** Merseyside Waste Disposal Authority (MWDA) is managing LACW through three main contracts. Recycling contract - this was awarded to Veolia in 2008, and involves operation and management of 14 Household Waste Recycling Centres (HWRCs), 4 waste transfer stations (WTS) and 2 Materials Recycling Facilities (MRFs). Interim landfill contract - this was awarded to WRG also in 2008. Waste is currently exported to Arpley Landfill in Warrington under contract until 2015, after which most residual waste will be diverted from landfill via the Resource Recovery Contract (RRC). The RRC is currently planned to be awarded in 2012, and will deal with waste in both Merseyside and





**2.56** The size, composition and management methods for both waste streams were surveyed in 2006 and 2009 with results available for Merseyside and Halton separately, though they are amalgamated here. The most recent data suggests that commercial wastes still grew at almost 2% annually between 2006 and 2009 even though the economy was in recession for almost half of this period. Following discussion with the local waste management sector through the Waste DPD Technical Advisory Group (TAG), it was concluded that this apparent rate could not be used as the basis for forecasting the base forecast growth as it was considered too optimistic for either the optimistic or pessimistic scenario in the short-term. The TAG also advised that:

- Recovery from recession is unlikely to start before 2015;
- The forecast needs to reflect the effect of extension of the Courtauld Agreement, the Producer Responsibility Regulations, etc. on waste creation rates. This is likely to result in a reduction in arisings over part of the period until 2020. The optimistic scenario forecasts that these effects will last longer and the eventual increase in arisings as a result of economy recovery will be shallower than that assumed for the pessimistic scenario.

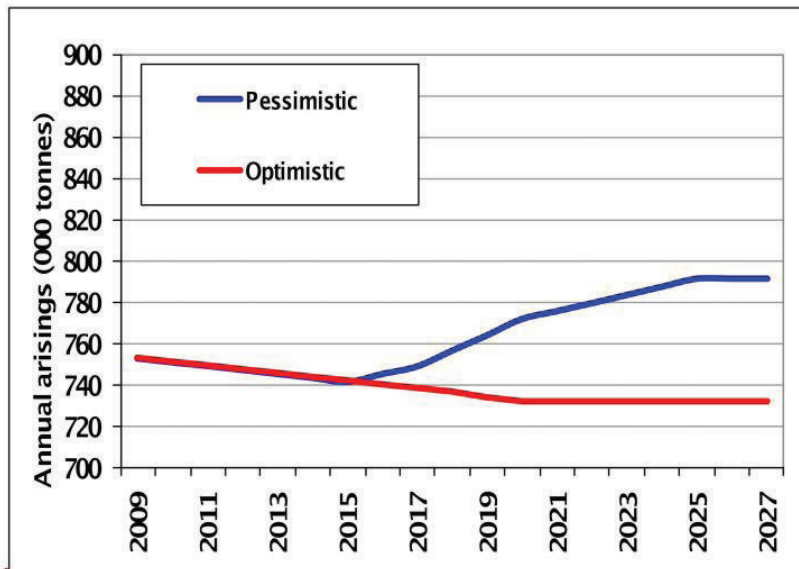
**2.57** It was also recognised that Merseyside and Halton has a higher than average level of employment in the public sector, which is undergoing significant reduction in scale, budgets and employment. As that sector contributes a substantial proportion of “commercial” wastes these effects will also depress arisings growth in both scenarios.

**2.58** Table 2.3 sets out the forecast of Commercial Waste arisings at five yearly intervals for both the optimistic and pessimistic scenarios. The optimistic scenario shows a reduction in commercial waste arisings over the plan period with the pessimistic scenario showing a decline and then an increase in arisings.

**Table 2.4 Comparison of Forecast Arisings under Different Growth Scenarios for Commercial Waste**

All figures in thousand of tonnes [source Merseyside EAS]					
Scenario	2010	2015	2020	2025	2030
Pessimistic (recession/rebound)	751	742	772	791	791
Optimistic (waste reduction)	751	742	733	733	733

**Figure 2.3 Commercial Waste growth forecast**



**2.59 Industrial Wastes**

**2.60** As stated previously, the 2009 survey results suggest industrial wastes continued to fall as the recession took hold rather than as a result of re-structuring of the regional economy. The needs assessment assumes that any further decline will end after 2013 because the rate of business closures or reduction of manufacturing capacity will have slowed or been replaced by corresponding new facilities which will generate some wastes. This trend is taken as the basis of the optimistic scenario though this might still be seen as conservative in that no overt account is taken of the additional effect of waste minimisation.

**2.61** The recent historical fall in industrial wastes creates difficulties for defining the pessimistic scenario. Following discussion with representatives of the local waste management sector

it was concluded that the forecast envelope would not offer sufficient flexibility if it also assumed some decline, and is implausible that a future increase in arisings would occur. Therefore the pessimistic scenario assumes that no further change in industrial waste arisings occurs.

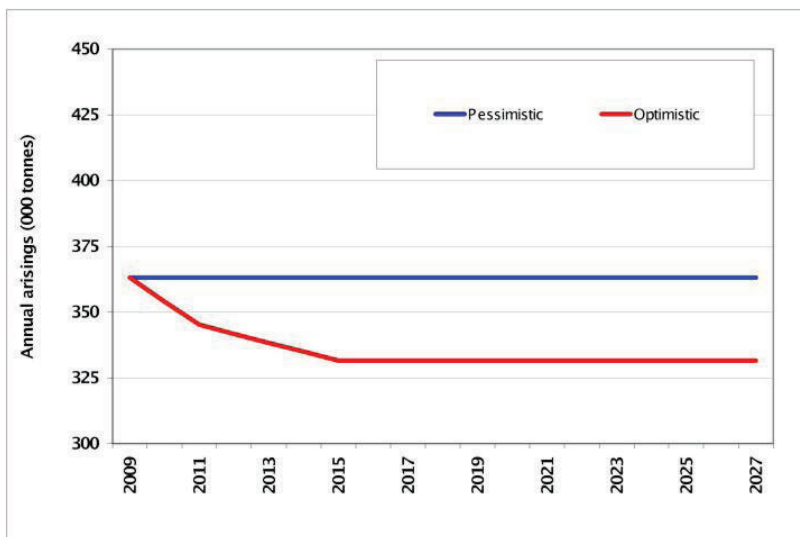
**2.62** Table 2.4 shows the forecast of industrial arisings for both optimistic and pessimistic scenarios.

**Table 2.5 Comparison of Forecast Arisings under Different Growth Scenarios for Industrial Waste**

All figures in thousand of tonnes [source Merseyside EAS]					
Scenario	2010	2015	2020	2025	2030
Pessimistic (zero growth)	363	363	363	363	363
Optimistic (short recession)	354	331	331	331	331

**2.63** This is illustrated in figure 2.4.

**Figure 2.4 Industrial waste forecast**



**How Much Existing Capacity for Managing Commercial & Industrial Waste Do We Have?**

**2.64** Merseyside and Halton are well served by MRFs<sup>6</sup> and WTSs<sup>6</sup>, although these are generally on a smaller scale than those operated by MWDA. There are a number of privately operated open windrow composting facilities and a plethora of re-processors which serve both the commercial and industrial sectors, as well as taking municipal wastes. The sub-region's sole existing primary treatment facility for handling mixed residual waste (Orchid Environmental in Huyton) closed in Summer 2011, however there are existing permissions for four other plants, each of which has a capacity of 135,000 tonnes per annum, or greater.

**2.65** Merseyside and Halton also have a substantial capacity for thermal treatment with more than 1,500,000 te per annum provided by four facilities. More than half of this capacity is provided by Ineos Chlor's plant at Runcorn (Halton) which was at a moderately advanced stage of construction at the time the needs assessment was completed. However half of the planned capacity is already earmarked to manage wastes originating in Greater Manchester and Cheshire, although this still leaves close to 400,000 te of capacity uncontracted.

**2.66** At the time the Needs Assessment was completed work was yet to begin preparing the sites for the other three facilities, however meetings have been held periodically with the site operators to keep up to date on plans in terms of when capacity will be available and how much might be available to manage wastes from Merseyside and Halton.

**2.67** There is non-inert landfill void space available at Lyme and Wood Pit Landfill until June 2012, after which its planning consent expires. At the time the Needs Assessment was completed, St.Helens Council was awaiting the site operator to submit proposals for managing the completion of the site and its restoration to a country park. However, as this information is outstanding the Needs Assessment cannot assume that the site will supply further void space after that date.

**Capacity Gap Implications for Commercial and Industrial Wastes**



**2.68** The largest capacity shortfall for commercial and industrial wastes is for non-inert landfill. The capacity gap figures are shown in table 2.7, this includes only a small element of LACW in the form of incinerator bottom ash<sup>6</sup> (IBA), counted in annual capacity figures post 2015. There is also a need for food waste composting facilities which could be shared for LACW and commercial requirements. There is also a marginal need for a small-scale thermal treatment facility to manage industrial waste and which might also contribute to local demand for energy and heat.

### **Construction, Demolition & Excavation Waste (CD&E)**

#### **How much CD&E Waste will we have to manage?**

**2.69** Historically this has been the most difficult waste stream to forecast accurately. National survey data suggests the waste industry is delivering good, sustainable management practices with about 50% of arisings recycled or re-used at source; around 12% spread on land for landscaping or other improvements; and a correspondingly low rate of landfill disposal. However one problem of this situation is that the quantity of waste recycled at source or spread on land is not recorded for waste management licensing purposes, making it difficult to monitor total waste arisings and any further improvement landfill diversion rates.

**2.70** The 2006 regional survey of CD&E waste (NWRTAB July 2007) was compromised by a lack of data on waste arisings, and by other aspects of the data collection and analytical approach. Following various checks and adjustments, the need assessment has estimated around 2.4 million te of these wastes were created at that time. Subsequent growth projections have been based on discussion with representatives of the local waste management industry, specifically certain companies that principally handle inert construction wastes.

**2.71** Both optimistic and pessimistic scenarios reflect their advice that this part of the waste industry began to contract rapidly as early as 2007, in contrast to the preceding part of that decade which had seen a major phase of regeneration and other projects and an annual increase in CD&E wastes of between 2% and 3% of an already very large total.

**2.72** The local waste management industry has advised that there are few signs of any recovery in the near future; and offered a very conservative view that the sector is very unlikely to return to the levels of waste creation seen in the middle of the last decade. One influence specific to Merseyside is the prolonged effect of cuts to public sector expenditure which will affect urban regeneration projects - including those for housing and schools - that made a significant contribution to CD&E waste arisings before recession began.

**2.73** The effect of major development proposals such as Wirral Waters, Liverpool Waters, and the second Mersey Crossing, will help to drive the level of arisings upwards in the longer term. However both of the dockland regeneration projects will have development timescales of 30-40 years due to their scale and phasing, and this is reflected in the assumption of a gentle increase in CD&E waste stream. It is also important to recognise that the needs assessment does not assume cessation of construction activity, but that it will be at a lower intensity than that before the recession began, and that it also reflects the effects of better management and re-use of arisings through Site Waste Management Plans and waste audits for smaller sites.

**2.74** The pessimistic scenario assumes that these projects will result in a gentle but steady increase in arisings starting in 2013/4, reflecting the timelines proposed for the larger developments. It also assumes that this will persist through the rest of the plan period given the duration of these projects. The optimistic scenario is based on similar assumptions except that arisings will not begin to grow again for a further two years and the rate of growth will be lower. In both cases the total arisings predicted for the end of the plan period are still below that estimated from the 2006 regional survey, reflecting the local waste industry's advice as well as recent market and economic conditions.

**2.75** Table 2.5. sets out the forecast for CD&E waste arisings at five yearly intervals for the Plan period. The final column shows the effect of taking a more conservative view of long-term growth prospects on future arisings, which has been informed through local waste industry liaison. Neither scenario assumes arisings will rise above the pre-recession level of around 2.4 million te.

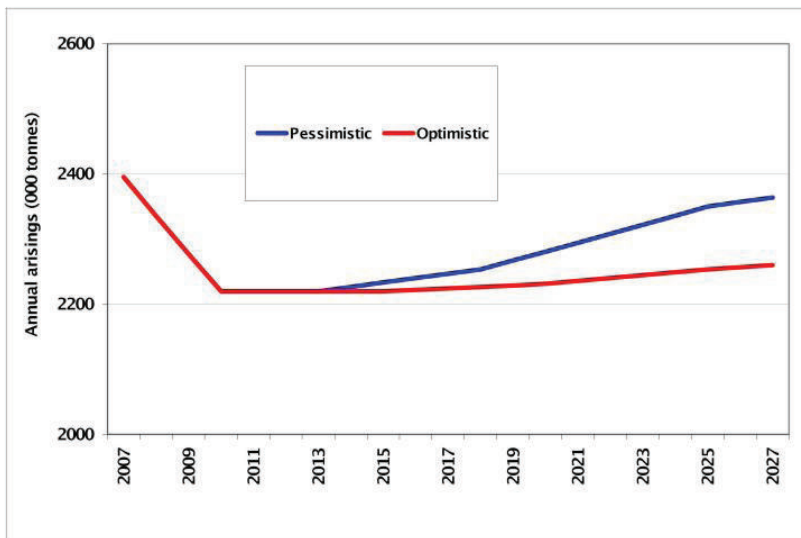


**Table 2.6 Comparison of Forecast Arisings under Different Growth Scenarios for CDE Waste**

All figures are in thousands of tonnes [Source: Merseyside EAS]					
Scenario	2010	2015	2020	2025	2030
Pessimistic (shorter recession)	2220	2233	2280	2336	2385
Optimistic (deeper recession)	2220	2220	2231	2253	2270

**2.76** This is illustrated in Figure 2.5 which shows the forecast envelope for CD&E wastes. The limited spread of the two bounds reflects feedback that was received from the local waste sector that arisings are unlikely to exceed pre-recession levels for the reasons stated above.

**Figure 2.5 CDE waste forecast**



**How Much Existing Capacity For Managing CDE Waste Do We Have?**

**2.77** There are over 60 transfer stations with combined capacity of about 1,290,000 tonnes. Some of these deal only with CD&E wastes. There are a further 3 sites located in Simonswood Industrial Estate, West Lancashire, which are known to receive waste from Merseyside, but whose capacity has not been included in the Needs Assessment.

**2.78** The non-inert fraction of CD&E waste such as insulation materials, uPVC etc. requires non-inert landfill capacity which is still available at Lyme and Wood Pit Landfill. Some inert waste may also be deposited at non-inert landfill as daily cover, for landfill engineering purposes, or to fill void space<sup>6</sup> where excess void space exists.

**2.79** There are two sites with consent to receive inert waste both existing mineral sites overlying major aquifers. The total void space available is approximately 3.5 million m<sup>3</sup>, but this depends on continuing mineral extraction at both sites.

**Capacity Gap Implications for CD&E Waste**

**2.80** The only implications for capacity relate to landfill. From an inert landfill perspective this relates to rate of mineral extraction. For the non-inert fraction of CD&E waste, this relies on non-inert landfill once all material that can be recycled or recovered has been exhausted

**Hazardous Waste**

**2.81** A different approach has to be adopted for these materials because the hazardous waste management sector is organised to provide a regional and national network of facilities, whereas capacity for the other streams is largely provided by each sub-region, or sometimes by larger regionally significant facilities. This results in a large proportion of locally produced hazardous waste leaving Merseyside and Halton because the specialised facilities need to recycle, treat or dispose of it exist elsewhere in the country. However this is balanced by a



corresponding movement of a large quantity of hazardous wastes into the sub-region to those specialised facilities that exist locally. The waste management need is therefore the sum of locally-arising wastes that remain in the sub-region plus those that are imported.

**2.82** Note also that the arisings totals for the other main waste streams have been reduced to take account of the hazardous proportion of each of them in order to eliminate the risk of double-counting around 160,000 te of these materials.

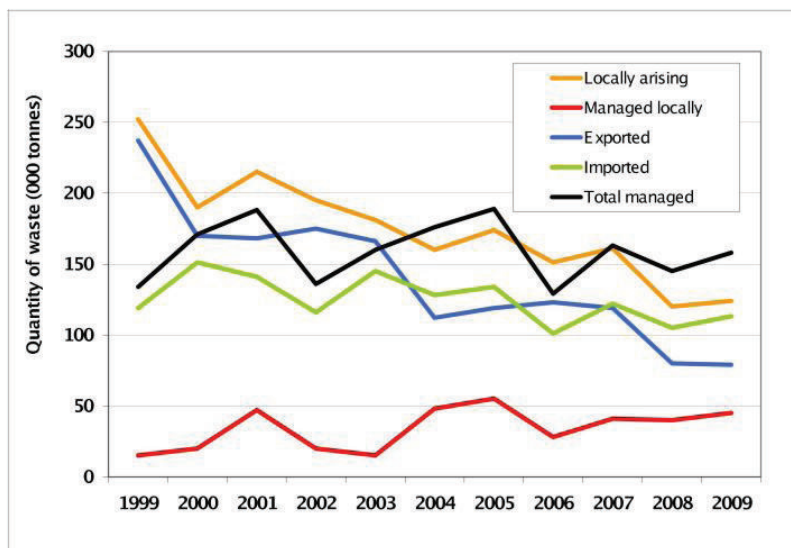
**How Much Hazardous Waste Will We Have to Manage?**

**2.83** Again, the approach adopted here is slightly different to the other streams because the management need must reflect the relative proportions of locally managed arisings, imports and exports, and the trends in each.

**2.84** In 2004/5 there were a series of significant regulatory changes to the definition of hazardous wastes and how they should be managed. While these changes caused some problems with the quality of data, they had limited effect on the medium-term trends. These are summarised in Figure 2.6 and were already somewhat erratic, with marked changes from year to year. Nevertheless there are clear trends of falling quantities in all of them apart from the amount of waste that arises and is managed locally, which has risen slightly over the last decade.

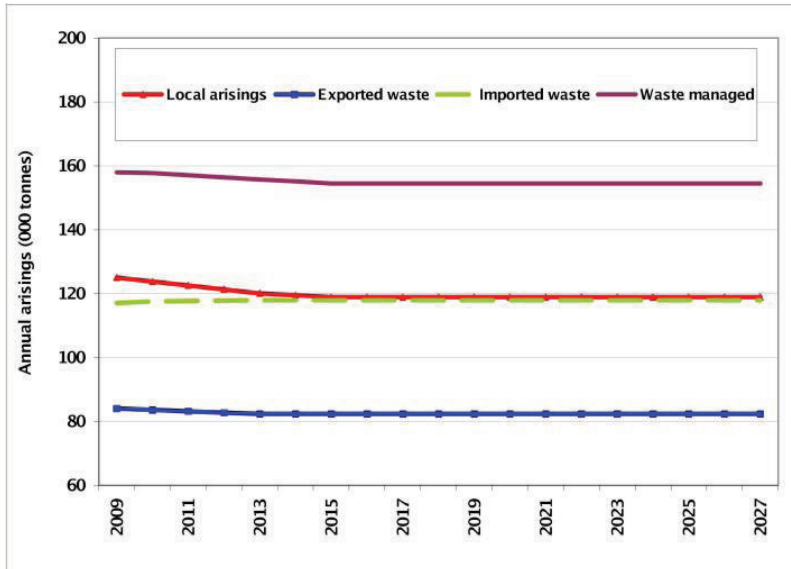
**2.85** This has led us to adopt a forecast with limited further change in all the elements of the management need, and to consider there is little need to model separate pessimistic and optimistic forecasts.

**Figure 2.6 Historical trends in arisings of hazardous waste**



**2.86** Figure 2.6 illustrates the main assumption of slight further reduction in local arisings and therefore the quantity of waste that is exported. With little change to the quantity that is imported, the total management need falls only slightly from 158,000 te in 2010 to 154,000 te by 2015 and thereafter. Meanwhile Figure 2.7 extends the rather erratic recent 'history' as a series of smoother trends which assume the relative quantities of local arisings, exports and imports do not change after 2015. This approach assumes that the legislative changes designed to reduce use of hazardous materials in products and components will have taken around 10 years to complete their effect.

Figure 2.7 Hazardous waste arisings forecast



**How Much Capacity for Managing Hazardous Waste Do We Have?**

**2.87** There are a number of hazardous waste transfer stations with a combined capacity of 425,000 te annually including tank cleaning and similar wastes and handling clinical/health care wastes. There are also a number of re-processors specialising in hazardous waste with approximately two thirds of the 735,000 te of annual capacity provided by three facilities which recover waste oils & solvents shipped from all over the UK. The only hazardous waste landfill is Ineos Chlor's Randlelsland site, which primarily takes waste from the company owned plants, but is now functioning as a merchant facility. This site has an annual capacity of 220,000 te.

**2.88** In addition to the landfill site above, hazardous waste originating in Merseyside and Halton is currently taken to three other regionally/nationally significant facilities:

- Whitemoss Landfill, Skemersdale (West Lancashire);
- Hazardous Waste Incinerator at Ellesmere Port (Cheshire West);
- Minosus deep, long-term storage facility, Winsford (Cheshire West).

**Managing Other Controlled Wastes**

**Agricultural Wastes**

**2.89** Merseyside EAS estimated the quantity of agricultural wastes at 19,000tonnes, based on results of a sub-regional survey undertaken in early 2007. This estimate is based on a bottom-up survey and there is reason to expect it is reasonably accurate as it is based on responses from farm holdings which represent almost 20% of the agricultural land in Merseyside and Halton.

**2.90** The survey shows that less than 10% of wastes are “non-natural”, such as plastics, silage wrap, machinery, waste oils, and pesticides. The rest was straw or organic slurry of some form, all of which is disposed at source, normally by land spreading or a similar activity.

**2.91** The quantity of “non-natural” wastes is therefore an extremely small proportion of total controlled wastes created in the sub-region and the examples above show that the materials are diverse and will need to be managed and disposed in a variety of ways. Given the wastes will also be of low value and arisings will be scattered in small quantities across the sub-region, it appears unlikely that developing a special central facility to handle such small quantities of waste would be economically viable.

**2.92** The Waste DPD therefore takes the position that some of these wastes, such as oils, could be managed in existing waste management facilities, and that any proposal to develop a centralized facility to handle other materials would come through the planning system on an unallocated site that would be evaluated using appropriate policies in the Waste DPD.

**2.93** Consequently the Needs Assessment did not review agricultural waste arisings in further detail or make specific provision for locations to manage such a small quantity of diverse residual waste, as this can be managed with other C&I waste.

**Radioactive Wastes**



**2.94** The quantity of low and very low level radioactive waste has been estimated from radioactive waste arisings data provided by the Environment Agency for 2006. The analysis indicated arisings (actually disposals) of waste totalling 3,260 Becquerels, however it has not been possible to convert this into a corresponding tonnage which needs to be managed.

**2.95** Low and very-low level wastes are primarily material from clinical treatment (eg. x-ray plates, etc.) and associated machinery although the records do not allow estimation of the materials involved. Virtually all the material (>99%) is generated by hospitals with the remainder created by industry (0.4%) and academic facilities (0.1%).

**2.96** Currently, all of the material is disposed along with other non-hazardous materials, with virtually all the waste (99.7%) being disposed to sewer, with minute quantities sent to a hazardous waste site for incineration or burial.

**2.97** As only very small quantities are involved and in the light of the way they are currently regulated and disposed, and it is reasonable to assume that the level of arisings will remain roughly constant throughout the plan period, and there is little reason to suspect legislative changes or economic conditions will cause any significant change to these quantities. Therefore it is not evident that new methods for disposing of these materials will require extra capacity or land for facilities and therefore they are not considered in further detail by the Needs Assessment or the Waste DPD.

#### **2.98 Waste Water Treatment Wastes**

**2.99** Responsibility for managing water treatment wastes lies with the regional water company, United Utilities (UU), which operates a network of treatment works. The Waste DPD has a supporting role to identify suitable locations for additional infrastructure to enable the company to discharge its responsibilities. However, contact with the company, including its representations to consultations as the Waste DPD was being prepared, have not identified a need for new sites. Therefore the needs assessment and the site allocations do not provide for additional locations.

**2.100** However, UU also operate a sewage sludge incinerator at Shell Green, Widnes, which is regionally-significant for the Mersey Belt as it receives waste material from water treatment works in Merseyside and Halton, and by pipeline from Greater Manchester.

### **2.4 Implications : Sites requirements**

#### **Adjusted Site Requirements and Contingencies for Built Facilities**

**2.101** Figure 2.8 summarises the principal mass balance quantities output forecast for the optimistic scenario, and Figure 2.9 shows the corresponding output for the pessimistic scenario. The figures in black are the capacity gap, not the forecast arisings, any shortfall is shown in red. The figures shown are the result of subtracting the estimated available capacity (from facilities already in service or under development) from the forecasting quantity of arisings that will have to be managed to estimate how much extra capacity will be needed. They also reflect other assumptions about how each waste stream will be managed in the future, including improvements in recycling and re-use, and a reduction in how much is disposed to landfill.



Figure 2.8 Site Requirements - Optimistic Forecast (all data in 000s tonnes)

Waste managed Stream	Capacity gap forecast					Facility Facility type	Cap'y (kte)	Facility forecast					Land	
	2010	2015	2020	2025	2030			2010	2015	2020	2025	2030	Ha./site	Σ Ha.
MSW only	-42	26	18	14	10	Waste transfer & sorting: MRF	100	1	0	0	0	0	3	3
	174	185	195	194	193	Waste transfer & sorting: HWRC	15	0	0	0	0	0	1	0
	707	1006	1134	1134	1134	Waste transfer & sorting : municipal non-inert WTS	200	0	0	0	0	0	1.5	0
	0	0	0	0	0	Pre-treatment (mixed wastes): MBT, etc.	150	0	0	0	0	0	3	0
	482	411	397	392	387	Re-processor: dry recyclables	200	0	0	0	0	0	1.5	0
Commercial only	63	189	117	117	117	Pre-treatment (mixed wastes): MBT, etc.	150	0	0	0	0	0	3	3
	94	70	48	48	48	Pre-treatment (other wastes): specialised facilities	150	0	0	0	0	0	3	0
MSW & commercial	-37	-116	-152	-154	-156	Pre-treatment (food wastes): AD or IVC	50	1	2	1	0	0	1	5
	0	99	16	8	0	Thermal treatment: MSW	475	0	0	0	0	0	7.5	0
	0	720	828	828	828	Thermal treatment: non-municipal waste	200	0	0	0	0	0	7.5	0
Commercial & industrial	247	220	217	217	217	Waste transfer & sorting: merchant non-inert WTS	75	0	0	0	0	0	3	0
	132	139	137	137	137	Re-processor: specialist materials	100	0	0	0	0	0	1	0
Industrial only	46	22	-1	-1	-1	Pre-treatment (other wastes): specialised facilities	150	0	0	1	0	0	3	3
	11	11	11	11	11	Secondary treatment: specialised EFW	50	0	0	0	0	0	3	0
CD&E	817	670	602	583	574	Waste transfer & sorting: merchant inert WTS	200	0	0	0	0	0	1.5	0
Hazardous	247	250	250	250	250	Hazardous waste treatment	100	0	0	0	0	0	1	0
MSW & commercial	4	14	21	19	18	Open windrow composting	25	0	0	0	0	0	2.5	0





Figure 2.9 Site Requirements - Pessimistic Forecast (all data in 000s tonnes)

Waste managed	Capacity gap forecast					Facility	Cap'y (kte)	Facility forecast					Land Ha./site	Σ Ha.
	2010	2015	2020	2025	2030			2010	2015	2020	2025	2030		
Stream	54	29	16	16	16	Waste transfer & sorting: MRF	100	0	0	0	0	0	3	0
MSW only	171	187	195	195	195	Waste transfer & sorting: HWRC	15	0	0	0	0	0	1	0
	707	1006	1071	1115	1134	Waste transfer & sorting : municipal non-inert WTS	200	0	0	0	0	0	1.5	0
	0	0	0	0	0	Pre-treatment (mixed wastes): MBT, etc.	150	0	0	0	0	0	3	0
	475	420	393	385	385	Re-processor: dry recyclables	200	0	0	0	0	0	1.5	0
Commercial only	0	205	179	177	177	Pre-treatment (mixed wastes): MBT, etc.	150	0	0	0	0	0	3	3
	94	70	60	59	59	Pre-treatment (other wastes): specialised facilities	150	0	0	0	0	0	3	0
MSW & commercial	-37	-141	-152	-153	-153	Food waste treatment (IVC, AD, etc.)	50	1	2	1	0	0	1	5
	0	96	63	19	0	Thermal treatment: municipal	475	0	0	0	0	0	7.5	0
	0	720	878	875	875	Thermal: non-municipal	200	0	0	0	0	0	7.5	0
Commercial & industrial	243	203	177	166	166	Waste transfer & sorting: merchant non-inert WTS	75	0	0	0	0	0	3	0
	128	122	112	108	108	Re-processor: specialist materials	100	0	0	0	0	0	1	0
Industrial only	48	19	10	10	10	Pre-treatment (other wastes): specialised facilities	150	0	0	0	0	0	3	0
	11	11	11	11	11	Secondary treatment: merchant EFW	50	0	0	0	0	0	3	0
CD&E	892	745	677	658	649	Waste transfer & sorting: merchant inert WTS	200	0	0	0	0	0	1.5	0
Hazardous	247	250	250	250	250	Hazardous waste treatment	100	0	0	0	0	0	1	0
	4	13	-17	-17	-17	Open windrow composting	25	0	0	1	0	0	2.5	5



**2.102** The principal divergence between optimistic and pessimistic forecasts occurs in municipal waste, and therefore the forecasts are broadly similar. This is evident in the slight difference in MRF requirements but not for other types of recycling facility where there is existing over-capacity. In other waste streams the differences between the optimistic and pessimistic scenarios occurs after 2015, and therefore occurs after the substantial amount of recently consented capacity is assumed to become operational. This limits the predicted capacity shortfall.

**2.103** The only other difference between the two forecasts is the need for food waste composting facilities, with one extra site requirement under the optimistic forecast which assumes a faster roll out of collection services to households.

**2.104** Figures 2.8 and 2.9 also indicate the typical capacity assumed for each type of facility and from this an interim estimate of the number and phasing of facilities required can be identified. The site requirement is always based on the largest figure regardless of whether it is from the optimistic or pessimistic scenario. This approach provides flexibility insofar as it ensures the sites brought forward through the Waste DPD process will deliver the capacity regardless of which scenario materialises in the future.

**Adjustments to Build Flexibility Into The Site Requirements for Built Facilities**

**2.105** Before finalising site requirements for built facilities, it is necessary to make a number of adjustments that cannot be easily programmed into the forecast model. Table 2.6 summarises the waste management functions that are affected; the reasons for making the adjustment; and the number of sites that are added.

**2.106** Being able to deliver a self sufficient waste plan has been a particularly taxing issue for Merseyside and Halton, and Table 2.6 also includes contingencies to take account of waste movements to and from the sub-region.

**Table 2.7 Summary of Flexibility Adjustments to Site Forecast for Built Facilities**

Management Function	Reason for Adjustment	Flexibility Adjustment
Recycling LACW	MRF capacity will be increased once the Gillmoss facility comes on-stream at the end of 2011 which provides for the extra site. However the top rows in Figures 2.8 and 2.9 show the existing facilities and if recycling performance continues to improve then a capacity gap may develop and it would be prudent to provide flexibility by adding a further site to cover this possible outcome.	Add a further MRF (this could be met by a district-level site) and review need in monitoring the plan.
Managing residual LACW	A large quantity of residual LACW may need to be bulked and possibly loaded onto rail or water transport before being sent to the RRC. The requirement for this facility is not certain but if needed it will be part of the infrastructure that MWDA needs to fulfill its waste management obligations and the need for a site should be anticipated.	Add a municipal WTS. The quantity of waste handled means this will be a sub-regional site which will be needed by 2015.
Food waste composting	No adjustment, however (as stated) assumed requirements are based on the greater forecast which is from the Optimistic scenario.	4 small to medium-sized plants but this may be reduced if a larger facility is brought forward.





<p>Pre-treatment (primary) of residual C&amp;I waste</p>	<p>Figures 2.8 and 2.9 show no extra capacity is needed because recent consents for 300,000 tonnes of treatment capacity at Garston Dock Liverpool and Widnes Waterfront have been taken into account. However these two sites occupy sub-regional site allocations included in the Waste DPD and therefore the requirement for these sites needs to be recognised in the forecast.</p>	<p>Add requirement for 2 pre-treatment facilities to be provided before 2015.</p>
<p>Specialised treatment of residual C&amp;I waste</p>	<p>The needs assessment is sufficiently detailed that it assesses the ability of the existing waste management infrastructure to treat the large quantity of C&amp;I waste that is similar in composition to LACW, and the smaller but still substantial quantity of other wastes (metals, chemicals, etc.) that will need to be managed separately. The Optimistic scenario predicts a small shortfall in capacity will occur by 2020 but before that there will only be a small surplus and it is prudent to assume the extra capacity may be required sooner</p>	<p>No additional site but phasing is changed to assume the site may be required earlier (by 2015)</p>
<p>Secondary or thermal treatment of C&amp;I waste</p>	<p>The pessimistic forecast identifies a small deficit of this type of capacity relatively late in the plan period, yet there is a significant surplus of capacity taking either heavily or mildly pre-treated waste which persists throughout the plan period. It is not evident that the shortfall reflects a need for special EfW facilities and therefore the forecast addresses this via industry response (and use of a criteria-based policy for such circumstances).</p>	<p>No adjustment of site numbers but base site requirements on the Pessimistic scenario.</p>
<p>Hazardous waste treatment or recycling</p>	<p>The extra site forecast by the previous needs assessment was the result of an error in the capacity balance estimates. However, the Waste DPD would lack flexibility if there is no requirement for an additional site given the significant contribution that Merseyside and Halton make to managing these wastes in the UK.</p>	<p>Add one site to be available by 2015 (the site profiles identify those locations in Flood Risk Zone 3 which are unsuitable for this purpose)</p>
<p>Non-specific provision to offset waste exported to landfill</p>	<p>The next section presents the forecast landfill requirements which show the sub-region will need to export some residual waste over the whole plan period. In order for the Waste DPD to deliver self-sufficiency net of such movements of waste it is necessary to provide land allocations capable of delivering capacity to recycle, reprocess or manage the same quantity of waste as that which will be exported. This added flexibility supports the plan objective of self-sufficiency and, as the nature of waste use is not defined, it could also enable the deployment of new technologies that might help to reduce sub-regional landfill requirements</p>	<p>Add two facilities of non-specific type (the requirement is likely to be for up to 2 sub-regional facilities under the pessimistic forecast scenario but this capacity could be delivered on three of the larger district-level sites instead). Moreover, Figures 2.8 and 2.9 both forecast surplus capacity in the sub-region's permitted primary and thermal treatment facilities. These sites could also provide the compensatory capacity meaning no additional provision would be needed.</p>

**2.107** Figure 2.10 summarises the total site requirements including the adjustments made in light of the changes in Table 2.6. It highlights only those waste management needs where it is shown that there is a surplus capacity requirement for a particular waste management function. Sites shown as required by 2010 will need to be brought forward as soon as possible in order to replace existing contingencies (such as export to other sub-regions), whereas thereafter, the latest date identifies the year by which the capacity is needed.

**Figure 2.10 Adjusted Site Requirements**

Stream	Facility type	2010	2015	2020	2025
MSW	MRF		1		
	HWRC	1			
	Bulking prior to delivery to EfW plant		1		
MSW+C&I	Food waste composting	1	2	1	
C&I	Primary treatment (mixed waste)	2			
	Treatment (non-mixed waste)		1		
Non-hazardous	Unspecified built facilities		2		
Hazardous	Treatment		1		
		4	8	1	0

Site requirement based on current forecast	
Site requirement based on current forecast - adjusted phasing	
Site requirement delivered by proposed allocations	
Site provided as contingency	
Site provided as compensation for landfill exports	

**Landfill Requirements**

**2.108** A comprehensive survey of active and historic landfill sites within the sub-region was undertaken, looking also at other potentially exploitable brownfield sites identified in the National Land Use Database, as well as current and former mineral working sites. The survey concluded that there are no new sites suitable for non-inert landfill disposal within the sub-region that are deliverable. The survey also identified only a relatively limited number of sites with the potential for development or re-development for the same purpose. The resulting list of sites was evaluated further in terms of land-ownership issues, the willingness of the local planning authority to support the use of each one for landfill disposal, as well as preliminary consideration of the financial and engineering viability of developing and restoring the site.

**Capacity Requirements for Non-Inert Landfill**

**2.109** The sub-region has one operational non-inert, non-hazardous landfill operated by Cory Environmental at Lyme & Wood Pits, Haydock, however the current planning permission for the site expires in June 2012. The operator has submitted details to the Local Planning Authority estimating there will still be a void space of





approximately 760,000m<sup>3</sup> when the current permission expires. Any plan for continued operation of the site will have to be reviewed and agreed by the Council, Environment Agency and others. Therefore the availability of capacity after June 2012 cannot be confidently predicted, and is not included in this DPD.

**2.110** As a result, the Waste DPD has to adopt a policy position that non-inert, non-municipal residual waste will have to be exported throughout the plan period (ie. to 2027) and possibly beyond. This policy position presents three issues:

- Deliverability [1]: Wastes involved are from non-LACW sources, the details of how and where they are disposed depend on commercial contracts. Waste planning authorities have no control over these contracts and can only influence them by controlling landfill void space through planning permissions. This control can only be used in Merseyside and Halton at the Lyme & Wood Pits site until June 2012.
- Deliverability [2]: Many of the region's landfills are experiencing a decline in deposit rates which means that their permissions will expire before they have been filled. Since Merseyside and Halton is assumed to have no local non-inert landfill capacity after June 2012, the opportunity to export non-inert wastes to landfills elsewhere in the region will be entirely dependent on decisions taken by other sub-regions about whether to extend permits to allow continued exploitation of their residual void space.
- Planning Soundness: In a situation such as this, the Planning Advisory Service and Planning Officer's Society have advised Merseyside EAS that evidence must be provided to substantiate the proposed policy position.

**2.111** The Waste DPD cannot provide conclusive evidence that there will be sufficient local void space to meet the forecast because it cannot deliver new non-inert landfill capacity, nor can it guarantee that capacity elsewhere in the region will be available despite seeking specific feedback on this issue from the other waste planning authorities in the North West when consulting on the Preferred Options. However, discussions have been held with the principal landfill operators in the North West, and with other representatives of the regional waste management sector. These discussions have indicated a widespread confirmation that current deposit rates mean that the existing landfills within the region are capable of providing capacity to accommodate the residual waste arising in Merseyside and Halton.

**2.112** Non-inert waste going to landfill comprises a range of material including: mixed C&I waste which may be uneconomic to treat or unsuitable for recycling; residues from pre-treatment of C&I waste in local facilities; residues from thermal treatment of wastes (incinerator bottom ash); and CD&E wastes that are defined as chemically or physically non-inert (eg. waste soils). Table 2.7 summarises the forecast of non-inert void space requirements for the optimistic scenario. It includes the void space requirement for non-LACW waste as all LACW is assumed to be managed by WRG at Arpley or another WRG landfill until 2015 under the terms of its contract with MWDA. At present it is not clear how this material will be managed in subsequent years and therefore some LACW material is included in these figures.

**Table 2.8 Non-inert Landfill Need Forecast 2010-2027**

[Source: Merseyside EAS]		
Non-inert Landfill Capacity Requirements	Optimistic Forecast (000s tonnes)	Pessimistic Forecast (000s tonnes)
LACW to be sent to non-inert landfill	1879	2306
External voidspace for LACW <b>secured by contract</b>	1427	1446
<b>LACW voidspace mass balance</b>	<b>-451</b>	<b>-857</b>
Total Non-LACW to be sent to non-inert landfill	2789	5175
Local Void Space to accommodate non-LACW	449	449



Total External Void Space needed (plan period)	-2341	-4726
External void space needed (annually)	-80	-300

### Capacity Requirements for Inert Landfill

**2.113** There are currently no active inert landfill sites in Merseyside and Halton, however, there are two existing minerals permissions with planning consent to restore using inert waste landfill, and which are expected to become active in 2011 or 2012. Both have existing void space, as they are existing mineral extraction sites. The future rate of landfilling is therefore influenced by the rate extraction of sandstone (Bold Heath Quarry, St Helens) and brickclay (Cronton Claypit, Knowsley) respectively. Both sites are underlain by a major aquifer, and consequently the materials they can accept for restoration by landfill will be strictly controlled by their Environmental Permits and planning conditions.

**2.114** As previously mentioned, the construction industry at 2010 was in a slump, and following discussion with the waste industry, growth in arisings is not expected to occur before 2015 as the economy emerges from recession. This does not mean that waste will not be created, but it does indicate that demand for building materials and the need to dispose of unrecycled soils/rubbles will be reduced. This is also reflected in assumptions about rates of extraction from the mineral operations. The pessimistic forecast scenario assumes limited extraction until 2015, rising in the period to 2020, and then falling again. A similar approach is adopted for the infill and restoration rates. Both forecasts are adjusted to assume 10% of the deposited material is over burden or cover. Figures 2.11 and 2.12 show the timelines for utilising inert landfill capacity.



Figure 2.11 Inert Waste Landfill Void Space Requirements - Optimistic Scenario

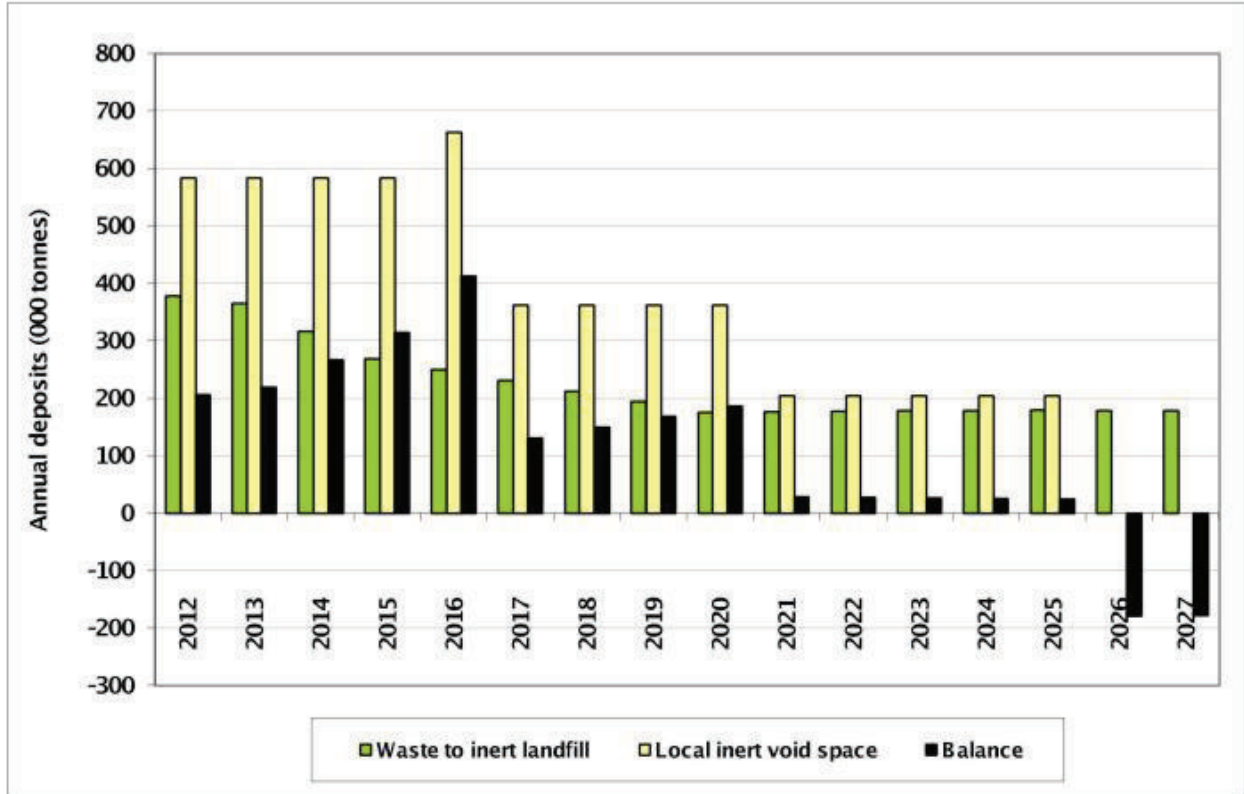
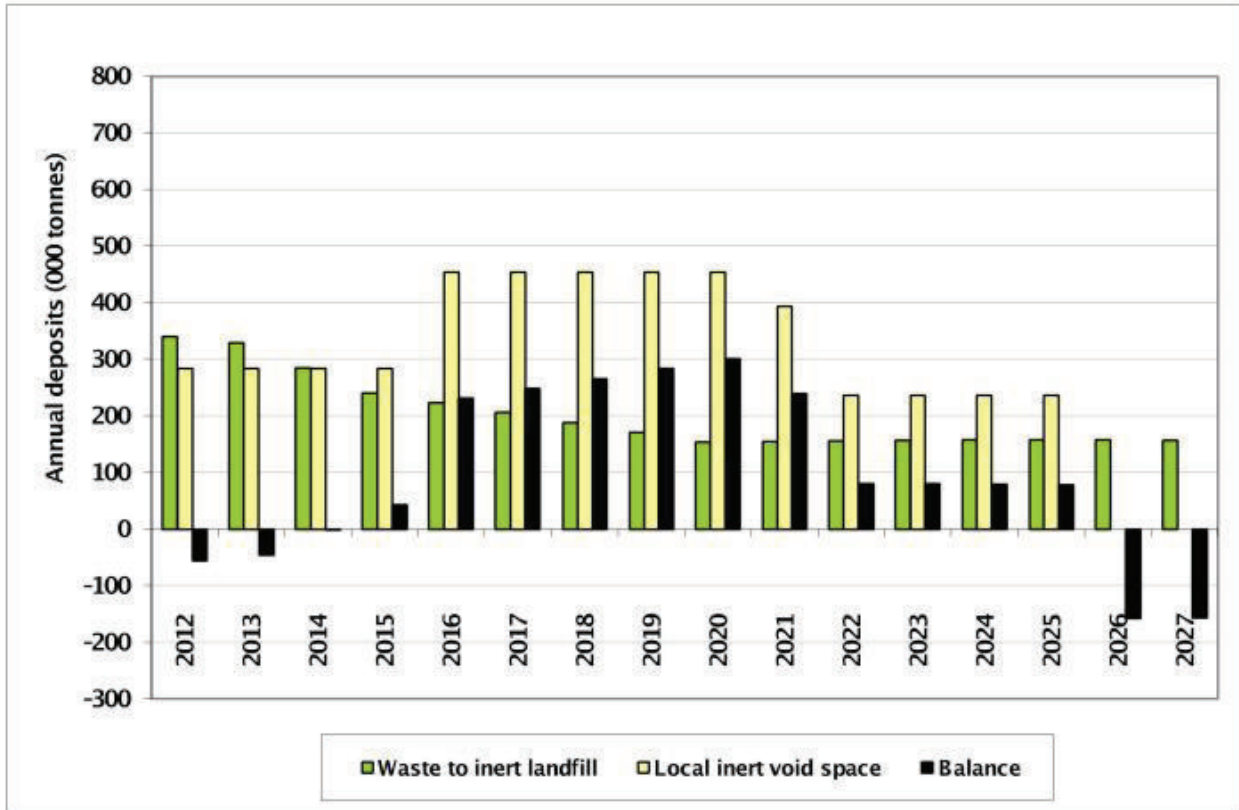


Figure 2.12 Inert Waste Landfill Void Space Requirements - Pessimistic Scenario



2.115 Table 2.8 summarises the total quantities of inert waste arisings over the entire plan period and identifies periods when the total requirement exceeds the supply of void space, although the overall balance over the lifetime of the plan show surplus capacity. The total void space available is just over 3 million m<sup>3</sup>, but this is increased once density conversion factors<sup>c</sup> are applied. The conversions are different at each site according to discussions with site owners/operators and more detail is provided in the Needs Assessment (2011).

Table 2.9 Comparison of Inert Landfill Need Forecasts

[Source: Merseyside EAS]		
	Optimistic Forecast	Pessimistic Forecast
Total material to inert landfill	4331	3889
Local Void Space Available	5472	4745
Overall Capacity balance	1141	857
Periods of capacity shortage	2026-2027	2012-2014 2026-2027





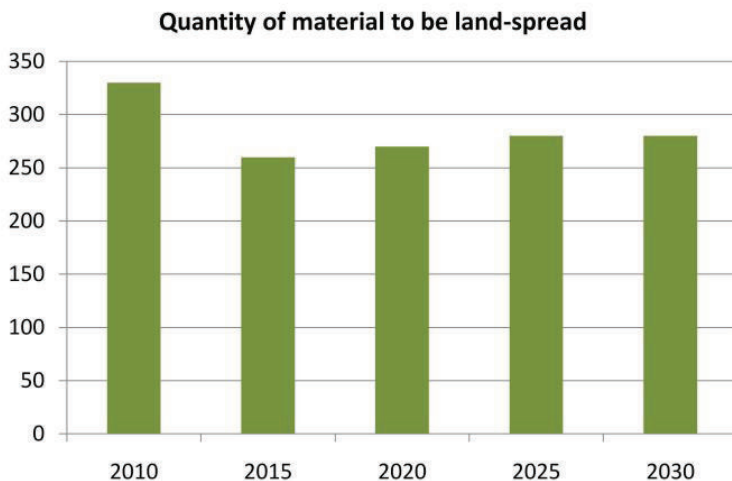
**2.116** National planning policy (PPS10) requires that the Waste DPD provides for landfill needs for at least 10 years from the adoption date – in this case: 2012-2022. The pessimistic forecast implies that this cannot be achieved in the first two years of the plan period. However, the inert landfill forecasts have been fully informed by estimates provided by the respective site operators. The early shortfall shown above applies to only one of the two sites and the operator's current plans are very clearly focused on achieving the extraction and backfill rates which are used to derive the optimistic forecast. This shortfall only appears because the Waste DPD has attempted to be flexible and has forecast two scenarios even though the optimistic is more likely to occur and this would satisfy the landfill supply requirement stated in PPS10.

### **Other Inert Disposal Requirements**

**2.117** In addition to landfill disposal, the Waste DPD assumes that 10% of CD&E wastes will be spread on land for landscaping or other purposes, usually with an exemption from Environmental Permitting<sup>6</sup>. The forecast assumes that the current, higher rate of land-spreading will fall to this level because the amount of waste that can be deposited under an exemption has been reduced recently, and because this activity will incur landfill taxes from 2012 onwards. Nevertheless the Waste DPD assumes some continuing demand to use inert wastes in this way and that, if necessary, more sites will accept material within, rather than exempt from, the Permitting process.

**2.118** The quantity of waste to be spread on land is forecast to be around 240,000te annually. Allowing for compaction and an average spreading depth of 1 metre this represents a requirement for only 16 hectares annually. This is shown in figure 2.11.

**Figure 2.13 Land-spreading forecast**



**2.119** The Waste DPD does not make any allocation for this material as it will be deposited wherever there is a market demand, and this will shift during the plan period. Obvious sources anticipated in Merseyside and Halton are the Liverpool and Wirral Waters developments and embankments for the second Mersey Gateway Project.

### **Planning for Self Sufficiency in Waste Management**

**2.120** Merseyside and Halton must strive to be as self sufficient as possible for all waste streams by the end of the plan period, and this position has been supported throughout the development of the Waste DPD by consultees and stakeholders. Neighbouring waste planning authorities are also striving to achieve self sufficiency and there is an

acknowledgement that the majority of waste will be managed within each sub-region. Neighbouring authorities are nonetheless concerned that Merseyside and Halton cannot achieve this because of a continuing requirement for Merseyside and Halton to export residual waste to landfill.

**2.121** However, self sufficiency in waste management cannot be fully plan-led because the waste industry operates across administrative boundaries through commercial contracts which use local and regional-scale sites. This is the case for all waste planning authorities and not just Merseyside and Halton. There is currently a lot of waste moving in and out of Merseyside and Halton, therefore, genuine self sufficiency in Merseyside and Halton is unlikely to be achieved, and the Waste DPD has little control over this issue. However, net self sufficiency may be achievable as imports and exports balance themselves out. Whatever the final outcome, a balanced approach is needed to ensure that Merseyside and Halton play their part in meeting their identified waste management needs, and ensuring that adjacent planning authorities are satisfied that the sub-region is not simply exporting waste. Conversely, the Merseyside and Halton districts need to be satisfied that they do not become net importers of waste on a significant scale.



**2.122** Availability of regional landfill capacity is very important to Merseyside and Halton because it is difficult to provide additional future capacity for non-inert landfill locally, due to the geological make up, population density and lack of holes in the ground. National planning policy (PPS10) encourages sub-regions, such as Merseyside and Halton, to manage their own waste arisings locally. This policy position is also supported by the Regional Spatial Strategy, as it stands, however, RSS policy EM13 recognises this challenge particularly in the Mersey Belt and considers that areas such as Merseyside and Halton will need to offset any landfill export with additional built facility capacity, and this is the broad thrust of the Waste DPD position on this matter. Although, RSS will be abolished when the Localism Bill is introduced, policy EM13 is based on supporting evidence to RSS which remains relevant.

**2.123** Significant quantities of waste are exported from the sub-region to non-inert landfill in neighbouring authorities and regions, and there will be a lessening but continuing requirement for this throughout the lifetime of the plan. Conversely, however, Merseyside and Halton have planning consents for several large scale thermal treatment facilities with a combined capacity of greater than 1,500,000 tonnes. These are likely to be of regional significance and provide potential capacity to offset the non-inert waste sent to landfills in other waste planning authorities.

**2.124** There will be continued reliance on existing and new regionally significant or specialised facilities which will have the effect of drawing waste into those areas where these important facilities are located. For example, Greater Manchester's Municipal Waste Contract will be utilising the Ineos Chlor Energy from Waste facility at Runcorn, and the Cheshire Municipal Waste contract will also use this facility, subject to finalisation of contracts. This facility is located in Halton, and therefore assists Merseyside and Halton in balancing its imports and exports.

**2.125** Over the last five years the quality and completeness of data about waste arisings, how they are managed, and their fate has improved significantly, largely as a result of the efforts of Defra and the Environment Agency, but with the support of other bodies such as Waste Resources Action Group (WRAP). Unfortunately some problems remain and the most significant are the result of regulatory restrictions on the information that the Environment Agency is authorised to collect through the various permitting systems. For example, material spread on land under exemption from Environmental Permitting is never recorded, while material that has undergone substantial processing into a secondary material may no longer be classified as waste and therefore its fate is not recorded. A similar issue affects recyclables sent to reprocessing facilities which are not obliged to record the source of materials they accept and this prevents certain wastes being tracked throughout their life cycle.

**2.126** Notwithstanding these issues, Table 2.9 characterises the current 'balance sheet' of waste imports and exports as a means of estimating the sub-region's current level of self-sufficiency; how much improvement is needed; and where it might be directed. Due to the limitations referred to above, the table should be regarded as indicative rather than definitive.

**Table 2.10 : Indicative Estimate of Sub-regional Self Sufficiency in Managing the Principal Waste Streams in Merseyside and Halton Based on 2009 Data [Source: Environment Agency]**

Waste Stream	Waste Movement	Exports	Imports
		000s tonnes	000s tonnes
LACW	Residual waste to landfill	400	15
	Residual waste to treatment	-	25
	Material to composting sites	50	-
	Recyclates sent to re-processors	Cannot be estimated	
	RDF <sup>g</sup> sent to thermal treatment	-	-
C&I	Residual waste to landfill	195	105



Waste Stream	Waste Movement	Exports	Imports
		000s tonnes	000s tonnes
	Residual waste to treatment	50	25
	Recyclates sent to re-processors	Cannot be estimated	
CDE	Residual waste to landfill	10	60
	Recycled aggregates generated by mobile plant	Cannot be estimated	
Hazardous	Material recycled or treated	120	120
Agricultural	-	All handled locally	
Radioactive	-	All handled locally	
Other	Water treatment waste incinerated	-	75
<b>TOTALS</b>		<b>825</b>	<b>425</b>

*[Some figures have been rounded slightly. Figures in italics are Merseyside EAS estimates]*

**2.127** If they are representative, these estimates suggest Merseyside and Halton exports almost twice the amount of waste it imports based on the most recent data. However this position will change early in the plan period once the Ineos Chlor plant begins to receive RDF from Greater Manchester and Cheshire and this will almost balance the exported material. One consequence of this is that the flexibility adjustment to offset landfill exports which is referred to in the final row of Table 2.6 may be smaller than forecast, or possibly not required at all. Moreover, if other spare primary and thermal treatment capacity that is already permitted, but not yet built, comes into operation and handles waste from other authorities then Merseyside and Halton might become a net importer of waste.

**2.128** This analysis also illustrates why it is important that the Waste DPD strives for high levels of resource recovery. Table 2.7 shows that exports of residual waste to landfill will not decline significantly if the conditions defined by the Pessimistic scenario persist. In contrast, better diversion rates could cut landfill exports by 80% of current rates.



## 3 Vision and Spatial Strategy

### 3.1 Vision

#### Vision for the Waste DPD

**3.1** The vision statement identifies where Merseyside and Halton want to be by 2027 at the end of the plan period in terms of sustainable waste management, and therefore provides a direction of travel for the Waste DPD. It describes the Waste DPD position relative to other relevant national policies and strategies and is consistent with the emerging Core Strategies for each of the districts. The vision will be realised through the strategic objectives.

##### **The Waste DPD Vision:**

**By 2027, the Waste DPD will have facilitated the development of a network of sustainable and modern waste management facilities which serve the needs of the local communities of Merseyside and Halton, enabling them to be as sustainable and self sufficient as possible in terms of waste management.**

**The communities of Merseyside and Halton will have taken responsibility for their waste, and through effective resource management, created economic prosperity by transforming waste into a resource and moving waste up the waste hierarchy.**

**This network of facilities will be designed and sited to avoid negative impact on health and amenity and enhance the natural and built environment, with site allocations being appropriate to the scale and type of waste management facility, and where possible enable waste management in Merseyside and Halton to support mitigation and adaptation to climate change.**

##### **Explanation:**

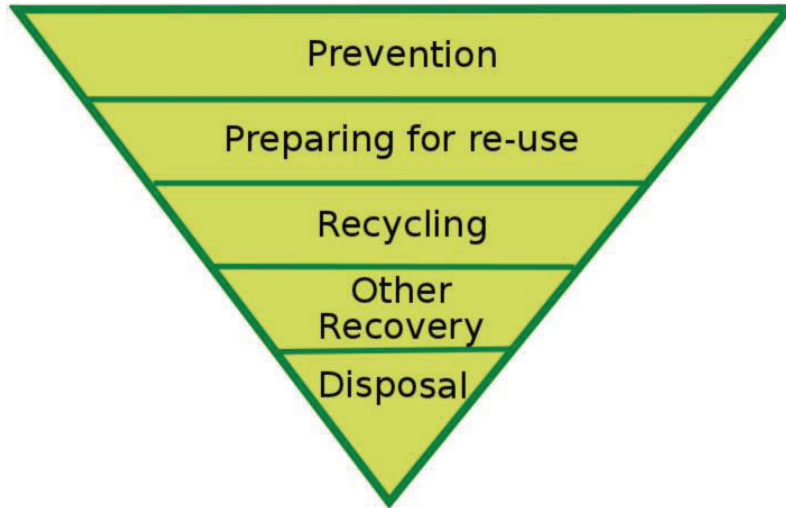
**3.2** The vision statement has been informed by:

- Results of the Issues and Options, Spatial Strategy and Sites (SSS) and Preferred Options Consultations and feedback received through stakeholder groups;
- The waste hierarchy and how this applies to the specific waste management issues that Merseyside and Halton face;
- The Climate Change agenda;
- Results of the Sustainability Appraisal, and;
- Specific constraints that Merseyside and Halton face in terms of spatial planning.

**3.3** The national waste hierarchy is shown in figure 3.1.



Figure 3.1 The Waste Hierarchy



3.4 The table 3.2 shows how the Waste DPD will be promoting the waste hierarchy, through strategies, policies and provision of sites.

Table 3.1 How the Waste DPD can Help Merseyside and Halton Promote the National Waste Hierarchy

Stage in Waste Hierarchy	Merseyside and Halton's Waste Management Need	How the Waste DPD will address the need
Prevention	<p>Communities need to take responsibility for their own waste, and recognise the need to reduce the amount produced, thus preventing resources entering the waste stream in the first place.</p> <p>Fines will be imposed from Europe if recycling / recovery and landfill diversion targets are not met. Reducing the amount of waste produced is crucial to meeting these targets.</p>	<p>Through waste minimisation and design and layout of new development policies.</p>
Preparing for Re-use	<p>Various businesses, including social enterprises operate bulky household goods collection service across many of the districts in Merseyside and Halton. This network could usefully be expanded to cover the whole sub-region and potentially the commercial sector. Awareness raising among the general public and businesses on waste re-use issues would be beneficial.</p> <p>Re-use is easier for some waste streams, such as bulky household goods and construction &amp; demolition waste.</p>	<p>Through waste minimisation policy, including promotion of Site Waste Management Plans for Construction projects.</p> <p>Through provision of sufficient number of appropriate sites which can be developed for recycling facilities for both household and commercial waste.</p> <p>Working with the MWDA on awareness raising initiatives.</p> <p>Promoting greater integration between all waste management sectors in the sub-region.</p>



Stage in Waste Hierarchy	Merseyside and Halton's Waste Management Need	How the Waste DPD will address the need
	Improvements and additional capacity for Household Waste Reception Centres is needed, along with provision of commercial waste reception centres.	
Recycling	<p>Merseyside and Halton started from a very low point in terms of recycling with some of the lowest rates in the country. Rates are improving significantly year on year and in 2010 the overall recycling rate for Merseyside &amp; Halton was 35%.</p> <p>There is a shortfall in the number of facilities currently available to optimise recycling performance.</p>	<p>Through the resource recovery-led strategy.</p> <p>Through waste minimisation policy, including promotion of Site Waste Management Plans for Construction projects. Through two design policies.</p> <p>Through provision of sufficient number of appropriate sites which can be developed for recycling facilities for both household and commercial waste.</p>
Other Recovery	<p>The sub-region has limited opportunity for landfill, and therefore will need to maximise recovery of waste in order to minimise the amount of waste that needs final disposal.</p> <p>Large consented capacity of thermal treatment facilities.</p>	<p>Through the resource recovery-led strategy. Through contributing to energy security through use of waste as a renewable energy source, and through the provision of a criteria-based policy for small-scale EfW.</p>
Disposal	<p>Merseyside and Halton currently has one landfill which can accept non-hazardous waste, this is not filling at the anticipated rate and will still have void space when it is due to close in 2012. This shows that diversion of waste from landfill is occurring but has the effect that landfill sites are not being fully exploited without extensions to the duration of permissions.</p> <p>A significant quantity of waste is exported to neighbouring areas, this is likely to continue until sufficient new waste management facilities come on line for treating wastes in other ways.</p>	<p>Through resource recovery-led strategy, and therefore reducing reliance on landfill.</p> <p>Contributing to energy security through use of waste as a renewable energy source.</p> <p>Where landfill capacity can be identified in Merseyside and Halton it should be safeguarded for the greatest disposal needs, subject to environmental constraints.</p> <p>Through diversion of inert landfill, including spreading to land and reprocessing of secondary aggregates.</p>

**Policy and Evidence Base References:**

PPS10, WS2007, NW SCP Framework, SA Scoping Objectives and Report, Habitats Regulations Assessment.

**The Strategic Objectives for the Waste DPD**

**3.5** In order to deliver the vision for the Waste DPD, and in response to public consultation the following objectives have been identified.



### Strategic Objectives

SO1 - To plan for sufficient waste management facilities to meet Merseyside and Halton's identified waste management needs.

SO2 - To promote waste minimisation and optimise re-use and recycling of waste materials for both waste specific and non-waste planning applications.

SO3 - To encourage waste management facilities which increase re-use, recycling and value/energy recovery of all waste types, including through the use of new, effective and safe waste management technologies where appropriate, and minimise final disposal, in order to meet national targets and Merseyside and Halton's local waste targets.

SO4 - For Merseyside and Halton, as one of the North West's City Regions, to be a leader in promoting transformation of waste to resource to encourage social, economic, environmental and employment gain from sustainable waste management.

SO5 - To raise awareness in sustainable waste management amongst the people and business communities of Merseyside and Halton to reduce waste arisings and increase recycling rates, in particular given the low starting point for the sub-region in terms of recycling.

SO6 - To minimise the adverse effects of waste management development (including transportation) and enhance positive impacts where possible, on human health, local amenity and the natural and urban environment and heritage of Merseyside and Halton.

SO7 - To promote high quality development for waste management facilities.

SO8 - For all new waste management facilities on Merseyside and Halton to take account of and contribute to reductions in greenhouse gas emissions and mitigate the effects of climate change.

### Explanation:

**3.6** The strategic objectives are important to secure the delivery of the Waste DPD. For this reason the strategic objectives are linked to the development management policies and included as part of the Implementation and monitoring strategy.

**3.7** SO1 has raised most comments, particularly from neighbouring waste planning authorities who are concerned with Merseyside and Halton's continuing need to export non-inert waste to landfill. It is important to note that Merseyside and Halton must strive to be self sufficient otherwise the sub-region would be in conflict with national planning policy (PPS10). However, RSS (para 9.35) acknowledges that some metropolitan areas are unlikely to meet planning and other requirements for landfill provision, and therefore should compensate by providing additional treatment capacity to compensate for residual waste that is exported and to promote movement of waste up the waste hierarchy to minimise the amount of waste that needs to be disposed to landfill. This is the approach that Merseyside and Halton has adopted.

**3.8** During the preparation of the Waste DPD, there has been regular liaison with the waste industry including landfill operators in the North West region, and as a consequence Merseyside and Halton is confident that there will be sufficient landfill capacity in the NW region to meet its needs without seriously impinging on the overall regional landfill capacity and the neighbouring sub-regions capacity to meet their needs.

### Policy and Evidence Base References:

PPS10, WS2007, NW SCP Framework, SA Scoping Objectives, Needs Assessment



## Overarching strategic approach for the Waste DPD.

**3.9** Merseyside and Halton will adopt a Resource Recovery-led Strategy for the Waste DPD which is consistent with national policy. The Waste DPD will therefore determine the number and capacity, location and broad types of facility that are required during the Plan period particularly within the context of continuing to increase landfill diversion rates. However, it should be noted that achieving a resource recovery-led strategy will take time to be realised because it depends on new facilities. Therefore, the resource recovery-led strategy is the long-term strategy for achieving the vision of the Waste DPD by 2027.

**3.10** In defining the strategy, it is important to note that through two independent, evidence-based processes, both the current Joint Municipal Waste Management Strategy (JMWMS) 2008 and the Waste DPD have identified complementary strategies which emphasise the need for a resource recovery-led approach.

### The Strategy for meeting Merseyside and Halton's Waste Management Needs

The overarching approach for the Waste DPD will be a Resource Recovery-led strategy with the following objectives:

1. To seek to minimise waste arisings.
2. To maximise recycling, resource recovery and re-processing.
3. To ensure that residual waste is minimised and then processed in a way that will:
  - Maximise the economic and environmental benefits to local communities and businesses;
  - Minimise export of residual wastes for landfill disposal;
  - Minimising the need for new landfill/landraise and reserving capacity for the greatest disposal needs; and,
  - Balance any export of landfill tonnages with import of equivalent material for secondary treatment to ensure that Merseyside and Halton are as self sufficient as possible in waste management capacity.

### Explanation

**3.11** As highlighted in the 'Portrait of Merseyside and Halton', there are significant constraints on the sub-region both in terms of it being highly urbanised and also because of its underlying geology and hydrogeology. Therefore, opportunities for final waste disposal via landfill are very restricted. This was the primary purpose of developing an overall strategy to illustrate how Merseyside and Halton will meet its waste management needs emphasising waste management options further up the waste hierarchy.

**3.12** The purpose of the strategic approach is to demonstrate that overall the sub-region is contributing to regional waste management infrastructure and being as self sufficient as possible in the process, minimising the residual quantities of waste that need landfill disposal and reducing the reliance on sites in neighbouring authorities. This is backed up by the evidence base. This approach also sits comfortably with the aims and objectives of the Waste DPD.

**3.13** In minimising the amount of waste sent to landfill, Merseyside and Halton will need to plan for a greater number of waste treatment facilities. Any deliverable landfill void must be reserved for the most pressing disposal needs, subject to being appropriate for the site.

**3.14** The Waste Planning Authorities in Merseyside and Halton can only implement the Resource Recovery-led Strategy through provision of appropriate sites and enabling waste policies. Financial implementation will be via the private waste industry or through MWDA and Waste Collection Authorities who either have a duty to provide sites as part of their operations, or who can see a business need and opportunity. More details of this are shown in the Implementation and Monitoring Framework.

### Policy and Evidence Base References:





PPS10, District UDPs and emerging Core Strategies, Lancashire's Minerals and Waste Core Strategy, Cheshire Waste Local Plan, SA Scoping Objectives and Reports, Habitats Regulations Assessment.

### 3.2 Spatial Strategy

**3.15** The spatial strategy for the Waste DPD for Merseyside and Halton is referred to as the Sub-regional Site Approach. Adopting this strategy, which defines both large (in terms of site area and capacity) Sub-Regional and small (in terms of site area and capacity) District sites across the whole sub-region provides the maximum flexibility to bring forward needed waste management capacity early in the Plan period. The strategy provides the waste industry with maximum available choice to deliver the most optimally located solutions for the identified needs of Merseyside and Halton. This approach is considered to be the most suitable for delivering the vision, strategic objectives and Resource Recovery-led strategy of the Waste DPD.

#### The Sub-Regional Site Approach

The spatial strategy identifies an appropriate number of large sites suitable for sub-regionally significant facilities of more than 4.5 hectares in area. There is one sub-regional site located in each of the districts, and they are spatially distributed across the plan area taking account of matters such as proximity to waste arisings and infrastructure. These sites are located in the vicinity of existing clusters of waste management facilities where these have been shown to be sustainable. The sites were selected using robust site selection criteria based on constraint and opportunity mapping.

District sites are identified to accommodate smaller-scale local facilities taking into account specific local needs, such as proximity to waste arisings, and to ensure that sufficient small sites are also available to meet the short to medium-term needs of the Waste DPD strategy.

The areas around the existing clusters of waste management facilities have been defined as Areas of Search. Other small sites will be most easily identified within the Areas of Search.

Two inert landfill sites are identified. Due to technical constraints there are limited opportunities for landfill within the sub-region, and the sites allocated are the most sustainable and spatially appropriate for this type of activity.

**3.16** The spatial strategy is illustrated in figure 3.2 showing site selection criteria used to identify the most sustainable and deliverable locations. The location of sub-regional sites has also been assessed through the SA process.





**Explanation:**

**3.17** The sub-regional site approach has been adopted on the basis that a combined pattern of diffuse, clustered and centralised sites would be the best spatial option for the Waste DPD. It provides a wide range of site sizes and requirements, takes account of clustering sites, maximising potential benefits that can be gained from co-locating waste management facilities, and the situation on the ground in terms of spatial pattern of employment land uses such as business parks. It also makes it easier to fulfil the requirements of the needs assessment and the JMWMS, as it is based upon:

- Sources of waste arisings;
- Current waste movements;
- Minimising transport impacts;
- Location of existing waste management facilities
- Climate change; and,
- Site Selection methodology.

**3.18** The Spatial Strategy also takes specific account of the highly constrained supply of large sites suitable for the location of waste management facilities across all six districts, and also, the greater number of small sites that tend to have a more dispersed distribution across the sub-region.

**3.19** This approach is the most sustainable, due to its robustness and flexibility to adapt to the changing waste needs of Merseyside and Halton, the results of the SA, and is also fully compliant with national guidance in the form of PPS10. The SA did raise some concerns with respect to potential combined negative impacts of clustering sites, but recommended that assessment of potential cumulative effects especially with regard to transport and traffic, air quality, noise, odour, landscape and other potential negative effects is required to ensure further expansion/co-location will not lead to adverse effects on the surrounding environment and communities. This has been done as part of the site selection process for allocated sites, in particular when looking at the deliverability<sup>G</sup> of the site, but will also be required as part of the evaluation of proposals on unallocated sites, where they come forward for determination, as set out in policies WM1 and WM13. Further and more detailed, site-specific assessment will be required at the planning application stage when conformity with development management policies will be required.

**Policy and Evidence Base References:**

PPS10, District UDPs and emerging Core Strategies, Merseyside LTP3, SA Scoping Objectives and Reports, Habitats Regulations Assessment, Needs Assessment, Issues and Options Report, Spatial Strategy and Sites Report, Preferred Options Report





## 4 Site Allocations to deliver capacity requirements

**4.1** The site selection methodology used to derive the lists of proposed allocations for waste management use provided in this chapter is fully described in the supporting document "Methodology for Site Selection for built facilities". In the early stages of site selection, the process was dominated by development of an objective, multi-criterion site assessment tool which allocated scores to sites from a long list according to the distance of the site boundary from various features which were regarded as either constraints (e.g. Proximity to residential development yielding negative scores) or positive features (e.g. strategic road network, yielding positive scores).

**4.2** In the later stages, having used the objective methodology to generate a short list of sites, attention shifted to considering deliverability issues for the sites which were on the short list. The allocated sites therefore reflect a balance between an objective methodology based on site characteristics and deliverability judgements.

**4.3** Two types of sites have been identified :

- Sites for sub-regional facilities, capable of supporting the larger capacity and more complex facilities (greater than 4.5 ha in area);
- Sites for district-level facilities, suitable for smaller waste management operations (less than 4.5 ha in area).

**4.4** Each proposed allocation is supported by a site profile that indicates the waste management uses that each site could potentially support. This is not meant to be technology-specific and in many cases a number of different waste uses are seen as possible for a single site. An outline of potential site characteristics is given in Appendix 1. Technological advances coupled with innovative and space-saving design will inevitably mean that not all waste management solutions brought forward by the waste industry will exactly match the site size or capacity requirements suggested in Appendix 1, therefore the information in table 4.1 should be regarded as indicative only.

**Table 4.1 Site Allocations: Suggested Waste Uses**

Suggest Waste Management Use	Facility Type
<b>HWRC</b> - Household Waste Recycling Centre	Household Waste Recycling Centre
<b>WTS</b> - Waste Transfer Station and Sorting Facilities	Waste Transfer Station (including merchant/municipal/inert/non-inert), Materials Recycling Facility
<b>Re-processor</b>	Dry Recyclables Re-processor, Specialist Materials Re-processor
<b>Primary Treatment</b>	Mechanical Biological Treatment, Anaerobic Digestion, In-Vessel Composting, Open Windrow Composting, other specialist pre-treatment facilities
<b>Thermal Treatment</b>	Energy from Waste (including municipal/non-municipal/merchant), Gasification, Pyrolysis
<b>RRP</b> - Resource Recovery Park	Co-located built waste management facilities
<b>Landfill</b>	Landfill site (including inert and/or non-inert)

**4.5** The Glossary contains individual definitions of the waste management technologies and more detail is provided in Appendix 1.

### Intensification of Use at Existing Waste Management Facilities



**4.6** Due to the level of land constraint in Merseyside and Halton, some of the sites which are being put forward as allocations are existing waste management facilities. These existing facilities are included because the current throughput at the site is significantly below what it is licensed or permitted, or because there is more land available on the site for (re)development which would allow the operator to increase capacity by expanding existing operations, adding additional types of waste management operation or working in partnership with other waste management operators. They have already been established as suitable for waste uses, reducing the risk that a waste-related development would be unacceptable in principle and because they have been assessed as having the capacity to accommodate additional facilities. This provides additional flexibility to the site allocations to meet capacity requirements through a range of sites, and because development by existing waste management operators will reduce some of the deliverability risks. Where a proposed allocation is for intensification of use, this will be highlighted within the site tables in policy boxes WM2 and WM3.

### Site Prioritisation Hierarchy

**4.7** A considerable amount of time and effort has been taken to identify sites for allocation on the basis of spatial fit, sustainability and deliverability, and it is important that these sites are prioritised for waste management development for both built facilities and inert landfill above unallocated sites. Areas of search are also identified for re-processing and small-scale waste management activity, alongside a criteria based policy for determining sites which come forward on unallocated sites, both of which provide additional flexibility to the plan. However, to provide clarity for the waste management industry and developers, a prioritised approach to site development is necessary. This is shown in policy WM1 below:

## Policy WM 1

### Guide to Site Prioritisation

Developers should develop sites allocated in the Waste DPD in the first instance, and should only consider alternatives to allocated sites if allocated sites have already been developed out, or are not available for the waste use proposed by the industry, or can be demonstrated as not being suitable for the proposed waste management operation. There will be presumption in favour of waste management development on allocated sites, as set out in policies WM2, WM3 and WM4, subject to compliance with other policies within the Waste DPD and other relevant LDF documents. This applies to both allocations for built facilities and inert landfill.

If allocated sites are not available, then the waste industry should seek sites within the areas of search, as set out in policy WM5. These areas are suitable for small-scale waste management activity, such as waste transfer stations, re-processing activity or displacement of existing waste management uses. The applicant should demonstrate why allocated sites are not suitable for the specific proposed use as part of the justification.

Developers must clearly demonstrate that both allocated sites and areas of search are not suitable for the development proposed before unallocated sites will be considered. These will need to be justified as follows:

- That the Waste DPD site assessment method is applied, including site selection scoring criteria shown in Tables 5.1 and 5.2;
- Sustainability Appraisal;
- HRA screening;
- Deliverability Assessment; and,
- Compliance with the criteria based policy and other relevant policies.

### Explanation:

**4.8** A key requirement of PPS10 is to provide sufficient opportunities for new waste management facilities of the right type, in the right place at the right time. The extensive site search selection process has sought to achieve this by allocating sites which fit the spatial approach and which are most sustainable and deliverable. The areas of search were identified on the basis of sustainability and availability of a number of appropriate sites within a particular area. However, they are only suitable for small-scale waste management facilities, such as waste transfer stations and re-processing activity.



**4.9** By setting out the approach to site prioritisation, the Waste DPD is providing certainty to the waste industry and local communities, in terms of where waste management development should be focused and is likely to come forward. It is the responsibility of the developer to comply with the requirements of policy WM1 and to ensure that this information is submitted in full as part of the planning application process. Pre-application discussions are essential. Planning consent will not normally be given unless policy WM1 is complied with in full.

**Policy and Evidence Base References:**

PPS10, Merseyside LTP3, District UDPs and emerging Core Strategies, Needs Assessment, SA Scoping Objectives and Reports, Habitat Regulations Assessment.

**4.1 Sub-Regional Sites**

**4.10** The sub-regional sites are those which are larger in size (4.5 hectares or greater) and waste management capacity, and are capable of supporting facilities which would be of strategic importance to Merseyside and Halton. They may be able to accommodate one large facility or a number of facilities co-located on the same site. Where several facilities are developed on a single site, integration between the operations is desirable to maximise synergies, reduce transport impacts and make best use of infrastructure. These are all criteria that were used for determining the spatial strategy, and therefore, important to ensure that the location of sites fits the spatial strategy for the sub-region.

**4.11** Following the site selection and deliverability assessment the sub-regional site allocations for waste management uses are shown in Policy WM2:



## Policy WM 2

### Sub-regional Site Allocations

The following sites have been allocated to provide waste facilities to meet sub-regional strategic needs.

Table 4.2

Site ID	District	Site Name and Address	Area (ha)	Suggested Waste Management Uses
H1	Halton	Site at Widnes Waterfront	7.8	Waste Transfer Station, Re-processor, Primary Treatment, Resource Recovery Park
K1	Knowsley	Butlers Farm, Knowsley Industrial Park	8.0	Waste Transfer Station, Re-processor, Primary Treatment, Resource Recovery Park
L1	Liverpool	Land off Stalbridge Road, Garston	5.4	Waste Transfer Station, Re-processor, Primary Treatment, Resource Recovery Park
F1 <sup>e</sup>	Sefton	Alexandra Dock 1, Metal Recycling Site	9.8	Re-processor, Primary treatment, Thermal Treatment
S1	St.Helens	Land SW of Sandwash Close, Rainford Industrial Estate	6.1	Re-processor, Primary treatment, Resource Recovery Park
W1	Wirral	Car Parking/Storage Area, former Cammell Laird Shipyard, Campbeltown Road	5.9	Waste Transfer Station, Re-processor, Primary Treatment

Planning permission will not normally be granted for any other use of the land that would prejudice its use as a waste management facility subject to para 4.14 below.

<sup>e</sup>Intensification of use at existing waste management facility

**4.12** The location of the sub-regional sites are shown on figure 4.2, the site profiles can be found in Appendix 2.





**4.13** As set out in paragraphs 3.31 to 3.33, the Merseyside Waste Disposal Authority is at an advanced stage of its recovery contract procurement process. The recovery contract bidders are proposing to transport Local Authority collected waste (formerly known as municipal solid waste) outside of the Plan area to EfW facilities and may require waste transfer capacity and potentially primary treatment capacity. The Waste DPD evidence base includes a capacity and site requirement for these Local Authority collected management operations to support MWDA's procurement process in terms of primary treatment and waste transfer capacity but not energy from waste.

**4.14** Should planning permission be granted on an unallocated site to treat, bulk or transfer Local Authority collected waste arising within Merseyside and which is specifically part of the MWDA recovery contract procurement process then the site capacity will contribute to the Waste DPD Local Authority collected waste capacity requirements. If the LACW recovery contract site(s) is of sub-regional significance and given that there is to be one sub-regional site allocation per District (policy WM2), the sub-regional site allocation within the District where the unallocated site has come forward would be reviewed. If planning consent is granted for development to implement the Local Authority collected waste recovery contract within an unallocated site e.g. for the transfer of waste outside of Merseyside, then planning permission may not need to be granted for waste uses within the allocated sub-regional site within that District. In these circumstances, the sub-regional site allocation on the Proposals Map for the district concerned will also be reviewed accordingly at the next opportunity.

#### **Explanation**

**4.15** Sites allocated within the port and dock estates, specifically in Sefton and Wirral, are proposed subject to the waste management operations being port-related. The types of suggested waste uses for each site are shown in the site profiles in Appendix 2.

**4.16** National planning policy (PPS10) indicates that it is necessary to safeguard sites allocated for waste management uses in the Waste DPD, that are considered essential for meeting the landfill diversion targets, and ensuring that the right types of treatment capacity come on line early on in the plan process. Although sub-regional site allocations benefit from an implied safeguarding by virtue of the allocation, and will be prioritised for waste management uses in preference to unallocated sites, many of these sites will also be suitable for other types of development, such as employment and may be within areas also allocated for employment purposes. Therefore, the allocation alone cannot be assumed to provide a means of safeguarding them from being developed in another way.

**4.17** When determining applications for non-waste development on a sub-regional site specifically identified for waste management, or within a distance that could affect the potential for waste use on a site specifically identified for waste management, consideration will be given to any potential adverse impact the proposed development might have on the future of the site as a location for waste management and therefore, on the Waste DPDs aim and objectives.

**4.18** If a development is likely to have an unacceptable impact on the future of the sub-regional site as a location for waste management the applicant will need to demonstrate that there is no longer a need for the allocated site for waste management use, that there is an overriding need for the non-waste development in that location, and/or that the waste management capacity provided by the allocation has been met elsewhere.

**4.19** On adoption of the Waste DPD, proposals maps in district LDF documents will need to be amended to reflect site allocations in policy WM2.

#### **Policy and Evidence Base References:**

PPS10, Needs Assessment, Broad Site Search Report 2005, Built Facilities Site Selection Methodology, District UDPs and emerging Core Strategies, Merseyside LTP3, SA Scoping Objectives and Reports, Habitat Regulations Assessment.



## 4.2 District-level Sites

**4.20** Refining the number of sites required at a district-level has been achieved using the same site selection process as for sub-regional sites, including taking account of the spatial strategy and deliverability of sites. The Needs Assessment (2011) has also been used to identify capacity requirements and therefore sites needed. The district level site allocations for waste management uses are shown in policy WM3:



### Policy WM 3

#### Allocations for District level Sites

The following sites have been allocated to provide waste facilities to meet district needs.

Table 4.3

Site ID	District	Site Name and Address	Area (ha)	Suggested Waste Management Uses
H2 <sup>e</sup>	Halton	Eco-cycle Waste Ltd, 3 Johnson's Lane, Widnes	2.0	WTS, Primary treatment
H3	Halton	Runcorn WWTW	1.2	HWRC, WTS, Re-processor, Primary treatment
K2	Knowsley	Image Business Park, Acornfield Road, Knowsley Industrial Park	2.8	WTS, Primary treatment
K3 <sup>e</sup>	Knowsley	Mainsway Ltd, Ellis Ashton Street, Huyton Business Park	2.3	WTS, Re-processor, Primary treatment
K4	Knowsley	Former Pilkington Glass Works, Ellis Ashton Street, Huyton Business Park	1.3	WTS, Primary treatment
L2	Liverpool	Site off Regent Road / Bankfield Street	1.4	WTS, Re-processor, Primary treatment
L3 <sup>e</sup>	Liverpool	Waste Treatment Plant, Lower Bank View	0.7	WTS, Re-processor, Primary treatment
F2 <sup>e</sup>	Sefton	55 Crowland Street, Southport	3.6	WTS, Re-processor, Primary treatment
F3	Sefton	Site North of Farriers Way, Atlantic Business Park	1.7	Re-processor, Primary treatment
F4 <sup>e</sup>	Sefton	1-2 Acorn Way, Bootle	0.8	WTS, Re-processor, Primary treatment
S2	St Helens	Land North of T.A.C., Abbotsfield Industrial Estate	1.3	WTS, Re-processor, Primary treatment
W2 <sup>e</sup>	Wirral	Bidston MRF / HWRC, Wallasey Bridge Road	3.7	HWRC, WTS, Re-processor, Primary treatment
W3 <sup>e</sup>	Wirral	Former Goods Yard, Adjacent Bidston MRF / HWRC, Wallasey Bridge Road	2.8	WTS, Re-processor, Primary treatment

Planning permission will not normally be granted for any other use of the land that would prejudice its use as a waste management facility.

<sup>e</sup>Intensification of use at existing waste management facility





**4.21** The locations of the district sites are shown in figure 4.2, with more detailed site location plans shown in Appendix 2, including suggested waste management uses.

#### **Explanation**

**4.22** Guidance in PPS10 indicates that it is necessary to safeguard sites allocated for waste management uses in the Waste DPD, that are considered essential for meeting the landfill diversion targets, and ensuring that the right types of treatment capacity come on line early on in the plan process. Although district site allocations benefit from an implied safeguarding by virtue of the allocation, and will be prioritised for waste management uses in preference to unallocated sites, many of these sites will also be suitable for other types of development, such as employment and may be within areas also allocated for employment purposes. Therefore, the allocation alone cannot be assumed to provide a means of safeguarding them from being developed in another way.

**4.23** When determining applications for non-waste development on a district site specifically identified for waste management, or within a distance that could affect the potential for waste use on a site specifically identified for waste management, consideration will be given to any potential adverse impact the proposed development might have on the future of the site as a location for waste management and therefore, on the Waste DPDs aim and objectives.

**4.24** If a development is likely to have an unacceptable impact on the future of the district site as a location for waste management the applicant will need to demonstrate that there is no longer a need for the allocated site for waste management use, that there is an overriding need for the non-waste development in that location, and/or that the waste management capacity provided by the allocation has been met elsewhere.

**4.25** On adoption of the Waste DPD, proposals maps in district LDF documents will need to be amended to reflect site allocations in policy WM3.

#### **Policy and Evidence Base References:**

PPS10, Needs Assessment, Broad Site Search Report 2005, Built Facilities Site Selection Methodology, District UDPs and emerging Core Strategies, Merseyside LTP3, SA Scoping Objectives and Reports, Habitats Regulations Assessment.

### **4.3 Landfill Sites**

**4.26** Although the Waste DPD has adopted a Resource Recovery-led Strategy, there is a continuing requirement for some residual landfill for both inert and non-inert waste. The Needs Assessment has clearly identified that Merseyside and Halton will need access to substantial new landfill capacity early in the Plan period (to 2015) until the new treatment facilities needed to deliver the Resource Recovery-led Strategy are built and become operational. This requirement is additional to the capacity for LACW disposal via the current MWDA contract at Arpley, just outside of the sub-region.

**4.27** The only operational, open gate<sup>6</sup> site still accepting non-inert waste in Merseyside and Halton is Lyme and Wood Pits landfill in St. Helens. The site began operating as a landfill in June 2003, and will be restored to a Country Park. The site is currently permitted to accept 550,000 tonnes of waste per year including commercial, industrial and inert waste, and is owned and operated by Cory Environmental Ltd. The site is due to close in June 2012, although there remains a void space. The operators intend to submit a planning application to extend the timescale for operations but the Waste DPD cannot speculate on the outcome of this, and therefore, it has been assumed that the site will close in June 2012.

**4.28** A search for sites with any potential for use as landfill has been undertaken, and full details of the site search methodology and results can be found in the supporting report 'Survey for Landfill in Merseyside and Halton'. As discussed in the evidence base section, the opportunities for new landfill across Merseyside and Halton are very limited because of a combination of planning and environmental constraints including:

- The underlying geology and hydrogeology is extremely sensitive to pollution risks, especially those arising from landfill of waste to groundwater<sup>6</sup> resources including water abstractions and source protection zones<sup>6</sup>.
- Most former quarries and minerals workings have already been used, reclaimed, developed or restored.



- There are very few operational minerals sites in Merseyside & Halton, and limited opportunities for new minerals workings in the sub-region, which would be suitable for landfill in the future.
- Much of Merseyside and Halton is densely developed for housing, commerce and industry.
- The extensive Green Belt.
- Much of Merseyside and Halton's Green Belt is constrained by other environmental designations
- Access and land use in the vicinity of some sites has changed in recent years adding additional constraints.

**Inert Landfill**

**4.29** The constraints identified above, mean that the identification of new landfill opportunities for the sub-region has been severely limited. Two sites for inert landfill have been identified for allocation and these are shown in policy WM 4:

**Policy WM 4**

**Allocations for Inert Landfill**

The following sites have been allocated for provision of inert waste landfill.

**Table 4.4**

Site ID	Site Name	Permitted Void Space (Million m <sup>3</sup> )	Capacity (Million tonnes)
K5	Cronton Claypit, Knowsley	0.75-1	1.5-2
S3	Bold Heath Quarry, St.Helens	2.43	3.65

**4.30** This means that the sub-region would be self sufficient for disposal of inert waste, although the availability of void space for both Cronton Claypit and Bold Heath Quarry is dependent on the extraction of minerals and the proportion of the void space to be infilled with overburden from the existing quarry operation. Both sites benefit from planning permission. Locations of the landfill sites are shown on Figure 4.2, and profiles for the two sites can be found in Appendix 2.

**4.31** On adoption of the Waste DPD, proposals maps in district LDF documents will need to be amended to reflect site allocations in policy WM 4.

**Non-Inert Landfill**

**4.32** The landfill site survey did not identify any future opportunities for non-inert landfill, which leaves a deficit in capacity for non-inert waste, even when the contracted LACW capacity at Arpley Landfill, Warrington is taken into account. Therefore, Merseyside and Halton will need to continue to rely on neighbouring authorities for landfill provision of non-inert waste.

**4.33** As discussed in the evidence base section, Merseyside and Halton has liaised with neighbouring waste planning authorities regarding availability of non-inert landfill capacity. Unfortunately, each of the neighbouring WPAs have only accounted for their own needs when determining landfill capacity requirements, and are not in favour of making provision for Merseyside and Halton.

**4.34** However, the waste management industry operates commercial contracts across local authority boundaries, and discussion with landfill operators across the region has been more positive with strong indications that the capacity requirements of Merseyside and Halton can be easily met within the region, although some of these sites will also be subject to planning applications extending timescales for landfill operations. The response from industry is backed up by the report, Nationally, Regionally and Sub-Regionally Significant Waste Management Facilities (October 2008), produced for the former Regional Assembly to support RSS, which indicates that landfill sites across the NW region should be considered as regionally significant facilities.

**4.35** In addition to this reassurance from industry, the Waste DPD includes a criteria based policy WM15 enabling unallocated sites to be assessed for suitability as future landfill. Finally, the Waste DPD has also built in flexibility within its built capacity requirements to accommodate for waste that may be imported for treatment from outside the sub-region to compensate for residual waste which is exported to landfill, as illustrated in figure 2.8.

#### 4.4 Additional Sites

##### Approach to Selecting Sites for Small-scale Waste Management Operations

**4.36** Although the sites allocated in the previous sections are sufficient to provide for the waste management needs that have been identified for Merseyside and Halton, there remains the possibility that other development pressures and deliverability problems, which could not be reasonably foreseen during plan preparation, could reduce the capacity or number of sites available for waste management facilities during the plan period and therefore, alternative sites may need to be found. There is also a need to make further provision for waste-related development such as re-processing plants. Consultation responses supported the inclusion of areas of search where additional sites may be beneficially located, and this is consistent with PPS10.

**Figure 4.1 Plastic Bottles to be Re-processed**



**4.37** A description of the spatial area in which additional sites may be located is set out in policy WM5 and the broad locations are illustrated on Figure 4.2.





## Policy WM 5

### Areas of Search for Additional Small-scale Waste Management Operations and Re-processing sites.

Additional sites that are required for waste-related re-processing activities and other small scale waste management facilities over and above those allocated for specific waste management uses will be considered favourably in the vicinity of the following areas of search:

- Halton : Industrial areas of Ditton / Widnes;
- Knowsley : Knowsley Industrial Park and Huyton Business Park;
- Liverpool : Industrial areas of the Liverpool North Docks;
- Sefton : Industrial areas of Bootle and the southern part of the Sefton Dock Estate;
- St.Helens : Abbotsfield Industrial Estate and industrial areas in the immediate vicinity;
- Wirral : Industrial areas associated with Cammell Laird Shipyard, Tranmere and the north bank of the West Float Docks.

There will be a presumption in favour of planning applications for waste re-processing and other small-scale waste management activities in these areas subject to satisfactory assessment of cumulative effects on local amenity and the continued viability of existing employment areas for a full range of appropriate uses and the tests identified in policy WM1 and other Waste DPD and LDF policies.

### Explanation:

**4.38** Since there are many planning constraints in a highly urbanised area such as Merseyside and Halton, additional Areas of Search provide guidance to planners and the waste management industry as to where constraints are likely to be fewer and further suitable development opportunities may be found for waste re-processing and other small-scale waste management activities. More details on re-processing activities can be found in appendix 1.

**4.39** The purpose of Areas of Search is to provide a strategic steer for:

- Locating areas which are likely to be suitable for small-scale waste re-processing activities;
- Identifying areas which are likely to be suitable for the re-location of existing, small-scale waste management facilities that are required to move as a consequence of wider land use change and regeneration activities;
- Providing an opportunity for clustering of waste management activities where there are benefits in terms of economies of scale or synergistic waste management activities.
- Provide additional flexibility to the Plan.

**4.40** The areas of search have been selected to fit with the spatial strategy, and are focused in industrial areas where there are existing clusters of waste management activity. In most districts these coincide with specific site allocations, as these areas were shown to be most sustainable during the site selection process, however, in other districts, a more focused area was identified to fit with their emerging Core Strategies and regeneration plans.

**4.41** There are both positive and negative effects in co-locating sites, it can provide opportunities for synergies but intensification of use in those areas could also lead to negative cumulative effects for example with regard to traffic, and emissions like dust, noise and litter. The SA recommends that planning applications for additional sites should be accompanied by an analysis of potential cumulative effects, and will be addressed through the application of criteria based policies. This policy also provides the flexibility necessary to promote further growth in the waste sector and the creation of local employment opportunities.

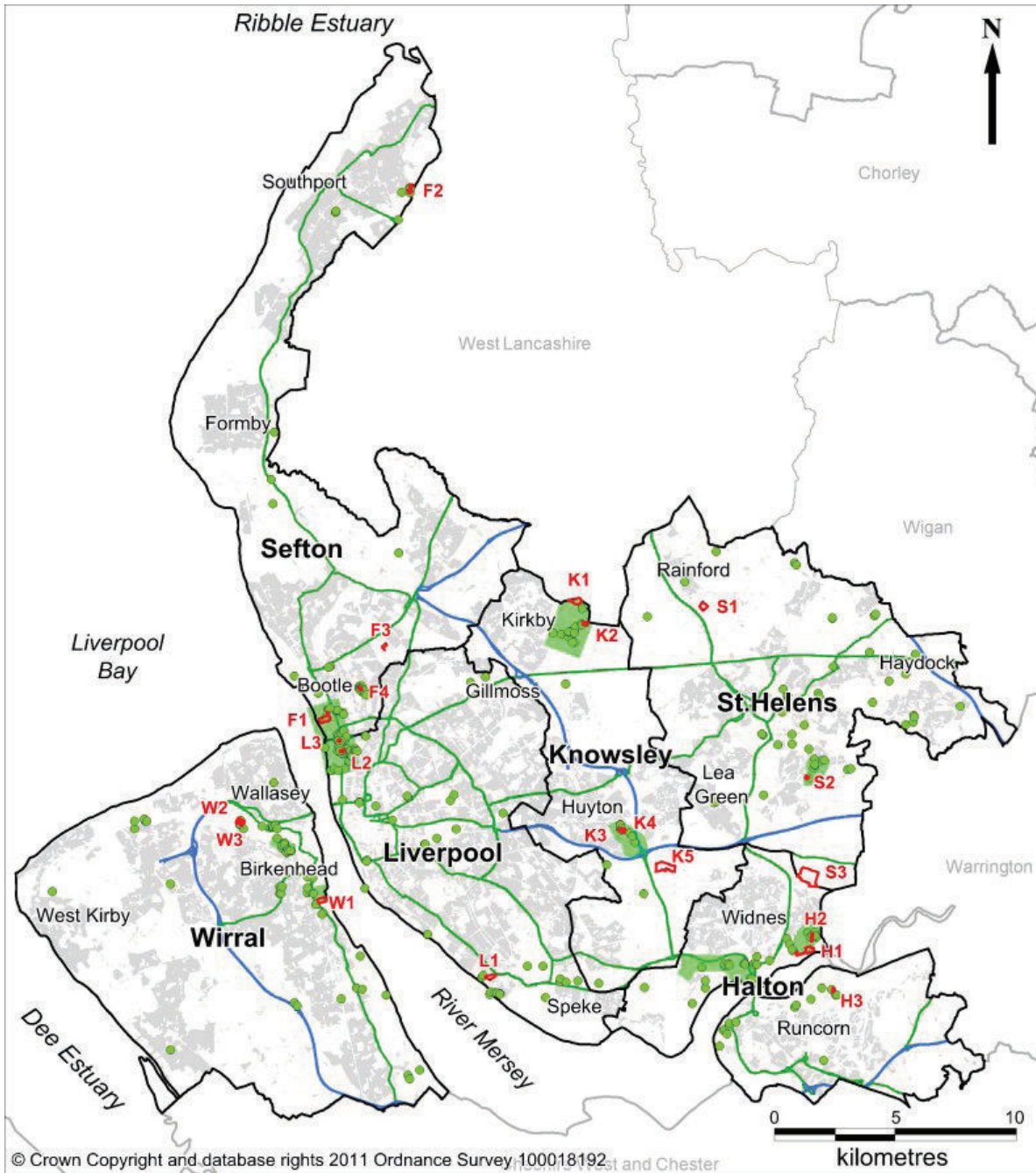
**4.42** Several major regeneration schemes are currently being developed across the sub-region e.g. Wirral and Liverpool Waters, Mersey Gateway which could result in substantial changes to the pattern and nature of existing land uses. Should existing waste uses need to be relocated as a consequence of future regeneration priorities, areas of search can also provide the basis for identifying suitable site locations in the first instance, to ensure that



the waste treatment capacity delivered by existing operations is maintained. This policy approach also provide some additional flexibility in the Waste DPD to respond to the waste management needs of major regeneration schemes in the sub-region.

**4.43** The broad Areas of Search and Waste DPD allocations are shown on Figure 4.2.

Figure 4.2 Waste DPD Site Allocations and Areas of Search



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Site Allocations	District Sites	Landfill Sites
Site Allocation	H2 - Eco-cycle Waste Ltd	K5 - Cronton Claypit
<b>Built Facilities</b>	H3 - Runcorn WWTW	S3 - Bold Heath Quarry
<b>Sub Regional Sites</b>	K2 - Image Business Park	Areas of search
H1 - Widnes Waterfront Site	K3 - Mainsway Ltd, Brickfields	Existing waste site
K1 - Butlers Farm	K4 - Former Pilkington Glass Works	Motorway
L1 - Land off Stalbridge Road	L2 - Site off Regent Road	Primary route
F1 - Alexandra Dock 1	L3 - Lower Bank View	Residential area
S1 - Land to SW of Sandwash Close	F2 - 55 Crowland Street	Merseyside and halton boundary
W1 - Car parking/Storage Area, former Cammell Laird Shipyard	F3 - Land North of Farriers Way	
	F4 - 1-2 Acorn Way	
	S2 - Land North of TAC	
	W2 - Bidston MRF/HWRC	
	W3 - Former Goods Yard	

4 Site Allocations to deliver capacity requirements





**Policy and Evidence Base References:**

PPS10, Needs Assessment, SA Scoping Objectives & Reports, Habitats Regulations Assessment.

**Areas of Search for Household Waste Recycling Centres**

**4.44** The Merseyside Waste Disposal Authority (MWDA) is responsible for provision of Household Waste Recycling Centres (HWRCs) on behalf of the districts, and it operates a network of 14 HWRCs across Merseyside. In addition, to this there are a further two sites operated in Halton by Halton Council. Most districts have a well distributed network of HWRCs, although a number of the sites need upgrading or re-locating to maximise the role they play in re-use, recycling and recovery of waste, and to achieve recycling and composting targets set in the JMWMS.

**4.45** Replacement sites have been identified for both Huyton and Kirkby HWRCs, and these have both received planning consent from Knowsley Council. Halton Council has indicated that the district site allocation in Runcorn may be used as a site to replace the existing HWRC. MWDA has not indicated a specific requirement for any other replacement HWRCs across the sub-region.

**4.46** The Liverpool City Council area is currently served by only one operational HWRC site at Otterspool in South Liverpool, although many Liverpool residents make use of HWRCs in neighbouring authorities, such as South Sefton Recycling Centre, Huyton and Kirkby. MWDA generally aim to ensure that residents should only have to travel a reasonable distance (approximately 3km) to a HWRC. Therefore, there is a demonstrable need and identified requirement for one or more new HWRC sites within the City of Liverpool.

**4.47** MWDA has not identified specific sites for any new HWRCs within Liverpool. Any required HWRC site would not be large (generally < 1 ha depending on local conditions and the need for on-site vehicle circulation areas), and could potentially be co-located with other waste management activities on larger sites.

**4.48** To assist in the identification of new HWRC sites within the City of Liverpool, the Waste DPD has identified an area of search for this waste use.

**Policy WM 6**

**Additional HWRC Requirements**

New or replacement HWRCs within the boundary of the City of Liverpool should not be in close proximity to the existing HWRC at Otterspool or to existing HWRCs in other districts which are located close to the city boundary, and will be informed by the following criteria:

- population density;
- travel time from an existing HWRC; and,
- travel distance to an existing HWRC.

Proposals for new HWRCs will be expected to also comply with other policies within the Waste DPD.

**Explanation**

**4.49** Identification of sites for HWRCs requires close working with MWDA, as they have specific locational requirements for HWRCs, and also some quite specific requirements in terms of site size, for example capacity to accommodate queueing traffic. There is a particular shortfall in Liverpool which has the highest population, but fewest number of HWRCs. MWDA has not indicated the number of new HWRCs required in Liverpool or identified any specific sites, therefore, having a policy which defines the needs for an additional HWRC was agreed to be helpful.



**4.50** MWDA has indicated that a distance of approximately 3km is the general rationale for locating an even distribution of HWRCs, however other criteria are also considered. Importantly, population density is a factor since HWRCs can rationally be located close to the communities where there is a need for the facility. This also serves to minimise travel distances and reduce travel times to any facility, and enables communities to take responsibility for their own waste, subject to land availability.

**Policy and Evidence Base References**

PPS10, WS2007, JMWMS, Needs Assessment, SA Scoping Objectives and Reports



## 5 Development Management Policies

**5.1** All planning applications for waste management facilities, including HWRCs must comply with the relevant policies of this DPD, and other relevant policies in the districts LDFs, in addition to national policy.

### 5.1 Protection of Existing Waste Management Capacity

**5.2** PPS10 requires that planning facilitates the delivery of sustainable waste management by providing sufficient opportunities for new waste management facilities of the right type, in the right place at the right time. It also requires that planning authorities consider the likely impact of proposed non-waste development on existing waste management facilities and on sites and areas allocated for waste management. Where proposals would prejudice implementation of the Waste DPD then the proposals should be amended to make them acceptable or planning permission should be refused.

**5.3** Alongside the specific site allocations, existing waste management facilities already form the majority of the waste management infrastructure and capacity in the sub-region. It is acknowledged that there will always be an element of flux in the waste management industry, however, there is a requirement for a certain level of waste management provision to meet the needs of Merseyside and Halton. The current operational waste management capacity and the site allocations are essential to meeting those needs. Without protection or safeguarding of existing facilities or site allocations then the waste management capacity would be vulnerable to non-waste development thus reducing the certainty of the Waste DPD meeting sub-regional waste management needs.

#### Policy WM 7

##### Protecting Existing Waste Management Capacity

Existing operational and consented waste management sites will be expected to remain in waste management use in order to maintain essential waste management capacity. Any change of use from waste management will only be allowed in exceptional circumstances, and will need to be justified by the developer by demonstrating that the waste use is:

- located in an inappropriate area;
- causing significant loss of amenity;
- that the lost capacity has been made up for elsewhere, or can be provided through existing site allocations.

#### Explanation

**5.4** It is important that adequate waste management capacity is retained throughout the plan period. Therefore, it is proposed that a change of use from an operational permitted or consented waste management use would need to be justified by local circumstances by the applicant, and will be monitored through the Implementation and Monitoring strategy.

**5.5** The vast majority of existing waste management facilities are located on industrial estates, or areas where their impact on local amenity is low. However, it is acknowledged that in the past some waste management infrastructure has developed in unsuitable locations. A change of use may only be acceptable on sites which are found to be in an unsuitable location as a result of new sensitive uses being developed around them, or because of a new regeneration scheme or a major scheme displaces them which will be deemed suitable for a change of use. It is noted that cessation of waste management activity at a specific site cannot be controlled through planning permission.

#### Policy and Evidence Base References

PPS10, Needs Assessment, SA Scoping Objectives and Reports, Habitats Regulations Assessment.



## 5.2 Waste Prevention and Resource Management

**5.6** Waste prevention lies at the top of the waste hierarchy with the principal objective being to minimise the amount of waste produced in the first place, before considering how the waste is managed. Waste reduction and the control of waste growth is one of the biggest challenges in Merseyside and Halton. It is also the area of greatest importance in terms of effort, reducing cost of treatment and reducing the requirement for new sites and facilities.

**5.7** Despite the importance of waste prevention in reducing the amount of waste that needs to be managed within the sub-region, there are limited opportunities for the planning system through the Waste DPD to influence it. One of the key ways it can assist is through the requirement for planning applications to consider waste management at the planning, design and construction phases. This principally influences the amount of construction, demolition and excavation waste produced and the way it is managed. Policy WM8 for Waste Prevention and Resource Management is shown below.

### Policy WM 8

#### Waste Prevention and Resource Management

Any development involving demolition and/or construction must implement measures to achieve the efficient use of resources, taking particular account of:

- Construction and demolition methods that minimise waste production and encourage re-use and recycling materials, as far as practicable on-site;
- Designing out waste by using design principles and construction methods that prevent and minimise the use of resources and make provision for the use of high-quality building materials made from recycled and secondary sources;
- Use of waste audits or site waste management plans (SWMP), where applicable, to monitor waste minimisation, recycling, management and disposal.

Evidence demonstrating how this will be achieved must be submitted with development proposals of this type.

#### Explanation:

**5.8** The Government wants sustainable waste management to go beyond the traditional remit of land use planning for waste management and address waste prevention in a more integrated way. The development management process is a key mechanism for delivering waste prevention and resource management practices on development sites. This can be achieved through binding legal agreements and the adoption of SWMPs.

**5.9** Although there are limited opportunities for planning to influence waste prevention and resource management, it is considered important for the Waste DPD to act as a signpost for waste prevention issues including:

- Raising general awareness and understanding of waste issues;
- Raising the profile of waste prevention and the need to reduce the amount of waste produced across all activities and not just land use planning;
- Making the link between waste prevention and business resource efficiency.

**5.10** Further benefits of the Waste Prevention and Resource Management policy include:

- Highlighting the statutory requirement for SWMPs for developments valued at greater than £300,000;
- Improving the rate at which we divert material away from landfill (which is particularly important for the sub-region);
- Promoting waste prevention and resource management to the widest possible audience, and not just those developers who are covered by the SWMP Regulations.





**5.11** The adoption of more sustainable waste management practices is becoming an increasingly important consideration in terms of improving business performance and efficiency. It is fast becoming financially essential for competitive businesses to make better use of resources and spend less money on waste disposal. Examples include reducing the consumption of raw materials, manufacturing aggregates from waste materials and lowering transport and waste collection costs.

**5.12** Evidence of how proposals are going to deliver the requirements of policy WM8 need to be submitted with any planning application. There are several mechanisms for doing this such as the Design and Access Statement, the SWMP (where applicable) or in a separate report.

**Policy and Evidence Base References:**

PPS10, Waste Strategy 2007, Site Waste Management Plan Regulations 2008, Needs Assessment, Issues & Options Report, Preferred Options Report, Sustainability Appraisal Scoping Objectives and Report.

### 5.3 Design and Layout for New Development

#### Sustainable Design of New Developments

**5.13** National and regional guidance identifies that waste management must be considered in any new development alongside other planning issues, and therefore policy areas in the Waste DPD must be integrated with all the Districts' LDF documents. With respect to good design of new development, PPS10 requires the Waste DPD to consider two distinctly different elements:

- Detailed consideration of waste management in design and layout of all new development;
- Design and construction of high quality waste management facilities that not only manage waste in a safe and responsible manner but also carefully consider their impact on, amongst others, amenity, townscape, landscape and transport.

#### Integrating Sustainable Waste Management in the Design and Layout of New Development

In terms of influencing the design and layout of new development from a waste perspective this policy should help to move waste up the waste hierarchy in a local context by applying a best fit solution for each individual development, and by making it easier to recycle without having a negative effect on the street scene.

**5.14** Policy WM9 for Sustainable Waste Management Design and Layout for New Development is shown below:

#### Policy WM 9

##### Sustainable Waste Management Design and Layout for New Development

The design and layout of new built developments and uses must, where relevant, provide measures as part of their design strategy to address the following:

- Facilitation of collection and storage of waste, including separated recyclable materials;
- Provide sufficient access to enable waste and recyclable materials to be easily collected and transported for treatment;
- Accommodation of home composting in dwellings with individual gardens;
- Facilitate small scale, low carbon combined heat and power in major new employment and residential schemes, where appropriate.

#### Explanation:

**5.15** A significant proportion of Merseyside and Halton's population live in flats and terrace houses, or properties which were not constructed with multi-bin LACW collections in mind. Further to this, the size of the average household is decreasing, with the number of single person households set to rise. The 2001 National Census





figures indicated that approximately 33% of Merseyside households were single occupancy. This change in occupancy level is being reflected in the types and designs of new houses, with smaller properties and more apartments being built. This creates an ongoing challenge for sustainable urban design and modern sustainable waste management practices, particularly in terms of storage and collection of waste.

**5.16** However, it is not just design and layout of new residential development which needs to consider these issues. It is equally important for new commercial and industrial developments and other employment ventures to consider opportunities for incorporating sustainable waste management principles into their proposals. This is particularly important as the larger the development, the greater the opportunities for incorporating and maximising sustainable waste management practices.

**5.17** It is important to note that the type of recyclables collected and the method of collection is different in each district. Some districts have already expanded to cover kitchen food waste collections, and this may be rolled out more extensively as the targets to divert more waste from landfill increase. Therefore, reference should be made by the developer to the relevant Waste Collection Authority at the planning application stage, to ensure that proper consideration is given to the number and types of receptacle for waste collection.

**5.18** The inclusion of space for home composting will not be appropriate in all developments, for example communal apartments/flats due to insufficient space or management implications. However, where possible home composting should be encouraged, as this is another means by which the Waste DPD can influence the amount of waste entering the waste stream.

**5.19** It is important that measures incorporated to meet the requirements of this policy are practical and capable of implementation in order to maximise the benefits that can be achieved by non-waste development in delivering sustainable waste management.

#### **Policy and Evidence Base References**

**5.20** PPS10, Waste Strategy 2007, District UDPs, Emerging District Core Strategies, Issues & Options Report, Preferred Options Report, Sustainability Appraisal Scoping Objectives and Reports.

### **5.4 Design and Operation of New Waste Management Facilities**

**5.21** The general negative, public perception of waste management facilities stem, in part, from the fact that in the past they were constructed with pure function in mind, and they were seen as poor quality, low technology development with little integration within their local setting, leading to a prevailing view that waste management uses are bad neighbours. This is understandable as significant impacts and amenity issues have arisen in the past and the negative perceptions continue to create issues and concerns.

**5.22** It is therefore, considered important to the communities, businesses and local authorities of Merseyside and Halton that the Waste DPD specifically addresses the design and operational issues associated with waste management infrastructure.

**5.23** Design is more than just the way something looks or whether it works, and there is no prescriptive approach to follow. Good design needs to be forward-looking and flexible to respond to future policy and legislative requirements, as well as advances in technology. This is particularly important for waste management facilities as technologies are rapidly changing and because of market forces for re-usable and recyclable resources. Merseyside and Halton also needs to maximise the employment and economic opportunities that waste management facilities offer within the context of a highly restricted supply of land for employment uses.

**5.24** Policy WM10 covers the High Quality Design and Operation of New Waste Management Facilities.



### Policy WM 10

#### High Quality Design and Operation of Waste Management Facilities:

All proposals for waste management facilities should ensure that the proposed design and environmental performance does not adversely impact on the locality and achieves the best performance possible. Proposals must demonstrate that:

- Environmental performance and sustainable design has been incorporated from the design stage, with the aim of achieving a minimum BREEAM rating of "very good" or equivalent standard for industrial buildings up to 2016. From 2016 to 2027, it is expected that all new waste management facilities should be achieving an "excellent" BREEAM rating or equivalent standard for industrial buildings;
- The design and appearance of the building takes account of its proposed location and its likely visual impact on its setting within the townscape or landscape;
- Unacceptable impacts on amenity are avoided.

#### Explanation

**5.25** Whilst design policies would reasonably be expected to be addressed in District LDFs, feedback from consultations has indicated a preference for a Waste DPD policy covering design and operation of new waste management facilities. This view reflects the poor perception of waste management sites and their operations in the past. Therefore, to ensure that new waste management facilities and the modernisation or intensification of existing facilities address this issue in a pro-active manner, this policy has been included within the Waste DPD.

**5.26** Sustainable waste management sites are allocated in existing industrial areas, where they will be neighbours with other business uses, such as B2 and B8 use classes. They must be designed and operated to a high quality standard to avoid any negative effects on amenity, public or investor confidence. Whilst modern waste management facilities are tightly regulated with high standards of environmental control, this tends to cover only the management and operations. The Waste DPD has a role to play in setting higher standards of design and limiting environmental impact of the building itself in order to avoid negative effects, including carbon future proofing.

**5.27** With the exception of Household Waste Reception Centres (HWRCs), all other built waste management facilities that are to be located in industrial and business areas are processes that should take place within enclosed buildings. Uses include bulking, transfer, materials recovery facility (MRF), mechanical biological treatment (MBT) and thermal technologies. Waste management activities carried out in a purpose-built enclosed building substantially reduces potential issues associated with the activity, such as the impact of noise, dust, odour, visual intrusion, air and water pollution, vibration and litter. Many of the mitigation measures can form part of good design, although they are often required through planning and permitting conditions. However, to be most effective, it is important that developers consider environmental impacts, amenity issues and design requirements from the outset.

**5.28** The Building Research Establishment Environmental Assessment Method (BREEAM) for Industrial Uses is a national recognised certification scheme which can be used for assessing the environmental performance of industrial buildings from the design through to the completed building stage. There are BREEAM assessments available ([www.breeam.org](http://www.breeam.org)) for a range of different construction types from new construction, through extensions, major refurbishments and fit-out of existing buildings. Therefore, use of this approach or an equivalent standard should be applicable to most types of waste management development.

**5.29** Given the contentious nature of waste activities, and the generally negative perception of waste management facilities, it is considered that the Waste DPD should strive to achieve the best design and environmental outcome for all new waste management facilities. Therefore, initially it is proposed that all new waste management design facilities should achieve a BREEAM rating of "very good" up until 2016, and thereafter new facilities should be striving to achieve a BREEAM rating of "excellent". The BREEAM rating can be substituted with an alternative equivalent standard. This will assist the sub-region in achieving high quality development, and reduce the impacts waste management may have on inward investment and regeneration, which is important given the restricted land availability. The Defra/CABE document 'Designing Waste Facilities - a guide to modern design in waste' provides useful guidance on all aspects of waste management design.



**5.30** Although, there are no agreed standards across the waste planning authorities of the sub-region for industrial development, for housing development there is agreement that the Code for Sustainable Homes standard should be set at very good up to 2016, and thereafter excellent, and so a similar approach has been applied for waste management facilities. Whilst it could be argued that other types of non-residential development are not being required to meet a particular BREEAM standard, there are few developments which are as contentious or rouse public opposition as waste management facilities. Consequently, it is reasonable that the waste management industry pays particular attention to this issue.

**5.31** With regard to the visual appearance of new waste management facilities, the design requirements will depend on the location and type of waste management facility proposed and any local policies that are in place. Consideration also needs to be given to wider design issues such as, how the facility will harmonise with its setting and take account of its contextual setting and strengthens the identity of the neighbourhood, landscape and historic environment. There may be essential elements of the facility which could form an architectural feature, or it may be more appropriate for the new facility to blend with its proposed new location; in the case of an industrial estate, this may mean ensuring that sympathetic materials are used to those of surrounding industrial units.

**Policy and Evidence Base References:**

PPS10, Sustainability Appraisal Objectives and Reports, Issues & Options and Preferred Options Reports, BREEAM Documents, Defra/CABE document 'Designing Waste Facilities - a guide to modern design in waste'.

**5.5 Sustainable Waste Transport**

**5.32** The Waste DPD cannot create a modal shift in how waste is transported, but can encourage alternatives to road transport via considered location of waste management facilities. Therefore, the impacts of waste transport have been an explicit consideration throughout the development of the Waste DPD. To begin with proximity to alternative modes of transport informed the overall spatial strategy. It was also one of the many criteria that has been used to positively select proposed new sites for waste management facilities, including proximity to rail heads, dock and canal systems. Approximately 40% of the proposed allocations have the potential to use alternative modes of transport through proximity to railways, dock, river or canal systems, or where the site is large enough for co-location and there is potential for waste to move around the site using pipes or conveyors. Although, in some cases, this may require considerable infrastructure investment on the part of the developer which may affect deliverability and/or feasibility. The site selection methodology has also positively selected access to public transport in terms of getting potential employees to and from new waste facilities.

**5.33** In addition, a policy WM5 on Areas of Search for small-scale waste sites has been developed which directs this type of development towards clusters of other waste uses within industrial locations, thereby creating potential synergies between waste sites and re-processors, which should lead to fewer and shorter vehicle movements between sites. Transport issues are also incorporated into the development management policies. All of the above has been informed by the SA which includes transport-related objectives as part of the assessment process.

**5.34** Nevertheless, within Merseyside and Halton there are very few operational and/or permitted waste management facilities capable of accepting waste by alternative modes of transport other than by road. Consequently, there is a heavy reliance on road transport for waste collection, even if waste is then moved on by rail or water for part of the treatment and/or disposal. Waste transported by road can potentially have a significant impact in terms of congestion, nuisance, highway safety and maintenance, and emissions to air, particularly where heavy goods vehicles use minor roads. Therefore, diverting waste movements away from the existing road network and onto more sustainable, alternative modes of transport needs to be encouraged wherever technically possible, and economically viable to do so. Air Quality is also a consideration as several of the proposed site allocations are within or close to Air Quality Management Areas (AQMAs), or in areas close to air quality thresholds.

**5.35** Merseyside and Halton benefits from extensive dock facilities, railheads and potential for barge movement of waste by water by using the Mersey Estuary and the Manchester Ship Canal. Therefore, there are opportunities to take advantage of alternative modes of transport, whilst acknowledging other economic and feasibility limitations. It is also important for the Waste DPD to ensure that the amenity and carbon impacts of waste transport by all modes should be minimised and mitigated for as far as possible.



## Policy WM 11

### Sustainable Waste Transport

All proposals for new waste management facilities (or extensions to an existing waste management facility) will be expected to meet the following criteria:

- Make use of alternatives to road transport for movement of wastes (such as water and rail transport and, where appropriate, use of pipelines and conveyors to neighbouring sites), wherever possible.
- Ensure there are sustainable choices of travel for its employees and visitors (such as, walking, cycling, public transport).
- Provide mitigation for the effects of road transport on local amenity including use of screening, sound insulation and time tabling traffic movements.
- Ensure safe access to and from the public highway and adequate capacity of local highway infrastructure.
- Reduce the impact of transport on climate change and carbon emissions.

Where development proposals cannot fulfil any of the requirements of the policy, then the planning proposal must provide justification.

### Explanation

**5.36** The purpose of the policy is to encourage alternative modes of transport for as many facilities as possible, although it is acknowledged that depending on where the waste resource is going larger, strategic facilities will offer greater potential due to scale, tonnages and economics. Nevertheless, development of new wharfs and railheads at larger, sub-regional sites which are likely to manage large quantities of waste, may justify for development of new transport infrastructure and could also act as a catalyst for other smaller facilities to cluster and locate in the near vicinity. This would increase the potential for treatment facilities to be accessible by alternative modes of transport. Sustainable transport issues should be considered for all waste management development, on both allocated and unallocated sites, including areas of search.

**5.37** The requirements of this policy will be assessed using a number of criteria. Applicants will be required to carry out a site-specific evaluation of the potential for transporting waste or waste related products by means other than road transport, taking account of:

- site location;
- type and volume of materials being transported;
- availability of existing non-road infrastructure;
- integration with other sites;
- financial viability;
- appropriate routing & access to the site.

**5.38** This can be reported in a Design and Access Statement or Transport Assessment, whichever is most appropriate. Applicants may also be required to prepare and implement a staff travel plan, and a vehicle movement management plan in accordance with relevant district LDFs and the LTPs.

### Policy and Evidence Base References:

PPS10, Merseyside Local Transport Plan 3, Halton LTP, District UDPs and emerging Core Strategies, Sustainability Appraisal Objectives and Reports, Ensuring Choice of Travel SPD.





## 5.6 Criteria for Waste Management Development

**5.39** Compliance with policy WM12 Criteria for Waste Management Development will maximise opportunities for ensuring that waste planning applications are submitted with appropriate information to enable the impacts of the proposal to be adequately assessed, therefore improving the efficiency and certainty of the planning process.

### Policy WM 12

#### Criteria for Waste Management Development

All proposals for new waste management development (including landfill) and alterations/amendments to existing facilities will be expected to submit a report covering the general details of the proposed development and a written assessment and mitigation of the short, medium, long-term and cumulative impacts on its neighbours and the surrounding environment in terms of the:

- Social, economic and environmental Impacts on the area;
- Amenity Impacts;
- Traffic (& transport) Impacts;
- Heritage & Nature Conservation Impacts;
- Overall Sustainability of the proposals (including carbon and energy management performance);
- Hydrogeological/Hydrological/Geological Impacts (for landfill and open windrow composting only).

Applications should refer to Box 1 which lists the general information that must be submitted with all waste applications and criteria which should be included in the assessment of impacts.

#### Explanation

**5.40** Policy WM12 requires that all key issues are addressed at the outset, therefore providing greater confidence to local planning authorities and communities, that the proposals would be high quality operations, and that any likely impacts will be appropriately controlled. For any waste management development, the developer should undertake pre-application discussions with the local planning authority and local community prior to submission of a formal planning application. This will help to ensure that all the necessary information is submitted with the planning application for the purposes of consultation, and make sure that the planning process is in conformity with the district's Statement of Community Involvement.

**5.41** Waste management facilities have the potential to impact both positively and negatively on the area in which they are located. They vary greatly in the types and volumes of waste that they manage, the hours that they operate, access and storage on site, for example. Landfill also has specific long term issues which need to be managed.

**5.42** Therefore, the criteria in WM12 that will need to be addressed for any planning application for a waste management facility whether it is a new development or alteration or amendment of an existing waste management facility. This will also include the requirement for an assessment of the potential short, medium and long term and cumulative impacts of the proposal on the site and its surroundings.

**5.43** Some of the criteria listed may be considered to be quite general and applicable to many types of non-waste application, and the Waste DPD has tried to avoid duplicating criteria that will be listed either in Core Strategy DPDs, or other district DPDs. Planning applications for waste uses typically raise particular concerns with their neighbours and communities in which they sit, related to traffic, noise, odour, dust and litter and other disturbances. Consequently, although the impacts covered in the policy, and the criteria listed in box 1, include some general criteria, this is to demonstrate that the development of the Waste DPD has been alive to the concerns of communities and stakeholders, and that impacts which are particularly controversial for waste applications are dealt with by the Waste DPD.





**5.44** Many of these issues will typically need to be assessed by the Environment Agency (EA) as part of the Environmental Permitting process too. However, there should not be significant duplication of effort or cost for the applicant in providing this information at the planning application stage if it is within the remit of Environmental Permitting. This type of information is often referred to as the Working Plan for the site. The criteria will not necessarily be controlled by planning, but through other legislative controls, however, many of them are important in determining acceptability of a proposal from a planning perspective.

**5.45** Certain types and scale of waste management facility will be required to produce a statutory Environmental Impact Assessment (EIA) under the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999. Requirements for individual EIA are assessed on a site specific basis across the six districts of the sub-region. For those applications which require Statutory EIAs, there would be a requirement to cover all the potential impacts included in this policy along with any other site specific impacts which may need to be addressed under EC Directives. This will provide consistency with the requirements being made on applications for waste management facilities that do not require statutory EIA.

**5.46** This policy will ensure that waste management planning applications are dealt with consistently through an agreed sub-regional policy framework, and therefore it is advisable for all waste proposals to request a screening opinion in line with the EIA Regulations, and at the earliest opportunity.

#### **Applications for Open Windrow Composting Facilities**

**5.47** Open windrow composting does not sit comfortably with either built facilities or landfill facilities. Although they are open air and therefore have a stronger relationship with landfilling activities, and tend to be located on the urban fringe or in the countryside. Composting activities can be similar to other rural industries but commercial scale waste composting is likely to be classed as inappropriate development in the Green Belt. In such cases, very special circumstances need to be demonstrated to justify that such facilities do not damage visual amenity by virtue of its siting, layout and design.

**5.48** Open air windrow composting schemes have a minimal requirement for new or existing buildings, typically only for a site office and compound areas. Because composting activities are similar to other rural industries the siting of such facilities in the Green Belt may be considered acceptable, since they preserve the openness of the Green Belt in line with paragraph 3.4 of PPG2. Activities may also be acceptable on operational landfill sites where the composting forms part of the restoration process, but would not be allowed to continue beyond the restoration phase.

**5.49** There are some particular issues associated with open windrow composting, such as creation of bioaerosols<sup>6</sup> which require a buffer zone to be maintained between the facility and any sensitive receptors including houses, hospitals, schools etc., in line with Environment Agency guidance. They also produce a leachate<sup>6</sup> which needs managing and require a large area of land to enable turning of the compost which keeps air flowing through the compost and speeds up the process.

**5.50** Although a separate policy is not considered necessary for assessing open windrow composting sites, planning applications or change of use to open windrow composting will only be considered acceptable if the site selection process includes consideration of the existing and surrounding uses of the site, and compliance with this policy (WM12) and policy WM13.



## Box 1

### Information to be Submitted in Support of a Waste Planning Application for Policy

#### General Information

1. A Statement of pre-application discussion regarding the proposal with the Local Planning Authority and details of community engagement.
2. The nature, volume and tonnages of each waste material to be accepted at the facility having reference to the European Waste Codes.
3. The duration of operations and hours of working.
4. Details of off-street space for all deliveries, collections and storage of materials together with associated parking.
5. Details of residual waste arising from the process.
6. Design details.
7. Proposals for dealing with:
  - Noise, odour, dust;
  - Birds & vermin;
  - Litter.

#### Environmental and Amenity Impacts

1. Impacts on Air quality.
2. Impacts to controlled waters.
3. Ground stability (where applicable).
4. Impacts on Agricultural land (where applicable).
5. Soil quality (where applicable).
6. Flood Risk and drainage issues (particularly associated with hazardous waste facilities).
7. Impacts on existing and proposed neighbouring land uses.
8. Aerodrome safeguarding (for landfill and Energy from Waste facilities or any waste use that has tall buildings or processes that may attract birds, or employ technologies which may affect navigation systems).
9. An assessment of cumulative impacts associated with nearby waste management activity or industrial processes.
10. Potential effects on human health.

#### Traffic & Transport Impacts

1. Broadly where the waste is coming from (and where it will go to if it is an intermediary facility) and how it will be transported (locally, regionally, nationally).
2. Number of traffic movements generated daily and tonnages of waste per vehicle movement.
3. Types of vehicles to be used and proposed routes for accessing the site.

#### Heritage and Nature Conservation Impacts

1. Measures to safeguard and enhance existing and potential archaeological, heritage and conservation interests
2. Measures to safeguard and enhance ecological, geological, geomorphological and landscape features of interest at the site.
3. With respect to nature conservation, project-level HRA screening will be required for any site within 1km of an internationally designated site and the applicant will be required to provide sufficient evidence to enable HRA screening to be undertaken.

#### Sustainability Impacts



1. Carbon performance of the proposed development and operations (including transport), especially for thermal treatment.
2. Contribution the proposal will make to adapting to and reducing the impacts of climate change.
3. A Statement of how the proposed facility will contribute to the waste management self sufficiency of Merseyside and Halton.
4. An economic assessment of the proposed facility (e.g. creation of jobs (including number during construction and operation and skills levels), impacts on local economy).
5. An energy statement.

#### **Landfill and Open Windrow Composting Specific Impacts**

1. Consideration of requirements for ancillary development in future stages of the development e.g. Landfill gas flaring (landfill only).
2. Details of restoration of the site and suitable provisions for aftercare and monitoring, including, where appropriate, the long-term management of leachate and gas emissions.
3. Hydrogeological, hydrological and soil permeability characteristics.
4. Provide evidence that the development will not increase NOx levels in the vicinity (applies to non-inert landfill sites within 1km of an internationally designated site only)
5. Propose bird-scaring measures appropriate to the individual site (applies to non-inert landfill sites within 5km of an internationally designated site only)

#### **Policy and Evidence Base References:**

PPS10, Issues and Options Report, Preferred Options Report, Sustainability Appraisal Objectives and Report, District UDPs and Core Strategies, Habitat Regulations Assessment.

### **5.7 Waste Management Applications on Unallocated Sites**

**5.51** It is inevitable that availability of sites will change over time. For example, some of those we have identified may become unavailable because they will be used for other purposes. In other instances, landowners and developers may propose new locations for waste management facilities that do not appear on the Site Allocations Map which accompanies this Waste DPD or take advantage of possible windfall sites that may come forward during the plan period, and these will also be considered in line with policy WM1.

**5.52** Some waste management planning applications are submitted as a change of use to an existing industrial activity, under the terms of the Town and Country Planning (Use Classes) Order 1987. This is most likely to occur if the existing use of the site is classed as B1/B2 or B8 industrial use. Although B1 activities are restricted in terms of impact on residential areas, several waste management activities have been deemed to be classed as B2 general industrial use. Impacts on neighbouring uses are a particular issue arising from change of use to waste management use.

**5.53** There may also be instances where the needs assessment or spatial need changes and a particular type of waste management operation which was not previously considered necessary may be supported. Bearing all these points in mind, this policy WM14 deals with Planning Applications for New Waste Management Facilities on unallocated sites to provide the Waste DPD with sufficient flexibility to take account of these changes.



## Policy WM 13

### Planning Applications for New Waste Management Facilities on Unallocated Sites

Planning permission will only be granted for additional waste management facilities on unallocated sites where the applicant has provided written evidence to demonstrate:

- That a suitable allocated site is not available or suitable for their proposed use;
- That the proposed site can be justified against the criteria for built facilities used in the site selection process for allocated sites shown in table 5.1;
- The site will be sustainable in terms of its social, economic and environmental impacts and this has been demonstrated through Sustainability Appraisal and Habitats Regulations Assessment Screening at the project-level;
- The proposal complies with the vision and spatial strategy for the Waste DPD and satisfies criteria in policy WM1 and WM12.

Full details of the criteria and scores used as part of the site assessment process for allocated sites is shown in Table 5.1. Reference should be made to this to ensure that the correct criteria are being applied consistently. For this reason, it is important that early pre-application discussions are held with the local planning authority, and that the method used and results of the assessment should be submitted with the application.

### Explanation

**5.54** A detailed site assessment process has informed the site allocations for built facilities. A high degree of agreement has been achieved on the criteria and site assessment process through public and stakeholder consultation. Full details of the site assessment process is available as a supporting document - The Built Facilities Methodology Report. It is essential that the evaluation of any additional sites is consistent with the approach used for identifying the allocated sites, in order that the assessment is objective and transparent.

**5.55** Table 5.1 shows the criteria and relevant scores that have been used to assess the allocated sites, however, the scoring process has only been part of the site selection process as a deliverability assessments, Habitats Regulation Assessment and Sustainability Appraisal has also been carried out for each site. The deliverability assessment should cover land ownership issues, availability of utilities on site and any council planning aspirations for the site/area.

**5.56** The HRA indicates that there should be a buffer zone of at least 200m between the nearest boundary of the site and any internationally designated site to limit any increases in nitrogen deposition. Closer separation should only be permitted if it can be demonstrated that the impact of the facility on the designated site will be inconsequential.

**5.57** It should be noted that the Waste DPD site selection process has assessed whether the site will have an impact on each of the criteria individually. By adopting a consistent approach to the assessment of proposed new sites with that of allocated sites, it will enable all waste management sites to be assessed on an equitable basis. This approach is supported by the SA.





Table 5.1 Table : Site Selection Criteria for Built Facilities

Criteria	Zone 1	Score	Zone 2	Score	Zone 3	Score	Zone 4	Score	Zone 5	Score	Zone 6	Score
Listed buildings; Parks and gardens; SAMs	within	-50	0-100m	-10	100-250m	-5	>250m	0				
SACs SPAs & Ramsar; NNRs & SSSIs; WHS; Residential areas; Schools; Hospitals; Food processing plants	within	-50	0-100m	-25	100-250m	-20	250-500m	-10	500m-1km	-5	>1km	0
Nitrate Vulnerable Zones	within	-2	outside	0								
Prime Agricultural Land	within	-15	outside	0								
Controlled surface waters; Green Belt	within	-15	0-100m	-5	>100m	0						
Indicative Floodplain	Flood Zone 3	-15	Flood Zone 2	-10	outside	0						
Groundwater source protection zones	Risk zone 1	-15	Risk zone 2	-10	Risk zone 1	-5	outside	0				
Ancient Woodlands; LNRs; Local biological & geological sites; Conservation areas; AQMAs; Green & open public space	within	-15	0-100m	-10	100-250m	-5	outside	0				
Unsuitable land allocation (B1 allocations); Public rights of way; Notifiable hazard zone (COMAH sites)	within	-5	outside	0								
Aerodrome safeguarding zone	within -15	0-5km	-2	5-13km	-1	>13km	0					
Major road junction	within 1km	+15	outside	0								
Previously developed land	within	+15	outside	0								
Large energy customer zone	within 500m	+10	500m-2km	+5	outside	0						
Current landfill; Industrial areas; Proximity to railway sidings; Proximity to canals; Proximity to docks; Access to public transport (bus); Access to public transport (rail)	within	+15	0-100m	+10	100-250m	+5	>250m	0				
Proximity to unemployment areas; Proximity to strategic routes	within	+15	0-100m	+12	100-250m	+10	250-500m	+5	500m-1km	+2	outside	0
Other operating waste site	co-located	+20	0-100m	+15	100-250m	+10	250-500m	+5	>500m	0		
Proximity to waste arisings (town centres)	within	+20	0-100m	+15	100-250m	+12	250-500m	+10	500m-1km	+5	>1km	0





### **Policy and Evidence Base References**

PPS10, Issues & Options Report, Preferred Options Report, Sustainability Appraisal Reports and Scoping Objectives, District UDPs and emerging District Core Strategy DPDs, Built Facilities Site Search Methodology, Habitats Regulations Assessment.

## **5.8 Energy from Waste**

### **Energy from Waste Provision**

**5.58** Merseyside and Halton is in the unusual position of having a significant amount of consented and available EfW capacity within the sub-region which exceeds the identified EfW management need by over 450,000 tonnes of refuse-derived fuel (RDF). Whilst there is no guarantee that all the consented capacity for EfW will either be built or be available to Merseyside and Halton, there is sufficient capacity to meet the identified needs.

**5.59** Since the Preferred Options Consultation, MWDA has also narrowed its Resource Recovery procurement process down to the final two bidders, both of whom are proposing to use consented facilities outside the sub-region. Therefore, the requirement to allocate sites for EfW specifically for LACW is removed. Policy WM14 on Energy from Waste Provision is shown below:

#### **Policy WM 14**

##### **Energy from Waste**

No new sites for large scale Energy from Waste for Local Authority Collected Waste or Commercial and Industrial Waste are allocated. Reliance will be placed on existing consents and operational facilities within Merseyside and Halton, the outcome of the MWDA procurement process and the capacity in the wider Northern region of England to meet the identified needs.

##### **Small Scale Energy from Waste Facilities**

Applications for small scale EfW facilities, up to a maximum of 80,000 tpa treatment capacity or up to a maximum of 10MW heat and power output, which can be demonstrated to serve an identified local need, such as providing an existing business with significant energy requirements, or a district heating scheme to provide affordable warmth, will be considered subject to compliance with policies WM12 and WM13.

### **Explanation**

**5.60** Within Merseyside and Halton the existing regionally significant facility at Ineos Chlor has over 250,000 tonnes of permitted capacity available to treat Solid Recovered Fuel / Refuse Derived Fuel (SRF/RDF) processed from approximately 500,000 tonnes of residual waste. There are also several other consented facilities with a lesser capacity. Throughout the development of the Waste DPD there has been regular liaison with the owners of these facilities and there is reasonable assurance that these sites will be developed.

**5.61** The policy is responding to the evidence base which clearly demonstrates that Merseyside and Halton has sufficient EfW capacity to meet its LACW and Commercial and Industrial Waste (C&I) needs, and that it also has some capacity to contribute to regional capacity needs. This takes account of the fact that the final bidders for the MWDA PFI contract intend to utilise facilities outside the sub-region, but that the corresponding amount of EfW capacity in Merseyside and Halton will be available for other sub-regions either to manage LACW or C&I wastes, as is the case with the Ineos Chlor facility.

**5.62** A significant proportion of this consented EfW capacity is currently targeted at C&I waste via merchant facilities, and the Needs Assessment indicates that there is no justification for allocating further sites within the Waste DPD for this purpose. The industry can use a combination of operational capacity and current planning consents to meet the identified need through, for instance, commercial contracts.



**5.63** Allocation of sites for further EfW capacity, if they were built, would inevitably lead to the import of substantial amounts of waste and RDF into Merseyside & Halton over and above existing imports and those which will take place if consented capacity is delivered. Whilst it is acknowledged that Merseyside and Halton will need to continue exporting some waste to landfill, and that the MWDA PFI contract will result in waste being exported, this has been balanced by residual waste being imported from neighbouring planning authorities, allocating additional sites for treatment, and the existing consented EfW capacity. Furthermore, the needs assessment also indicates that Merseyside and Halton is much closer to achieving self sufficiency than it was several years ago.

**5.64** Some concerns were also raised at Preferred Options stage with respect to health implications associated with EfW Facilities. Health concerns have not been upheld at recent Public Inquiries into proposed EfW facilities where the Health Protection Agency have indicated that there is no proven health risk associated with EfW. This is also shown in the Evidence Base through the study 'Health Effects of Waste Management' (Richard Smith Consulting Ltd).

**5.65** Should applications for small scale EfW facilities (up to a maximum of 80,000 tpa treatment capacity or up to a maximum of 10MW heat and power output) come forward in the form of combined heat and power to serve a local need such as an existing business with significant energy requirements or a District heating scheme then criteria based policy will be used to judge such applications on their merits. In this event then policy WM12 and WM13 will apply.

**5.66** These figures (80,000 tpa treatment capacity and 10MW heat and power output) have been derived from experience of planning applications, the economic viability of operations and typical heat and power outputs that would enable a EfW to contribute a reasonable proportion of renewable energy for business energy requirements or district heating schemes.

**5.67** Applications for Energy from Waste facilities should demonstrate the facility will not have an adverse air quality effect on internationally designated sites within a 10km radius. This should be accomplished through a project-level HRA screening and will need full appropriate assessment in the event that significant impacts are identified.

**5.68** The intention is that small scale EfW facilities would serve a local need, both in terms of using local waste as fuel, and to provide heat and power to local businesses enabling them to operate efficiently in Merseyside and Halton. Alternatively, so that waste can be used to provide heat for district heating schemes, thus providing affordable warmth and energy security to residents, and allowing the negatively perceived waste industry to make a positive contribution back to local communities.

**5.69** Enabling provision of small scale EfW facilities (within strict policy parameters) within Merseyside and Halton adds flexibility to the Waste DPD, by providing scope for the sub-region to become more self sufficient in waste management, and promoting a low carbon economy.

**5.70** This approach is supported by the SA, which judges these policies to be in line with sustainability principles and has potential to lead to a more sustainable approach to the management of waste.

**Policy and Evidence Base References:**

PPS10, MWDA Resource Recovery Procurement Contract, Sustainability Appraisal Objectives and Report, Needs Assessment, Habitats Regulations Assessment.

## 5.9 Development Management Policy for Landfill

### Assessing Planning Applications for Landfill

**5.71** The 'Survey for Landfill in Merseyside and Halton' Report (see supporting documents) has shown that there is some opportunity for inert waste landfill. The opportunity for future landfill of non-hazardous, non-inert waste in the sub-region is very constrained, therefore, there will be continued reliance on neighbouring sub-regions for this purpose. In order for the assessment of proposed new landfill sites to be transparent, it is important that a policy approach is established. Therefore, policy WM15 deals with landfill applications on unallocated sites.



## Policy WM 15

### Landfill on Unallocated Sites

Planning permission will only be granted for additional landfill on unallocated sites where it is demonstrated that:

- The proposal can be justified against the criteria used for the Waste DPD site selection process for landfill sites shown in table 5.2;
- That the proposal complies with vision and spatial strategy for the Waste DPD and satisfies the criteria set out in policy WM12;
- Sustainability Appraisal and Habitats Regulation Assessment have been undertaken at the project level and any negative effects can be satisfactorily mitigated for, and;
- That it contributes to the identified need for residual landfill capacity.

Full details of the criteria used as part of the site assessment process for allocated landfill sites can be found in Table 5.2. Reference should be made to this to ensure that the correct criteria are being applied consistently. For this reason, it is important that early pre-application discussions are held with the local planning authority, and that the method used and results of the assessment should be submitted with the application.

### Explanation

**5.72** Although Merseyside and Halton can demonstrate that they are contributing to the regional waste infrastructure needs for built facilities, due to the urban nature of the sub-region, the relatively restricted minerals and aggregate industry and its underlying geology/hydrogeology, it is difficult to identify sites which may be appropriate for landfill, particularly non-inert landfill. Currently, Merseyside and Halton are exporting considerable amounts of non-inert waste to neighbouring authorities, and obviously this is a concern for those affected.

**5.73** The volumes of waste requiring landfill disposal are already decreasing as a consequence of higher rates of diversion from landfill, principally through recycling, and as new built, treatment facilities come on line. Decreasing rates of landfill are raising concerns for existing landfill operators, as landfill sites are not filling quickly enough to allow them to complete and restored within their permitted time frames. This is likely to result in applications for time extensions for many of the North West's landfills, although there is no guarantee that time extensions will be granted, if time extensions are consented there may not be a regional requirement for significant new landfill capacity. Nevertheless, it is important that Merseyside and Halton has a robust policy to assess new landfill opportunities on unallocated sites.

**5.74** This approach is applicable to both inert and non-inert landfill, and was supported at the Preferred Options consultation and by the Sustainability Appraisal. The HRA indicates that there should be a buffer zone of at least 200m between the nearest boundary of the site and any internationally designated site to limit any increases in nitrogen deposition. Closer separation should only be permitted if it can be demonstrated that the impact of the facility on the designated site will be inconsequential.

**5.75** Table 5.2 shows the criteria and relevant scores that have been used to assess the allocated landfill sites, however, the scoring process has only been part of the site selection process as a deliverability assessments, Habitats Regulations Assessment and Sustainability Appraisal has also been carried out for each site.



Table 5.2 Table : Site Selection Criteria for Landfill Facilities

Criteria	Zone 1	Score	Zone 2	Score	Zone 3	Score	Zone 4	Score	Zone 5	Score	Zone 6	Score
Listed buildings; Parks and gardens; SAMs	within	-50	0-100m	-10	100-250m	-5	>250m	0				
SACs SPAs & Ramsar; NNRs & SSSIs; WHS; Residential areas; Schools; Hospitals; Food processing plants	within	-50	0-100m	-25	100-250m	-20	250-500m	-10	500m-1km	-5	>1km	0
Nitrate Vulnerable Zones	within	-2	outside	0								
Prime Agricultural Land	within	-5	outside	0								
Controlled surface waters	within	-15	0-100m	-5	>100m	0						
Indicative Floodplain	Flood Zone 3	-15	Flood Zone 2	-10	outside	0						
Groundwater source protection zones	Risk zone 1	-50	Risk zone 2	-10	Risk zone 1	-5	outside	0				
Ancient Woodlands; LNRs; Local biological & geological sites; Conservation areas; AQMAs; Green & open public space	within	-15	0-100m	-10	100-250m	-5	outside	0				
Unsuitable land allocation (B1 allocations); Public rights of way; Notifiable hazard zone (COMAH sites)	within	-5	outside	0								
Aerodrome safeguarding zone	within	-15	0-5km	-2	5-13km	-1	>13km	0				
Major road junction	within 1km	+15	outside	0								
Previously developed land	within	+10	outside	0								
Large energy customer zone	within 500m	+10	500m-2km	+5	outside	0						
Former landfill; Former mineral extraction site; Current mineral extraction site	within	+15	outside	0								
Current landfill	within	+20	outside	0								
Other operating waste site; Proximity to railway sidings; Proximity to canals; proximity to docks	co-located	+15	0-100m	+10	100-250m	+5	outside	0				
Proximity to strategic routes	Co-located	+15	0-100m	+12	100-250m	+10	250-500m	+5	500m-1km	+2	>1km	0
Proximity to waste arisings (town centres)	within	+20	0-100m	+15	100-250m	+12	250-500m	+10	500m-1km	+5	>1km	0





**Policy and Evidence Base References:**

PPS10, Needs Assessment, Survey for Landfill in Merseyside and Halton Report, Preferred Options consultation, PINS Frontloading Visit Report, Habitats Regulations Assessment.

**5.10 Restoration and Aftercare**

**5.76** The development of waste management facilities can potentially have significant landscape and visual impacts. In order to reduce the scope and scale of any impact, and to ensure the sustainable use of land, it is necessary to ensure that sites can be satisfactorily reclaimed, and that such reclamation is not unduly delayed. For built waste management facilities, these activities will be controlled by the Environmental Permitting process. For landfill operations, it is important for the Waste Planning Authority to be involved and agree an after-use and restoration plan.

**5.77** It is therefore important for landfill operators to understand what will be expected with respect to restoration and aftercare proposals. This information is laid out in policy WM16.

**Policy WM 16**

**Restoration and Aftercare of Landfill Facilities**

The Local Planning Authority will require applicants to submit a plan for the restoration and aftercare of land affected by proposals for landfill before planning permission is granted. The plan must include the following information:

- Details of the proposed after-use and landscaping of the site;
- Demonstration that pre-application consultation has taken place with the community in which the site is located;
- Details of the type of material to be used for filling and that the degree of compaction is compatible with the proposed after-use;
- Scaled drawings of existing and finished contours including pre and post settlement contours;
- How the landfilling scheme contributes to the landform and landscape quality on completion in accordance with any adopted landscape character assessment;
- Timescales for both operational and restoration phases of landfill and details of phased restoration;
- Suitable provision for aftercare and monitoring including, where appropriate, long term management of leachate and gas emissions;
- Energy recovery proposals (where technically feasible);
- Protocols outlining how damage to restoration caused by subsidence or access to gas and other infrastructure can be addressed, such as interim restoration;
- Details of long term funding mechanism for realising the aftercare and restoration proposals including legal agreements (or through financial provision agreement with the Environment Agency);
- Long term environmental management and ecology plan.

**Explanation:**

**5.78** Land taken for landfill activities must be restored and completed at the earliest practicable opportunity and within the timescale permitted by the planning consent, as long term continued landfill of sites can have a serious detrimental impacts upon the amenities of adjacent communities. The restored landfill site must be made capable of supporting an acceptable after-use. Wherever possible the after-use should benefit the community in which it sits, although the after-use for a site may well vary according to its location, and the context of its setting. In all cases the identification of an appropriate after-use and aftercare conditions is needed at the outset, and progressive restoration will be required where possible.





**5.79** Restored landfill can make a valuable contribution to green infrastructure and typical after-uses could include:

- Improving public access to the countryside, including public access for disabled people and recreation;
- Use for management of water resources and/or flooding management;
- The improvement of biodiversity and long term ecological management;
- Use as back-up grazing;
- Opportunities for energy production (e.g. wind, solar or biomass production);
- Return to agriculture, forestry or other 'open' use recreational facilities.
- Provision of ecosystem services<sup>6</sup>.

**5.80** Restoration and aftercare proposals must be discussed at the pre-application stage to ensure that appropriate local consultation is undertaken prior to submitting the planning application, in accordance with district Statements of Community Involvement, and to allow local communities to influence the restoration proposals. Planning applications will not be validated without consideration of these issues or without public consultation. Detailed proposals must be proposed at an early stage and will be secured through legal agreements or conditions.

**5.81** It is essential that sites are restored to the highest standards. Restoration proposals and methodologies will be assessed at the planning applications stage to ensure that operations are both technically and financially feasible and respect the character of the landscape in which the development is proposed and, where appropriate, improve the provision of facilities for the benefit of the local and wider community. Any restoration proposals must therefore address progressive/phased restoration, long term environmental management and funding mechanisms. Restoration proposals should be compatible with other policies of the Waste DPD and other relevant LDF documents for the district in which the site is located.

**Policy and Evidence Base References:**

PPS10, Issues & Options Report, Preferred Options Report, Sustainability Appraisal Objectives and Report.



## 6 Implementation and Monitoring

### 6.1 Delivery Framework

#### Implementation

**6.1** Implementation of the Waste DPD will fall to several parties including waste planning authorities, waste collection authorities, Merseyside Waste Disposal Authority (MWDA), the Environment Agency and the private waste industry. The primary responsibility for implementation of policies will, however, lie with the local planning authorities through the planning process, whilst delivering the site infrastructure will fall to the waste industry. MWDA has a clearly defined role which is being implemented through its three contracts; recycling, resource recovery and disposal. The Waste DPD is a sub-regional plan, and it is particularly difficult to identify specific sources of public sector funding or specific people/companies who will have responsibility for taking forward individual sites. For example, this will predominantly be market driven by the waste industry for C&I wastes.

**6.2** Once adopted the Waste DPD policies and allocations will become part of District Local Development Frameworks. Planning decisions on waste management facilities and development likely to have an impact on Waste DPD allocations must be fully integrated with the Core Strategies and other DPDs.

**6.3** The Waste Collection Authorities, MWDA and the waste industry in general will need to optimise waste collection and recycling systems, promote waste minimisation and develop new waste management infrastructure to meet the needs of the sub-region.

**6.4** The Environment Agency has a two-fold role in terms of promoting waste minimisation and also in regulating and monitoring how each facility is operated and managed via the Environmental Permitting System.

**6.5** Principally, implementation of the policies within the Waste DPD should ensure that the vision and objectives of the Waste DPD are being met. Therefore, the implementation and monitoring plans are based around meeting the objectives.



Table 6.1 Implementation Plan

Policy	How it will be implemented	Who will Implement it	Related Strategic Objective
Protecting Existing Waste Management Capacity (WM2, WM3, WM4 & WM7)	Through the planning process ensure sites that are currently in waste management use are not allowed to be developed for another purpose unless there is a justified overriding need, or that the capacity has been made up for elsewhere.	Local Planning Authority	SO1, SO3, SO4, SO6, SO8
Areas of Search for Small-Scale Waste Management Facilities (WM5)	Ensure Guide to Site Prioritisation (policy WM1) fully met. Assessment of planning applications to ensure that small-scale waste-related development is directed towards Areas of Search	Land Owners / Site Operators Local Planning Authority	SO1
Waste Prevention & Resource Management (WM8)	Through planning process encourage adoption of design principles and construction methods that prevent and minimise the use of resources and encourage the use of high-quality building materials made from recycled and secondary sources;	Local Planning Authority Land Owners Site Operators	SO2, SO4, SO5
	Produce Site Waste Management Plans	Land Owners Site Operators	
Design & Layout for New Development (WM9)	Building designs (both individual dwelling design and overall design of development) should facilitate separation & collection of waste including recyclable materials and incorporation of home composting where possible.	Developers/Architects / Land Owners / Site Operators Local Planning Authority	SO4, SO5, SO6
	Development design (including road layouts) to improve access for transport & collection of waste and recyclable materials.	Architects / Land Owners / Site Operators	



Policy	How it will be implemented	Who will Implement it	Related Strategic Objective
		Local Planning Authority	
	Designs for major new employment and residential development to allow incorporation of low carbon combined heat and power to deliver energy security and long term economic benefits.	Architects / Land Owners / Site Operators Local Planning Authority	
High Quality Design & Operation of New Waste Management Facilities (WM10)	BREEAM Assessments to be submitted with planning applications	Architects / Land Owners / Site Operators Local Planning Authority	SO3, SO4, SO6, SO7, SO8
	Early liaison with the Environment Agency re: permitting issues	Site Operators / Land Owners Local Planning Authority Environment Agency	
Sustainable Waste Transport (WM11)	Through planning application process and demonstration that new waste management development has assessed: <ul style="list-style-type: none"> <li>• Alternatives to road transport for movement of wastes</li> <li>• Sustainable travel for its employees</li> <li>• Mitigation of the effects of road transport on the local amenity.</li> <li>• Safe &amp; adequate access to and from the highway.</li> <li>• Reduction of impact on climate change.</li> </ul>	Land Owners / Site Operators Local Planning Authority	SO6, SO7, SO8



Policy	How it will be implemented	Who will Implement it	Related Strategic Objective
Criteria for Waste Management Development (WM12)	Through the planning process ensure that all the relevant criteria in Box 1 are assessed and satisfactorily mitigated for. To ensure that policy WM1 is fully met.	Land Owners / Site Operators Local Planning Authority Environment Agency	SO3, SO4, SO6, SO8
Waste Management Facilities on Unallocated Sites (WM13)	Ensure Guide to Site Prioritisation (policy WM1) fully met.  Through assessment of planning applications to ensure that use of unallocated site is fully justified, and all relevant criteria met.	Land Owners / Site Operators (prepare and provide) Local Planning Authority (review)	SO1, SO3, SO4, SO6, SO8
Energy from Waste(WM14)	Quantification of : <ul style="list-style-type: none"> <li>• MWatts Electricity Generated</li> <li>• MWatts Heat recovered</li> <li>• CO<sub>2</sub> emissions data.</li> <li>• Location of Heat Customers</li> </ul> <p>will be included in proposals and operational schemes</p>	Merseyside Waste Disposal Authority  Site Operators  Local Planning Authority  Energy Customers	SO3, SO8
Landfill on Unallocated Sites (WM15)	To ensure proposals for landfill on unallocated sites can be satisfactorily assessed.	Land Owners / Site Operators Local Planning Authority	SO1, SO3, SO8
Restoration & Aftercare (WM16)	Through the planning process ensure that restoration plans are agreed and that aftercare of the site is appropriate and implemented.	Land Owners / Site Operators Local Planning Authority	SO3, SO6, SO8
	Early liaison with Environment Agency regarding restoration and aftercare plans	Land Owners / Site Operators  Local Planning Authority  Environment Agency	





Policy	How it will be implemented	Who will Implement it	Related Strategic Objective
	Secure long term funding mechanism for realising the aftercare and restoration proposals (through S.106 agreements or through financial provision agreement with the Environment Agency)	Land Owners / Site Operators Local Planning Authority Environment Agency	

**Table 6.2 Site-specific implementation - phasing and delivery**

Site Reference/Name	Site Size (ha)	Required by:	Implemented/Developed by:	Funded by:
<b>Sub-regional Sites</b>				
H1 Site at Widnes Waterfront	7.8	2015	Private landlord/New Earth Solutions (Private waste industry)	New Earth Solutions/ Private finance
K1 Butlers Farm, Knowsley Industrial Park	8.0	2015	Public sector landlord/Private waste industry	Private finance
L1 Land off Stalbridge Road, Garston	5.4	2015	Private landlord/Jack Allen Holdings Ltd(Private waste industry)	Jack Allen Holdings Ltd/Private Finance
F1 Alexandra Dock No1, Metal Recycling Site	9.8	2015	EMR or private waste industry	EMR/private finance
S1 Land SW of Sandwash Close, Rainford Industrial Estate	6.1	2015	Private landlord/Private waste industry	Private finance



Site Reference/Name	Site Size (ha)	Required by:	Implemented/Developed by:	Funded by:
W1 Car Parking / Storage area, former Cammell Laird Shipyard, Birkenhead, Wirral	5.9	2015	Private landlord/Private waste industry	Private finance
<b>District Sites</b>				
H2 Eco-cycle Waste Ltd, Johnson's Lane, Widnes	2.0	2010	Eco-cycle or private waste industry	Eco-cycle/private finance
H3 Runcorn WWTW	1.2	2015	Halton Council HWRC	District/Contractor/ Private finance
K2 Image Business Park, Acornfield Road, Knowsley Industrial Park	2.8	2027	Public sector landlord/Private waste industry	Private finance
K3 Mainsway Ltd, Ellis Ashton Street, Huyton Business Park	2.3	2027	Mainsway Ltd or private waste industry	Mainsway/private finance
K4 Former Pilkington Glass Works, Huyton Business Park	1.3	2027	Private landlord/Private waste industry	Private finance
L2 Site off Regent Road / Bankfield Street, Liverpool	1.4	2027	Private landlord/Private waste industry	Private finance
L3 Waste Treatment Plant, Lower Bank View	0.7	2027	Veolia/Private waste industry	Private finance
F2 55 Crowland Street, Southport	3.6	2027	Southport Skip Hire or private waste industry	Southport Skip Hire/ private finance
F3 Site North of Farriers Way, Atlantic Business Park	1.7	2015	Private landlord/Private waste industry	Private finance

Site Reference/Name	Site Size (ha)	Required by:	Implemented/Developed by:	Funded by:
F4 1-2 Acorn Way, Bootle	0.8	2015	Private landlord/Spotmix (Private waste industry)	Spotmix/Private finance
S2 Land North of T.A.C., Abbotsfield Industrial Estate	1.3	2027	Public sector landlord/Private waste industry	Private finance
W2 Bidston MRF / HWRC, Wallasey Bridge Road	3.7	2027	MWDA	MWDA/public sector
W1 Former Goods Yard, Adjacent Bidston MRF / HWRC, Wallasey Bridge Road	2.8	2027	Major Skip Hire or private waste industry	Major Skip Hire/private finance
<b>Landfill Sites</b>				
K5 Cronton Claypit, Knowsley	22.3	2015	Ibstocks Brickworks and private waste industry	Private Waste Sector
S3 Bold Heath Quarry, St Helens	40.2	2015	Dennis Morgan plc	Dennis Morgan plc





## 6.2 Monitoring Framework

### Monitoring

**6.6** In order to implement the Waste DPD it is important to ensure that:

- The performance of the plan is monitored.
- The evidence base is monitored and that systems are in place to update it.
- Uptake of land allocations is monitored to assist in the phased release and/or safeguarding of land.

**6.7** Responsibility for monitoring lies with the waste planning authorities, and agreement has been reached for Merseyside EAS to support the monitoring of the Plan through specific actions listed in the monitoring plan.

**6.8** The Waste DPD has been developed with the best information available at the time, and the evidence base has been updated through each stage of its development. The Waste DPD is flexible and able to respond to changing needs and circumstances, through its site allocation and policies. Monitoring the performance of the policies and the uptake of the allocated sites will allow the effectiveness of the Waste DPD in delivering its Spatial Vision and Strategic objectives to be measured.

**6.9** There may not eventually be development of all of the proposed allocations in this Plan for waste uses. This will be needs led, and also based on economic factors. Some sites may be able to support more than one facility, and others may operate to a high capacity, both eventualities could lead to fewer sites being required. If there is a requirement for additional sites, this will be addressed through development management policies. This will be monitored by assessing the number of sites which are taken up at regular monitoring periods during the Plan period, and the capacity of those facilities to handle various types of waste. This will be checked against the Needs Assessment for the sub-region.

**6.10** The monitoring of the Waste DPD will need to be fed into the Annual Monitoring Reports (AMRs) of each district, where it will be reported alongside performance of the Core Strategies and other DPDs. The AMR will report on the effectiveness of policies and identify any changes needed if a policy is not working or the targets are not being met. Specifically AMRs will need to monitor uptake of sites, treatment capacity and need for treatment. It is likely that the Waste DPD will be reviewed every five years or sooner if this is justified. The first review will take place within 2 years of its adoption, as this is when most of the treatment facilities consented prior to adoption of the Waste DPD, are due to become operational, and it is critical that this is monitored to review the take-up of land allocations, taking into account delivery of capacity and any over or under provision.

**6.11** The role of Merseyside EAS will be to review the uptake of allocations and compare against the assessment of need, and also review the use of the waste policies. It will periodically review the needs assessment according to the timeline in paragraph 6.11 above. Finally, Merseyside EAS will also annually monitor the mass balance of imports and exports to the sub-region, to ensure that Merseyside and Halton are moving towards self sufficiency. This information will then be passed to the districts for inclusion in their individual AMRs.

**6.12** Indicators have been chosen which provide a consistent basis for monitoring the performance of the Waste DPD against its vision and strategic objectives, and key policies. The indicators will reflect the recommendations of the Sustainability Appraisal and also include some former National Indicators (NI) where these are still referred to, and indicators from the single data list which were developed by the Department for Communities and Local Government in 2010, and Core Output Indicators (COI) recommended for local authorities in monitoring the performance of their own local development frameworks and their performance against RSS targets. Sustainable Development principles are incorporated into the vision and strategic objectives. In a small number of cases additional local indicators have been developed which help monitor performance of policies which are specific to the Merseyside Joint Waste DPD. All the indicators will provide the basis for identifying where the Waste DPD needs to be strengthened, maintained or changed.

## Monitoring Plan

Table 6.3 Monitoring Plan

Indicator Reference	What will be measured?	Resources /Infrastructure Required	Where will it be Implemented?	Target	Related Strategic Objectives
Single data list 082-01	Method of collection & tonnage of waste e.g. kerbside, civic amenity, flytipped	District Officer Time MWDA Officer Time  (PFI funding for alternative facility)  EA officer Time	Across Merseyside and Halton through AMR Reporting	-	SO2, SO3, SO4, SO5
Single data list 082-02	Tonnage of waste sent for recycling, composting, re-use split by material type	District Officer Time MWDA Officer Time	Across Merseyside and Halton through AMR Reporting	Progressive increase year on year but 50% by 2020	SO2, SO3, SO4, SO5, SO8
Single data list 082-03	Method of disposal & tonnage of waste (e.g. Landfill, incineration)	District Officer Time MWDA Officer Time	Across Merseyside and Halton through AMR Reporting	Achieve a maximum of 10% to landfill by 2020 with remaining residual waste (40%) to treatment	SO1, SO3, SO4, SO8
Single data list 067-01	Contribution made by LACW management to CO <sub>2</sub> reduction from local authority own estate & operations	District Officer Time MWDA Officer Time	Across Merseyside and Halton through AMR Reporting	Initial target of year on year reduction. Requirement to review and set formal target if appropriate	SO6, SO7, SO8
Former National Indicator NI186	Contribution made by sustainable waste management to per capita reduction in CO <sub>2</sub> emissions in local authority area	District Officer Time	Across Merseyside and Halton through AMR Reporting	Initial target of year-on-year reduction. Requirement to review and set formal target if appropriate	SO6, SO7, SO8
Single data list 024-15 AMR W-1	Capacity of new waste management facilities by waste planning authority	Merseyside EAS	Across Merseyside and Halton through AMR Reporting	Requirements in line with Needs Assessment	SO1
Single data list 024-16 AMR W-2	Amount of municipal waste arisings managed by waste management type and by waste planning authority	District Officer Time MWDA officer Time	Across Merseyside and Halton through AMR Reporting	Annual figures should be available via MWDA/ Waste collection authorities	SO1, SO3





Indicator Reference	What will be measured?	Resources /Infrastructure Required	Where will it be Implemented?	Target	Related Strategic Objectives
Single data list 024-12 AMR E-3	To show the contribution the waste sector will make to the amount of renewable energy generation by installed capacity (reported in MW to include both heat and electrical energy recovered)	District Officer Time Merseyside EAS	Across Merseyside and Halton through AMR Reporting	No target set as it will vary year on year depending on the type of facilities being developed and the amount of waste recovered that qualifies for Renewables Obligation Certificates	SO3, SO8
Local Indicator WDPD1	Number of sub-regional sites which are taken up for waste management use.	District Officer Time Merseyside EAS Officer Time	Across Merseyside and Halton through AMR Reporting & review of evidence base	Requirements in line with Needs Assessment	SO1
Local Indicator WDPD 2	Number of district allocated sites which are taken up for waste management uses.	Merseyside EAS Officer Time	Across Merseyside and Halton through AMR Reporting & review of evidence base	Requirements in line with Needs Assessment	SO1
Local Indicator WDPD 3	Number of waste management facilities that are developed on unallocated sites	Merseyside EAS Officer Time	Across Merseyside and Halton through AMR Reporting & review of evidence base	<10% of requirement stated for targets WDPD 1 and 2	SO1
Local Indicator WDPD 4	No. of planning applications for new waste management facility buildings which achieve a 'Very Good' or 'Excellent' BREEAM rating or equivalent standard	District Officer Time Merseyside EAS Officer Time	Across Merseyside and Halton through AMR Reporting	100%	SO2, SO4, SO5, SO6, SO7, SO8
Local Indicator WDPD 5	No. of new waste management facilities which utilise an element of sustainable transport as part of their operation	District Officer Time Merseyside EAS Officer Time	Across Merseyside and Halton through AMR Reporting	25%-30%	SO6, SO8



Indicator Reference	What will be measured?	Resources /Infrastructure Required	Where will it be Implemented?	Target	Related Strategic Objectives
Local Indicator WDPD 6	Recycle and recover value from commercial and industrial wastes in line with regional/national targets	District Officer Time Merseyside EAS Officer Time	Across Merseyside and Halton through AMR Reporting	65% recycled by 2020; recover value from 90% by 2020 (includes recycling)	SO2, SO3, SO4, SO5, SO8





## 7 Glossary

### Glossary of Terms

Term	Definition
Anaerobic Digestion (AD)	<p>AD is a natural process in which microorganisms break down organic matter, in the absence of oxygen, which produces a renewable compost-like material (digestate) together with a biogas, which can be used directly in engines (CHP), burned for heat or cleaned and used in the same way as a natural gas (fed back into the grid) or as a renewable vehicle fuel-source. Typically there are two types of AD plant, farm-based plants, and centralised plants which tend to be larger scale (e.g. 50,000tpa).AD is already extensively used in the wastewater treatment industry.</p> <p>A centralised AD plant is an enclosed waste use and typically includes treatment tanks ±6m tall and a waste reception hall similar to a warehouse unit. A plant of this scale could employ ±5 direct workers.</p>
Allocations Development Plan Document (DPD)	<p>An Allocations DPD allocates a wide range of land uses to support the spatial vision and strategic objectives set out in the Core Strategy. The Allocations DPD includes land allocated for: housing, employment, waste management, environmental conservation, transport infrastructure etc.</p>
Autoclaving	<p>A newly emerging technology in the UK, Autoclaving is regarded as a generic waste treatment option, it uses a pressurised steam treatment process to breakdown waste into a 'flock' like material. This process allows recyclables to be partially cleaned and extracted for re-processing. The remaining material may be sorted and the highly calorific fraction used as an RDF for thermal treatment plants.</p> <p>An Autoclaving plant is an enclosed waste management use and typically resembles a large warehouse unit. A facility of this scale could employ ±40 direct workers.</p>
Bioaerosols	<p>Bioaerosols are complex mixtures of airborne micro-organisms and their products, and are ubiquitous, particularly in rural environments. In waste management, bioaerosols are typically associated with facilities which deal with biodegradable waste e.g. kitchen and garden waste.</p>
Biodegradable Waste	<p>Any waste that is capable of undergoing natural decomposition, such as food and garden waste, paper and cardboard.</p>
Brownfield Land	<p>Land that is or was occupied by a permanent structure (excluding agricultural or forestry) and associated fixed surface infrastructure. It can occur in both built up or rural setting and includes defence buildings and land used for mineral extraction and waste disposal where there is no requirement for restoration through planning control. It does not include such land as parks, recreation grounds and allotments and land that cannot be regarded as requiring development, such as where it has been put to an amenity use or is valuable for its contribution to nature conservation.</p>
Capacity	<p>In this document "capacity" refers to waste management capacity, which is the amount of waste throughput handled at a built waste management facility (e.g. 50,000tpa) or, in the case of a landfill site, the amount of voidspace expressed in cubic metres.</p> <p>At certain points within this document, capacity is referred to collectively i.e. Merseyside and Halton or on a site by site basis. Waste management capacity can be existing, consented or forecast need, depending on the context to which it is referred.</p>



Term	Definition
Combined Heat & Power (CHP)	Thermal process which produces steam which can be used for heat and power which can be used for electricity generation.
Commercial & Industrial Waste	Waste from offices/retail & other commercial premises or from a factory or industrial process.
Construction, Demolition & Excavation Waste (CD&E)	Controlled waste arising from the construction, repair, maintenance and demolition of buildings and structures.
Contaminated Land	Land where the actual or suspected presence of substances, in, on or under the land may cause risk to people, property, human activities or the environment regardless of whether or not the land meets the definition of contaminated land in Part IIA of the Environmental Protection Act 1990.
Core Strategy	The Core Strategy is at the centre of Local Development Frameworks (LDFs). It sets out the long term vision for a Local Authorities area and the strategic objectives for future development in the area. The Core Strategy should reflect the vision in the Sustainable Community Strategy (SCS), and includes a proposals map showing site allocations.
Deliverability	In this document the term "deliverability" refers to how readily available and suitable a site or area is for the purpose of waste management use. For example, ownership constraint, sustainability and flexibility of a site or area, are key considerations in determining deliverability.
Density Conversion Factors	<p>A factor used to estimate the tonnage of waste that can occupy a cubic metre of landfill voidspace. The factor varies depending on whether the waste is non-inert or inert, and in the latter case on the density of the material being deposited.</p> <p>The factor used for non-inert waste is not based on any published standard but is accepted by the waste industry as an acceptable estimate. The factors for inert waste are based on statements from the operators of the inert landfills allocated in this document.</p>
Development Plan Document (DPD)	A term brought in by the Planning and Compulsory Purchase Act 2004. These documents set out spatial planning policies and proposals for an area or topic. They replace the former Local Plan and include the core strategy, detailed development control policies, site specific allocations of land, area action plans (where needed) and a proposals map (which indicates the planning context for site proposals).
Energy from Waste (EfW)	<p>The burning of waste under controlled conditions where the heat released is used to generate electricity and/ or thermal energy for use in the locality e.g. as a community heating scheme or for commercial uses.</p> <p>EfW plants are enclosed waste management uses and typically resemble a large warehouse unit including a stack. A large scale EfW facility could employ ±50 direct workers, whereas a smaller scale facility could employ ±20 direct workers.</p>
Energy Recovery	The generation of heat and power from burning waste, the production of fuels from other forms of treatment, and the combustion of landfill gas and gas from anaerobic digestion to create electricity.





Term	Definition
Environment Agency	Environmental Regulatory Authority formed in 1996, combining the functions of the former National Rivers Authority, Waste Regulation Authorities and Her Majesty's Inspectorate of Pollution.
European Sites (Natura 2000)	Natura 2000 is the European Union-wide network of nature conservation sites established under the Council Directive on the conservation of natural habitats and of wild fauna and flora (92/43/EEC) - The EC Habitats Directive
Evidence Base	The information and data gathered by local authorities to justify the "soundness" of the policy approach set out in Local Development Documents, including physical, economic and social characteristics of an area.
Gasification	High temperature combustion (greater than 700 degrees Celcius) in starved air conditions. Produces a syngas and a solid residue that can be recycled or landfilled and a liquid oil which can be used as fuel.  Gasification plants are enclosed waste management uses and typically resemble large warehouse units including a stack. A large scale Gasification plant (400,000tpa) could employ ±50 direct workers.
Green Belt	A designated area around a city where development is severely restricted with the purpose of keeping land permanently open to protect the city's character and to prevent urban sprawl and the coalescence of settlements.
Green Waste	Organic waste from parks, gardens, wooded and landscape areas, such as tree pruning, grass clippings, leaves etc.
Groundwater	Refers to all sub-surface water as distinct from surface water. Generally groundwater is considered to be that water which is below the surface of saturation and contained within porous soil or rock stratum (aquifer).
Hazardous Waste	Waste materials that have properties that can pose a threat to human health or the environment and require management at specialised facilities. Defined under the Hazardous Waste (England and Wales) Regulations 2005 and List of Wastes (England) Regulations 2005.
Household Waste Recycling Centre (HWRC)	Site where the general public can take large bulky household items and garden waste and other materials for recycling, treatment and/or disposal. In Merseyside and Halton, these civic amenity sites are provided by Merseyside Waste Disposal Authority (MWDA).  Typically these sites may be split level for ease of access to skips, and some include areas for Waste Electrical and Electronic Equipment (WEEE) and white goods such as old televisions and refrigerators. HWRCs are generally open-air rather than enclosed facilities and can be co-located with other waste management facilities. A HWRC could employ ±10 direct workers.
Inert	A material that will not react chemically to others. In the context of waste, it is materials such as hardcore, sand and clay.
Incinerator Bottom Ash (IBA)	IBA refers to the solid residual material (coarse ash) which remains on the incinerator grate following the combustion of solid municipal/commercial waste in an Energy from Waste (EfW) facility.





Term	Definition
In-Vessel Composting (IVC)	<p>IVC treats biodegradable municipal solid wastes (BMSW) such as catering and/or garden waste. This biodegradable feedstock is shredded and treated within an 'in-vessel' composting system (e.g. a controlled enclosed environment such as a silo, container or enclosed hall). This system speeds up the traditional composting process, IVC typically takes up to 3 weeks, whereas open windrow composting can take up to 16 weeks.</p> <p>An IVC facility is an enclosed waste management use similar to a warehouse unit in appearance and could employ ±10 direct workers.</p>
Joint Municipal Waste Management Strategy (JMWMS)	The JMWMS for Merseyside sets out the guiding principles for the delivery of municipal waste management in the region between 2008 and 2020. The Strategy represents the direction taken by the Merseyside and Halton Waste Partnership (MHWP).
Landfill	Site for the disposal of waste into or onto land, as defined by the Landfill (England and Wales) Regulations 2002 (as amended).
Listed Buildings	Buildings protected under the Planning (Listed Building and Conservation Areas) Act 1990.
Local Authority Collected Waste (LACW)	Also referred to as Municipal Solid Waste (MSW) and Municipal Waste. Household waste and any other waste collected by a Waste Collection Authority such as municipal parks and gardens waste, beach cleansing waste and waste resulting from the clearance of fly-tipped materials.
Local Development Framework (LDF)	The LDF is the name given to the new planning system of Development Plans introduced by the Planning and Compulsory Purchase Act 2004. The LDF, which comprises a portfolio of Development Plan Documents, will replace Unitary Development Plans (UDP).
Local Strategic Partnerships (LSPs)	An LSP is a non-statutory body that brings together the different parts of the public, private, voluntary and community sectors, working at a local level.
Materials Recycling Facility (MRF)	<p>A waste sorting facility, where recyclable waste materials are separated and screened out using mechanical and manual processes. These recyclable waste materials are then bulked up and sent onto re-processors. Typically there are two types of MRF: clean and dirty MRFs. Clean MRFs process waste dry recyclables which has been source separated or co-mingled, whilst dirty MRFs process non-separated residual waste including putrescible materials. The residual waste, which cannot be recycled, is then transferred to other facilities for treatment or disposal.</p> <p>MRFs typically resemble large warehouse units with shutter doors and waste collection bays inside. They are enclosed facilities and typically employ ±125 direct workers.</p>
Mechanical Biological Treatment (MBT)	<p>MBT plants treat mixed waste both mechanically and biologically to separate out recyclable materials for re-processing and turn biodegradable materials into other products, such as refuse derived fuel (RDF), solid recovered fuel (SRF) or a compost-like material. RDF and SRF are used as feedstock to fuel thermal treatment facilities.</p> <p>An MBT plant is an enclosed facility similar to a distribution depot in appearance and could employ greater than 10 direct workers.</p>



Term	Definition
Merseyside	Administratively, the five Districts of Knowsley, Liverpool, Sefton, St.Helens and Wirral. In this document we cover the District of Halton as well and the study area is referred to either as "Merseyside & Halton" or "the sub-region".
Municipal Solid Waste (MSW)	See Local Authority Collected Waste (LACW)
Non-Hazardous (non-inert) Waste	All those wastes that do not fall under the definition of hazardous waste and do not meet the waste definition of an inert waste.
Open / enclosed windrow composting	<p>Open / enclosed windrow composting treats BMSW (e.g. Garden waste) using more traditional composting methods. This process involves initial shredding and then piling of the green waste into elongated rows (windrows) which are periodically turned to force air through the windrows, facilitating the maturation process.</p> <p>Open windrow composting is an open-air waste management use, although it can take place within enclosed buildings which have a low profile similar to farm structures. A facility of this type could employ ±5 direct workers depending on scale.</p>
Private Finance Initiative (PFI)	PFI is a method of funding long term public sector contracts. In terms of waste management, PFI exists in the most part to finance the building of new municipal waste management facilities and waste contracts.
Primary Treatment	Initial treatment of waste to remove as many recyclables as possible, with production of residual waste which could be in the form of refuse-derived fuels (RDF), including mechanical heat treatment (MHT) or mechanical biological treatment (MBT) or waste transfer stations (WTS)
Protected Species	Plants and species afforded protection under certain Acts of Law and Regulations.
Planning and Compulsory Purchase Act ('the Act')	<p>The Act updates elements of the 1990 Town &amp; Country Planning Act. The Planning and Compulsory Purchase Act 2004 introduces:</p> <ul style="list-style-type: none"> <li>- a statutory system for regional planning;</li> <li>- a new system for local planning; reforms to the development control, and</li> <li>- compulsory purchase and compensation systems; and</li> <li>- removes crown immunity from planning controls.</li> </ul>
Planning Policy Statement 10 (PPS10)	PPS10 sets out the Governments national planning policy on Sustainable Waste Management.
Principal Aquifer	These are layers of rock or drift deposits that have high inter-granular and/or fracture permeability - meaning they usually provide a high level of water storage. They may support water supply and/or river base flow on a strategic scale. In most cases, principal aquifers are aquifers previously designated as major aquifer.
Pyrolysis	Thermal degradation in the absence of oxygen between 400-800 degrees Celcius. Produces a combustible vapour (syngas), condensable liquid or oil and carbon rich solid residue. Can be used to burn RDF, single or mixed waste streams.



Term	Definition
Ramsar Sites	Sites of international importance for waterfowl protected under the RAMSAR Convention of the Conservation of Wetlands of International Importance, ratified by the UK Government in 1976.
Recovery	Value can be recovered from waste by recovering materials through recycling, composting or recovery of energy
Recycling	The reprocessing of waste either into the same product or a different one.
Regional Spatial Strategy (RSS)	Documents produced at the regional level; forming part of the statutory plan.
Re-processing	<p>Re-processing of a recycled waste material (recyclate) to produce a new usable product, such as re-processing of mixed plastic waste to produce garden furniture.</p> <p>For example, in glass re-processing, the re-processor will be the glass container manufacturer, re-processing recycled glass and producing molten glass or, where not used for glass container manufacture, a business processing cullet for beneficial end-use; including glass use in roadstone fibre and shot blasting.</p> <p>A specialist materials re-processor would typically re-process industrial waste separate of LACW and commercial waste streams. Types of waste may include non-hazardous waste chemicals resulting from industrial processes (e.g. from the manufacture of chemical products).</p> <p>Re-processors are enclosed waste uses and typically resemble large warehouse units with unloading bays.</p>
Residual Waste	The elements of waste streams that remain following recovery, recycling or composting operations.
Resource Recovery Park (RRP)	Large site where a number of complementary waste management facilities are co-located on a single site, so that the output from one facility is the feedstock for another type of facility (e.g. a co-located MRF and re-processor).
Secondary Treatment	The use of the by-product of primary treatment, such as RDF, for the production of Energy from Waste (EfW), this could be in the form of combined heat and power (CHP) to generate steam and electricity, or pyrolysis, gasification. These processes all have an end product of residual waste which will need management or disposal.
Self Sufficiency	Ability of an area to manage the waste produced within its boundaries.
Sites of Special Scientific Interest (SSSI)	Sites that are notified and identified under the Wildlife and Countryside and Rights of Way Act 1981 on account of their flora, fauna, geological and physiographical features.
Source Protection Zone (SPZ)	Zones defined by the Environment Agency to safeguard groundwater sources such as wells, boreholes and springs used for public drinking water supply. Four zones are identified to show the risk of contamination from any activities that might cause pollution to an area. The closer the activity, the greater the risk.
Spatial Strategy and Sites (SSS)	The SSS report was the second formal consultation stage of the Waste DPD. This document consulted on proposed spatial strategy and policy options as well as a short-list of proposed sites for built facilities within Merseyside and Halton.



Term	Definition
Special Area of Conservation (SAC)	A SAC considered to be of international importance designated under the EC Directive on the conservation of Natural Habitats and of Wild Flora and Fauna.
Special Protection Area (SPA)	A SPA considered to be of international importance designated under the EC Directive on the Conservation of Wild Birds.
Statement of Community Involvement (SCI)	Sets out an LPAs intended consultation strategy for the different elements of the planning process. This is a requirement brought in by the Planning and Compulsory Purchase Act 2004.
Strategic Environmental Assessment (SEA)	An evaluation process for assessing the environmental impacts of plans and programmes. SEA is a statutory requirement.
Strategic Facilities	Large facilities that are located to serve a large geographical area (e.g. county or sub-region) as opposed to smaller, local (i.e. community-based) facilities which serve locally derived waste arisings.
Sub-region	In the Merseyside context, usually this refers to the area covered by the Districts of Knowsley, Liverpool, Sefton, St.Helens and Wirral. However, in this report the District of Halton is included.
Sustainable Community Strategy	The local strategic partnership (LSP) creates a long-term vision for an area to tackle local needs, this is set out in a document referred to as the "sustainable community strategy (SCS). The SCS sits above all the other plans and should be based on evidence and consultation. The SCS is not subject to any external validation but is subject to a sustainability appraisal. The LDF, particularly the core strategy, needs to demonstrate how it is delivering the SCS.
Thermal Treatment	Thermal treatment refers to processes, which use heat to treat either raw waste or pre-treated waste (i.e. waste that has been through a primary treatment stage) to extract energy from the materials being processed. This could include SRF/RDF fed EfW facilities.  Primary and thermal treatment facilities are often co-located on one large site.
Treatment	Physical, thermal, chemical or biological processes (including sorting) that change the characteristics of waste in order to reduce its volume or hazardous nature; facilitate its handling or enhance recovery.
Waste	Waste is any material or object that is no longer wanted and which requires management. If a material or object is reusable, it is still classed as waste if it has first been discarded.
Waste Arising	The amount of waste generated over a period of time for example by a geographical area or industry sector.
Waste Disposal Authority (WDA)	The authority that is legally responsible for the safe disposal of household waste collected by the Waste Collection Authorities and the provision of HWRCs.
Waste Electrical and Electronic Equipment (WEEE)	The WEEE Directive was introduced into UK law in 2007 by the the Waste Electronic and Electrical Equipment Regulations 2006. WEEE includes: household appliances, IT and telecommunications equipment, lighting and electronic tools, TVs, videos and hi-fis. WEEE is collected at some HWRCs for sorting and recycling.





Term	Definition
Waste Transfer Station (WTS)	<p>Facility where waste is received in small quantities and bulked up for onward transport to landfill or another management facility via road, rail or sea. This is the current situation in MWDA run WTSs. Commercial WTSs sort and recycle a significant amount of this waste. WTSs deal with all waste streams including hazardous waste.</p> <p>Non-inert and hazardous WTSs are enclosed facilities, and can be similar to distribution depots. Whereas inert WTS tend to store soils, construction, demolition and/or excavation waste in the open-air and within buildings. These types of facility typically employ ±8 direct workers depending on the amount of waste throughput.</p>
Voidspace	<p>Voidspace refers to the volume of "air-space" below ground levels available for landfill. This means that landfills are typically located in former quarries or mineral workings. Voidspace is measured in cubic metres.</p>





## 8 Appendices

## 8.1 Appendix 1 : Waste Uses

Table A1 Built Facilities - Suggested Waste Management Uses (Indicative Information)

Suggested Waste Management Use	Facility Type	Waste DPD Site Capacity (tpa)	No. Direct Jobs Created**	Desirable Site Characteristics
<b>HWRC</b>	Household Waste Recycling Centre (HWRC)	15,000	±10	<ul style="list-style-type: none"> <li>• Site area potentially &lt;1ha;</li> <li>• needs to be able to accommodate queueing traffic and be large enough to segregate public and Heavy Goods Vehicles (HGV) traffic;</li> <li>• Locate near to centres of population or on the edge of urban areas to maximise accessibility and ensure usage without causing adverse amenity impact;</li> <li>• Typically sited in industrial and employment areas, contaminated or derelict land;</li> <li>• Access via A and/or B class roads;</li> <li>• Sites close to existing waste management facilities could provide additional synergy;</li> <li>• Access routes should be free from HGV constraints</li> </ul>
<b>WTS (including sorting facilities)</b>	Materials Recycling Facility (MRF)	100,000	±125	<ul style="list-style-type: none"> <li>• Site area typically ±3ha (size of site is dependent on the level of throughput);</li> <li>• Good access to the primary road network;</li> <li>• Proximity to waste arisings is important to reduce distance of waste transfer;</li> <li>• Buildings need to be tall enough (±12m) to accommodate HGV movements;</li> <li>• Typically sited in industrial areas close to existing waste management facilities;</li> <li>• B2 and B8 use class designations may be suitable;</li> <li>• Consideration of alternative modes of transport (e.g. rail or barge transfer);</li> </ul>





Suggested Waste Management Use	Facility Type	Waste DPD Site Capacity (tpa)	No. Direct Jobs Created**	Desirable Site Characteristics
				<ul style="list-style-type: none"> <li>Where amenity issues (i.e. noise and litter) can be minimised a facility could be located within 100m of sensitive receptors;</li> <li>Access routes should be free from HGV constraints</li> </ul>
	Municipal non-inert WTS	100,000	±8	<ul style="list-style-type: none"> <li>Site area typically &gt;0.5ha (size of site is dependent on the level of throughput);</li> <li>Good access to the primary road network is vital;</li> <li>Proximity to waste arisings is important to reduce distance of waste transfer;</li> <li>Buildings need to be tall enough (±12m) to accommodate HGV movements;</li> <li>Typically sited in industrial areas close to existing waste management facilities;</li> <li>B2 and B8 use class designations may be suitable;</li> <li>Consideration of alternative modes of transport (e.g. rail or barge transfer)</li> <li>Where possible, sites closer than 250m from residential, commercial or recreational areas should be avoided;</li> <li>Access routes should be free from HGV constraints</li> </ul>
	Merchant non-inert WTS	75,000		
	Merchant inert WTS	200,000		
<b>Re-processor</b>	Dry recyclables Re-processor	200,000	±10	<ul style="list-style-type: none"> <li>Site area typically ±1.5ha;</li> <li>Located near to source of waste feedstock (i.e. WTS or a MRF);</li> <li>Good access to the primary road network;</li> <li>Typically sited in industrial areas, close to existing waste management facilities;</li> </ul>
	Specialist Materials Re-processor	100,000		



Suggested Waste Management Use	Facility Type	Waste DPD Site Capacity (tpa)	No. Direct Jobs Created**	Desirable Site Characteristics
				<ul style="list-style-type: none"> <li>• Consideration of alternative modes of transport (e.g. rail or barge transfer);</li> <li>• Access routes should be free from HGV constraints;</li> <li>• Where possible, sites closer than 250m from residential, commercial or recreational areas should be avoided</li> </ul>
<b>Primary Treatment</b>	Mechanical Biological Treatment (MBT)	150,000	±10	<ul style="list-style-type: none"> <li>• Site area typically ±3ha (size of site is dependent on the level of throughput);</li> <li>• Good access to the primary road network;</li> <li>• Proximity to waste arisings is important to reduce distance of waste transfer;</li> <li>• Buildings need to be tall enough (10-20m) to accommodate HGV movements;</li> <li>• Typically sited in industrial areas and/or contaminated derelict land close to existing waste management facilities;</li> <li>• B2 and B8 use class designations may be suitable;</li> <li>• Consideration of alternative modes of transport (e.g. rail or barge transfer);</li> <li>• Where possible, sites should be located at least 250m from sensitive receptors;</li> <li>• Access routes should be free from HGV constraints</li> </ul>
	Anaerobic Digestion (AD)	50,000	±5	<ul style="list-style-type: none"> <li>• Site area typically ±1ha;</li> <li>• Good access to the primary road network;</li> <li>• Proximity to waste arisings is important to reduce distance of waste transfer;</li> </ul>



Suggested Waste Management Use	Facility Type	Waste DPD Site Capacity (tpa)	No. Direct Jobs Created**	Desirable Site Characteristics
				<ul style="list-style-type: none"> <li>• Buildings need to be ±7m tall to accommodate on site HGV movements;</li> <li>• Typically sited in industrial and employment areas, contaminated or derelict land;</li> <li>• Compatible with B1/B2 activities;</li> <li>• Where possible, sites should be located at least 250m from sensitive receptors;</li> <li>• Access routes should be free from HGV constraints</li> </ul>
	In-Vessel Composting (IVC)	50,000	±10	<ul style="list-style-type: none"> <li>• Site area typically ±1ha;</li> <li>• Good access to the primary road network;</li> <li>• Building height typically 4-5m;</li> <li>• Typically sited in industrial and business areas, and/or contaminated derelict land;</li> <li>• Existing waste management facilities should be considered for co-location;</li> <li>• Compatible with B1/B2 activities;</li> <li>• Where possible, sites should be located at least 250m from sensitive receptors. Site specific risk assessment needs to be a condition if IVC is to be located within 250m of any working or dwelling place;</li> <li>• Access routes should be free from HGV constraints</li> </ul>





Suggested Waste Management Use	Facility Type	Waste DPD Site Capacity (tpa)	No. Direct Jobs Created**	Desirable Site Characteristics
	Open / enclosed Windrow Composting	25,000	±5	<ul style="list-style-type: none"> <li>• Site area typically ±2.5ha;</li> <li>• Good access to the primary road network;</li> <li>• Typically sited in rural locations away from urban centres (Green Belt and urban fringe sites);</li> <li>• Urban areas and business parks would be unsuitable;</li> <li>• Where possible, sites should be located at least 250m from sensitive receptors to reduce amenity issues (e.g. smells);</li> <li>• Access routes should be free from HGV constraints</li> </ul>
	Other specialised pretreatment facilities (e.g. Autoclaving)	150,000	±40	<ul style="list-style-type: none"> <li>• Site area typically ±3ha (size of site is dependent on the level of throughput);</li> <li>• Good access to the primary road network;</li> <li>• Proximity to waste arisings is important to reduce distance of waste transfer;</li> <li>• Buildings need to be tall enough (10-20m) to accommodate HGV movements;</li> <li>• Typically sited in industrial areas and/or contaminated derelict land close to existing waste management facilities;</li> <li>• B2 and B8 use class designations may be suitable;</li> <li>• Consideration of alternative modes of transport (e.g. rail or barge transfer);</li> <li>• Where possible, sites should be located at least 250m from sensitive receptors;</li> <li>• Access routes should be free from HGV constraints</li> </ul>



Suggested Waste Management Use	Facility Type	Waste DPD Site Capacity (tpa)	No. Direct Jobs Created**	Desirable Site Characteristics
Thermal Treatment	Municipal EfW facility	475,000	±50	<ul style="list-style-type: none"> <li>Site area ±2-7.5ha (size of the site is generally dependent on the level of waste throughput);</li> <li>Good access to the primary road network;</li> <li>Building height typically 15-30m, stack height 40-80m (dependent on the level of throughput);</li> <li>B2 and B8 use class designations may be suitable;</li> <li>Consideration of alternative modes of transport (e.g. rail or barge transfer)</li> <li>Where possible, sites should be located at least 250m from sensitive receptors to reduce amenity issues (e.g. air emissions). However, smaller scale facilities, coupled with improved environmental standards should in certain cases enable facilities to be located closer to sensitive receptors - particularly when related to a CHP/district heating scheme</li> <li>Access routes should be free from HGV constraints</li> </ul>
	Non-municipal EfW facility	200,000		
	Merchant EfW facility	50,000		
	Gasification and Pyrolysis	-	±50	<ul style="list-style-type: none"> <li>Site area 2-6ha (size of site is generally dependent on the level of throughput);</li> <li>Building height typically 15-25m, stack height 30-70m (dependent on the level of throughput);</li> <li>B2 and B8 use class designations may be suitable in close proximity to existing waste management facilities;</li> <li>Consideration of alternative modes of transport (e.g. rail or barge transfer)</li> <li>Where possible, sites should be located at least 250m from sensitive receptors to reduce amenity issues (e.g. air emissions). However, smaller scale facilities, coupled with improved environmental standards should in certain cases enable facilities to be located closer to sensitive receptors - particularly when related to a CHP/district heating scheme</li> <li>Access routes should be free from HGV constraints</li> </ul>



Suggested Waste Management Use	Facility Type	Waste DPD Site Capacity (tpa)	No. Direct Jobs Created**	Desirable Site Characteristics
<b>RRP - Resource Recovery Park</b>	Resource Recovery Park (RRP)	-	-	<ul style="list-style-type: none"> <li>• Site area typically greater than 4.5ha (dependent on type and scale of waste uses);</li> <li>• Typically sited in industrial areas and/or contaminated derelict land close to existing waste management facilities;</li> <li>• Good access to the primary road network;</li> <li>• B2 and B8 use class designations may be suitable;</li> <li>• Consideration of alternative modes of transport (e.g. rail or barge transfer)</li> </ul>
<p><sup>1</sup>Waste DPD Site capacity is derived from the Evidence Base section and Revised Needs Assessment (Publication Stage) supporting document</p> <p><sup>**</sup>Number of jobs is dependent on the waste throughput and scale of the facility</p> <p><sup>1</sup>Enviros Consulting (2004) <i>Planning for Waste Management Facilities: A Research Study</i> ODPM</p> <p><sup>2</sup>DEFRA (2004) <i>New Technologies for Landfill Diversion</i></p> <p><sup>3</sup>Enviros Consulting (2008) <i>Designing Waste Facilities: A Guide to Modern Design in Waste</i> DEFRA &amp; CABE</p>				



## Box 2

### Definition of Re-processors

**A re-processor is a business that in the ordinary course of conduct of a trade, occupation or profession, carries out the activities of recovery or recycling.**

Guidance has been provided by the Environment Agency as to what is considered to be recycling for the purposes of the Packaging Regulations. The guidance notes the businesses that are the recyclers for the various materials used for packaging, as follows –

for **glass**, the re-processor will be the glass container manufacturer, that is the producer of molten glass or, where not used for glass container manufacture, the business processing glass cullet<sup>6</sup> for beneficial end-use; including glass being used as roadstone, fibre and shot blasting.

for **metals** (aluminium and steel), the re-processor will be the business producing the ingots, sheets or coils of aluminium or steel from packaging waste; this can include the de-tinner for tin-plated waste packaging products;

for **plastics**, the re-processor will normally be the business melt process in the waste plastic packaging to produce new products or materials - but not the business which just carries out size reduction or washing where the material goes through a subsequent melt process;

for **paper/fibreboard**, the re-processor will be the mill manufacturing paper, or other business utilising packaging waste to make products such as loft insulation, animal bedding etc. waste paper merchants are not re-processors.

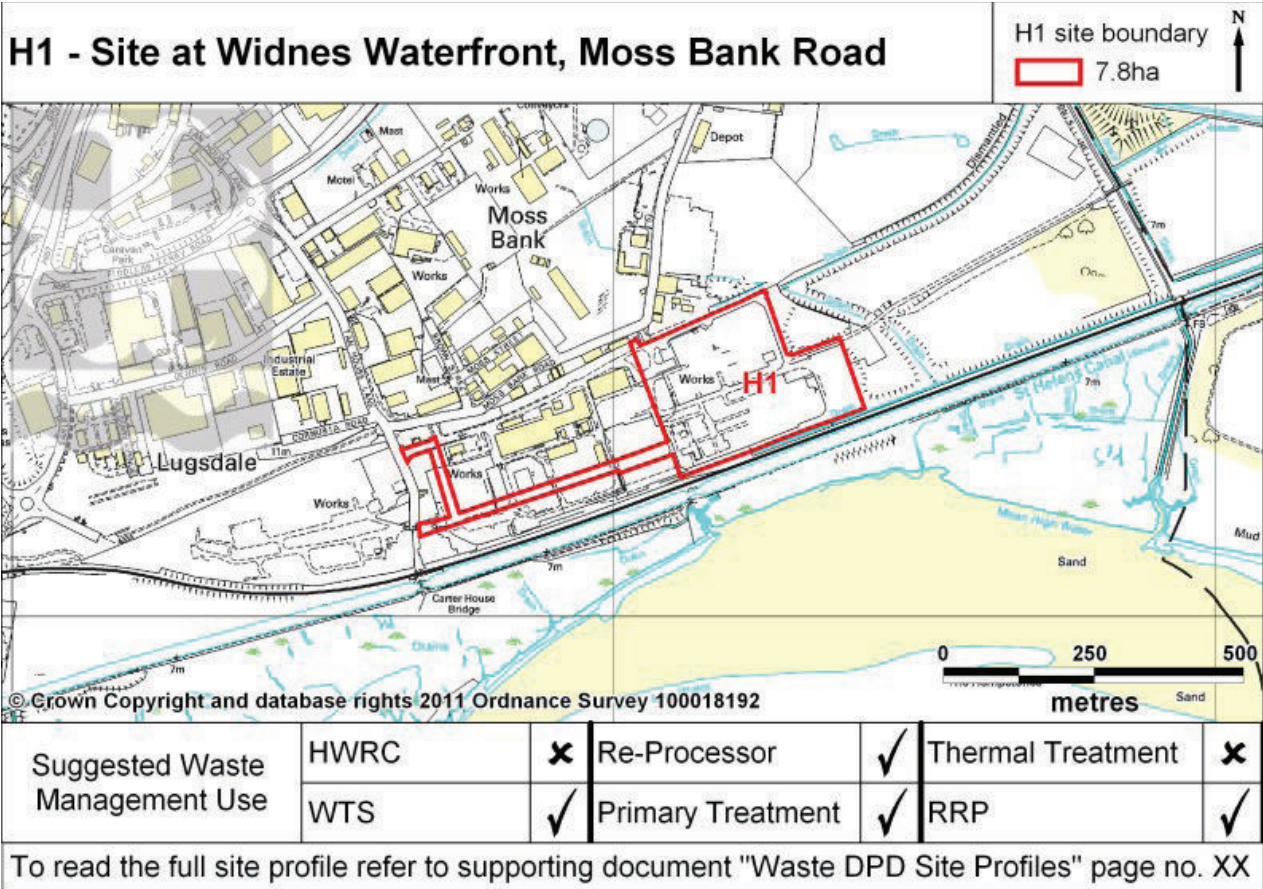
For **wood**, the re-processor will be the business manufacturing goods (eg. chipboard) out of chipped wood packaging waste.

There are also re-processors undertaking **organic recycling** through aerobic (composting) or anaerobic (biomethanisation) treatment of biodegradable packaging waste.

## 8.2 Appendix 2 : Site Profiles

**8.1** The site profile maps below show the red line boundaries of the Waste DPD site allocations at 1:10,000 scale. These maps illustrate the additions or changes which need to be made to each District's adopted UDP proposals map and emerging Core Strategies and Allocations DPDs.

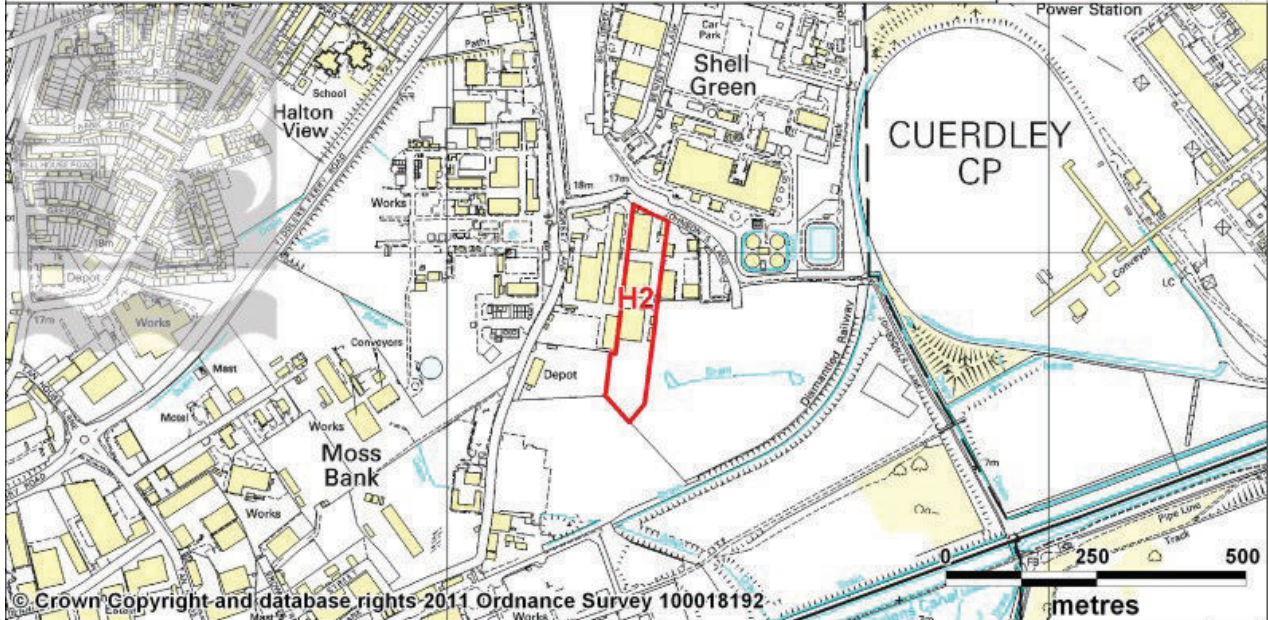






### H2 - Eco-cycle Waste Ltd, 3 Johnson's Lane, Widnes

H2 site boundary  
 2.0ha

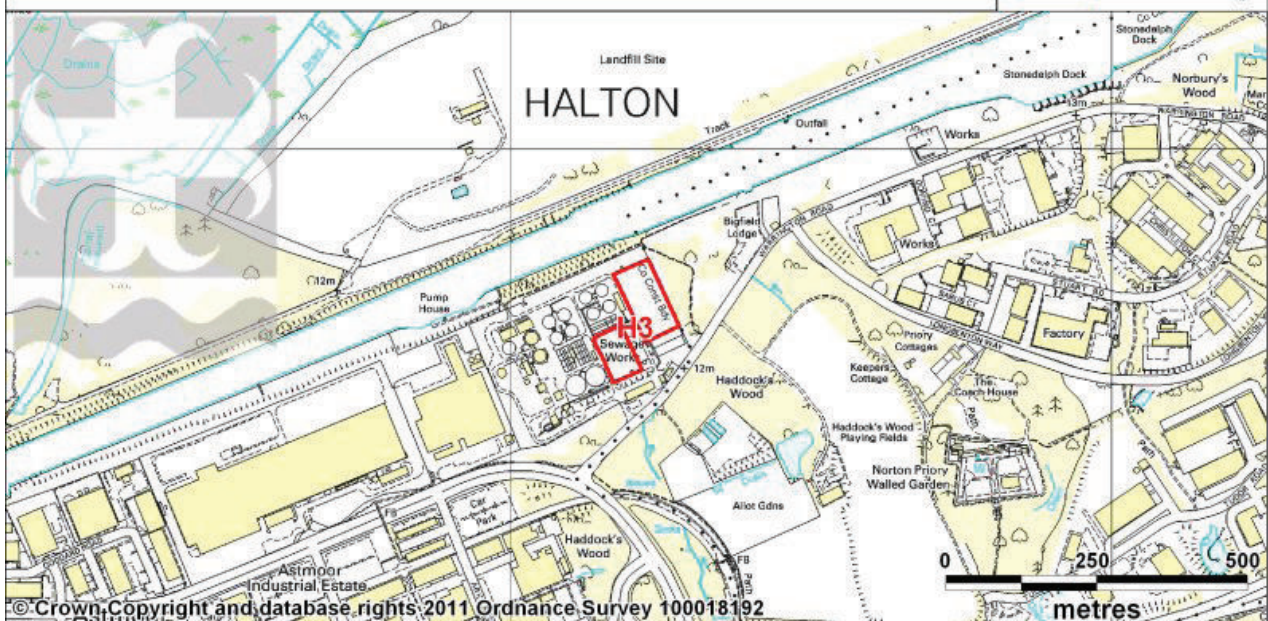


Suggested Waste Management Use	HWRC	✗	Re-Processor	✗	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX

### H3 - Runcorn WWTW

H3 site boundary  
 1.2ha



Suggested Waste Management Use	HWRC	✓	Re-Processor	✗	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✗	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX



### K1 - Butlers Farm, Knowsley Industrial Estate

K1 site boundary 8.0ha

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Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✓

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX

### K2 - Image Business Park, Acornfield Road, Knowsley Industrial Estate

K2 site boundary 2.8ha

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Suggested Waste Management Use	HWRC	✗	Re-Processor	✗	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

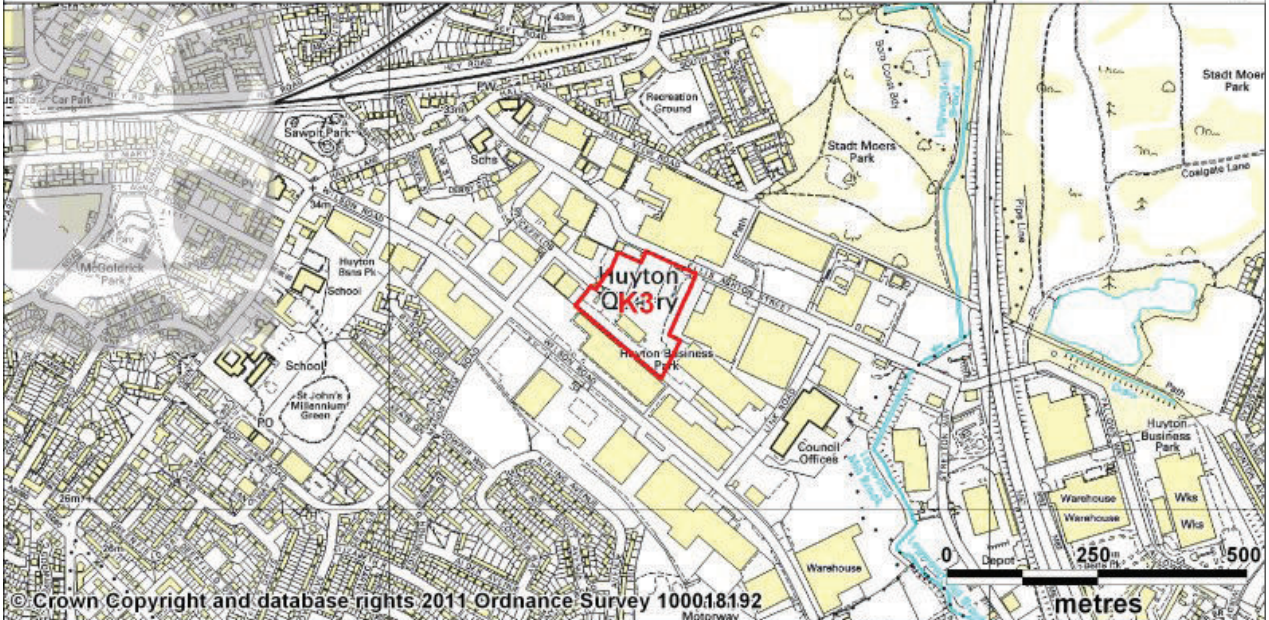
To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX



### K3 - Mainsway Ltd, Ellis Ashton Street, Huyton Business Park

K3 site boundary

2.3ha



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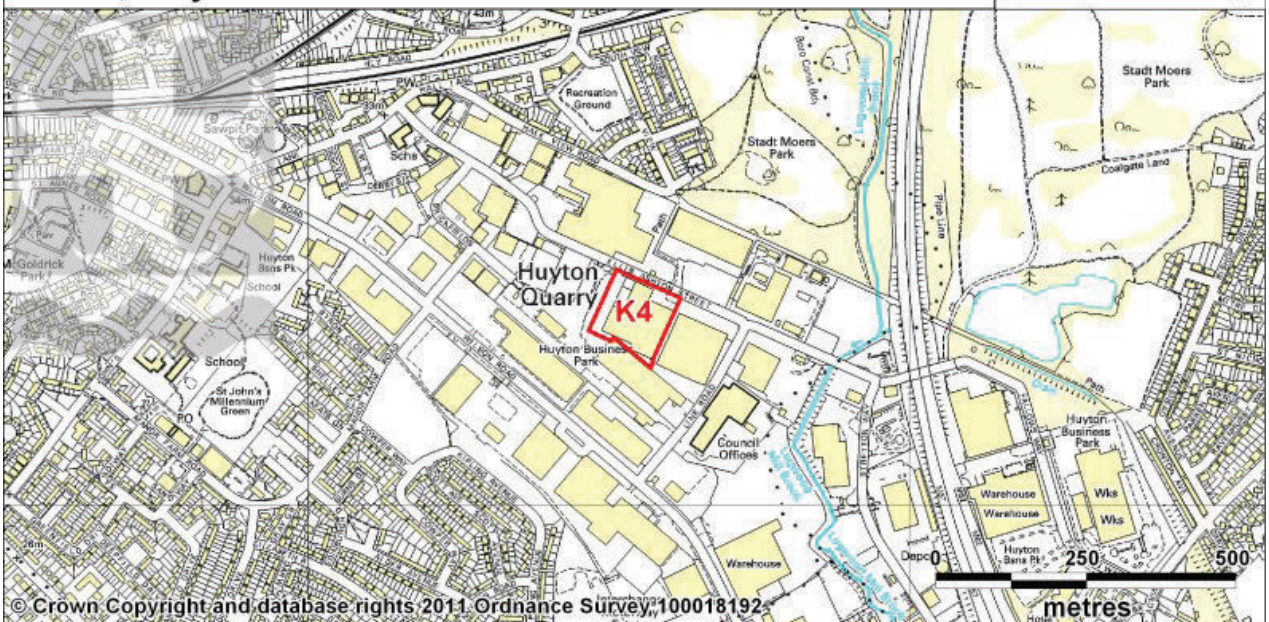
Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX

### K4 - Former Pilkington Glass Works, Ellis Ashton Street, Huyton Business Park

K4 site boundary

1.3ha



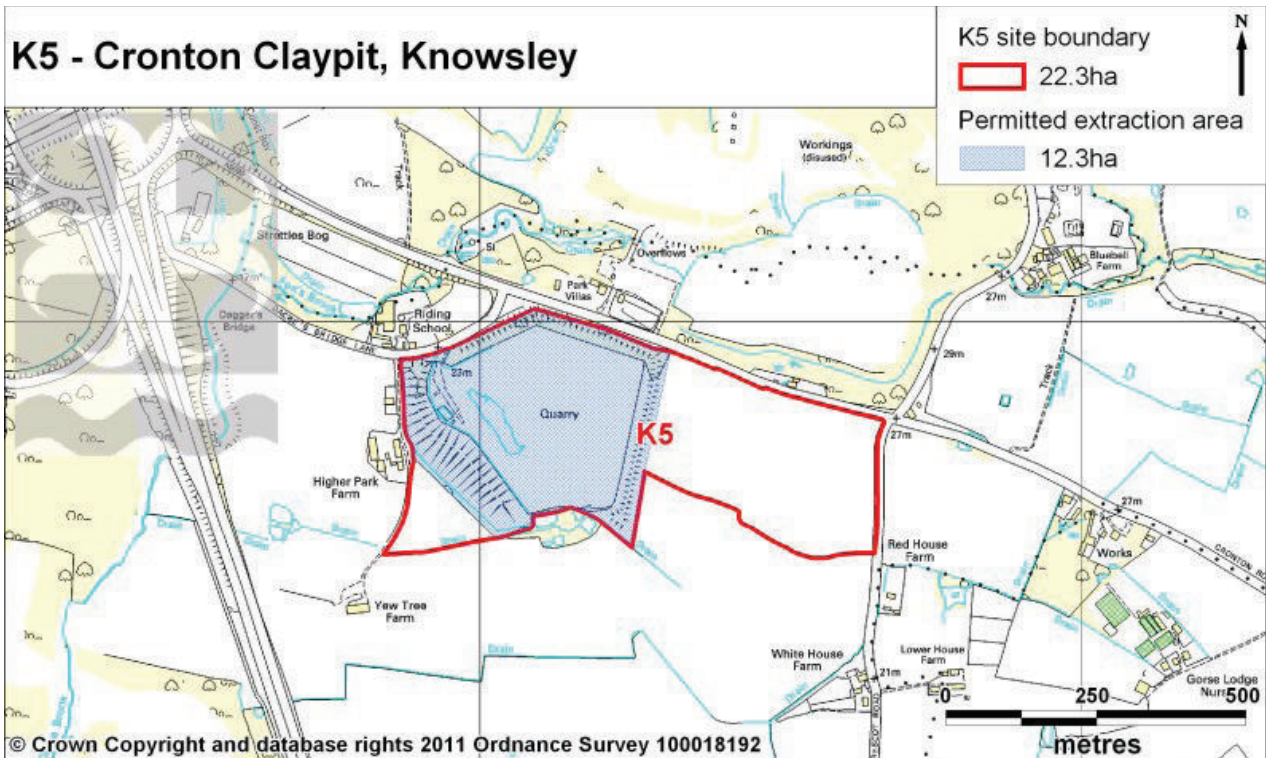
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Suggested Waste Management Use	HWRC	✗	Re-Processor	✗	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX



### K5 - Cronton Claypit, Knowsley



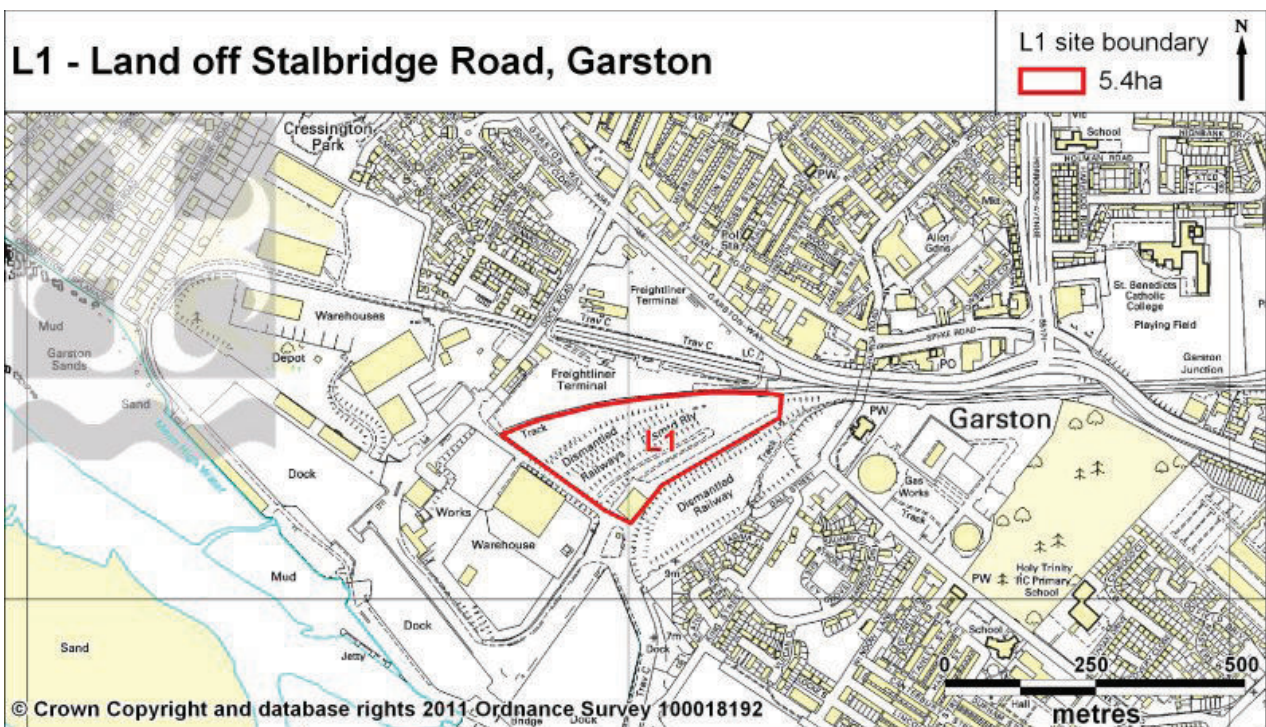
Suggested Waste Management Use

Inert Landfill



To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX

### L1 - Land off Stalbridge Road, Garston



Suggested Waste Management Use

HWRC



Re-Processor



Thermal Treatment



WTS



Primary Treatment

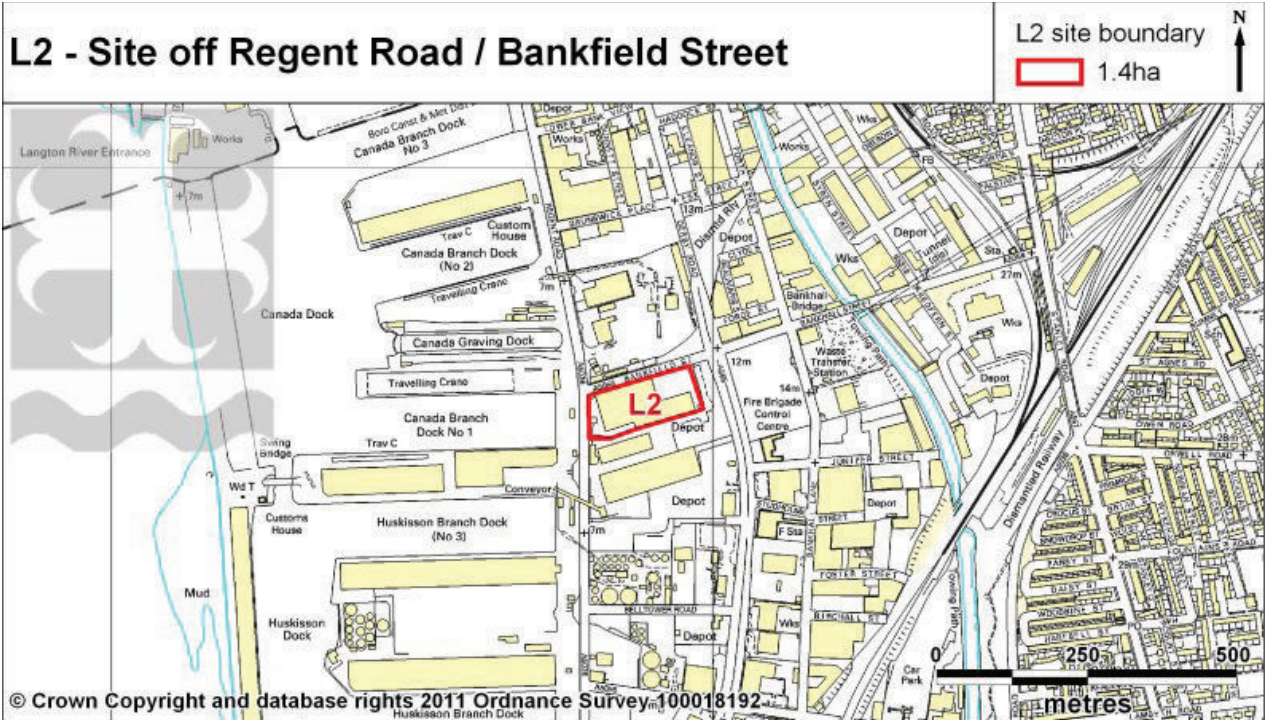


RRP



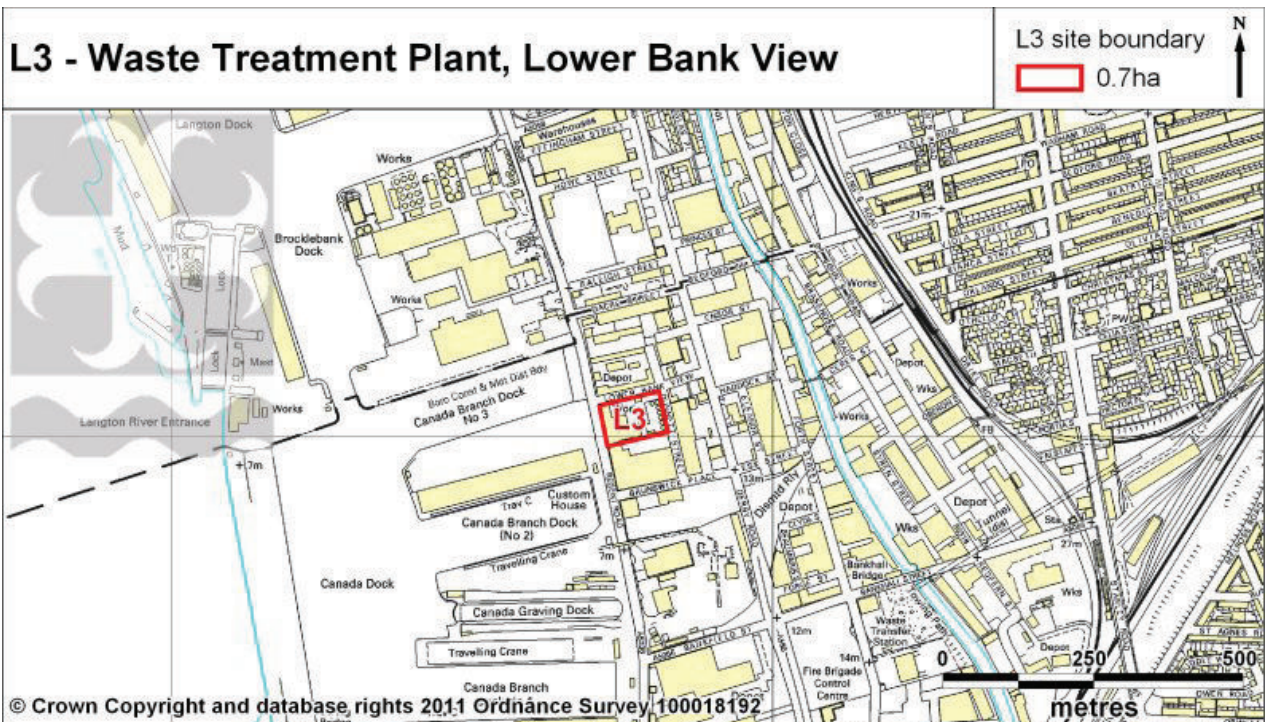
To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX





Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX



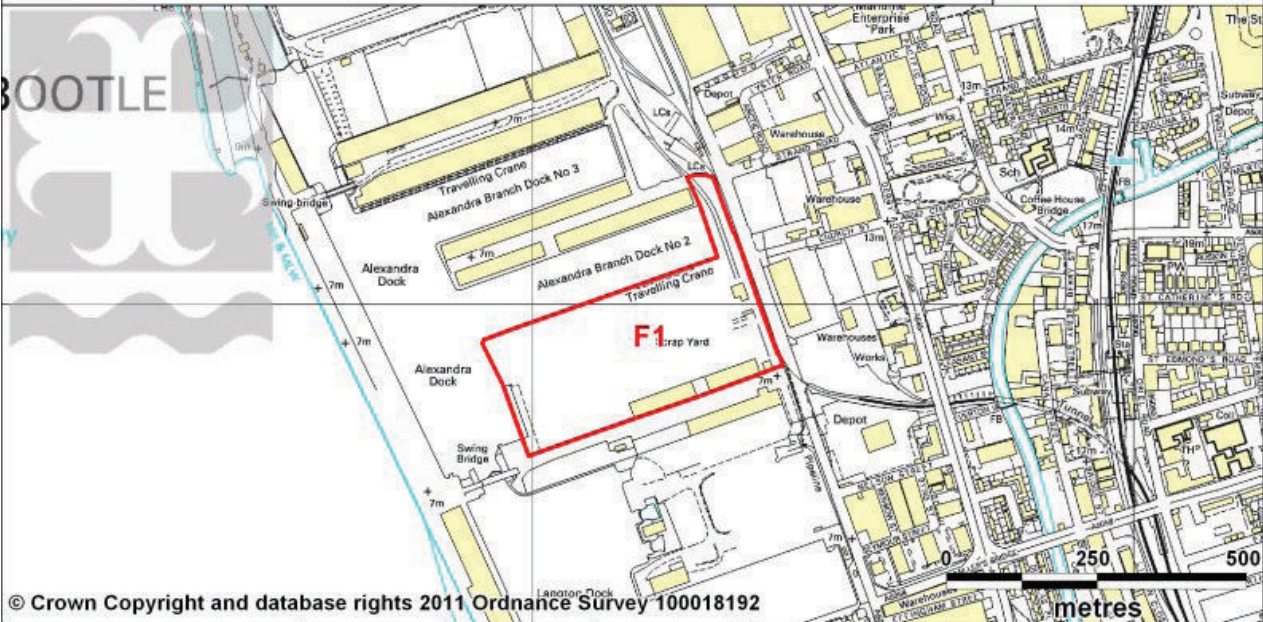
Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX



### F1 - Alexandra Dock 1, Metal Recycling Facility

F1 site boundary  
 9.8ha



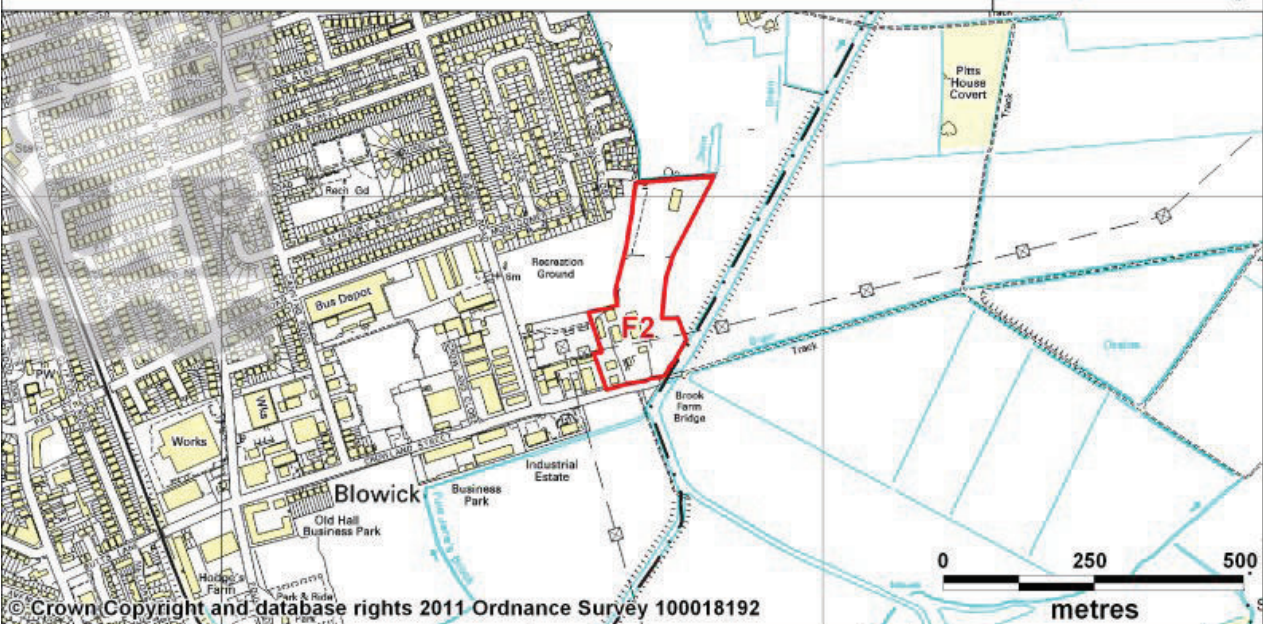
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Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✓
	WTS	✗	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX

### F2 - 55 Crowland Street, Southport

F2 site boundary  
 3.6ha



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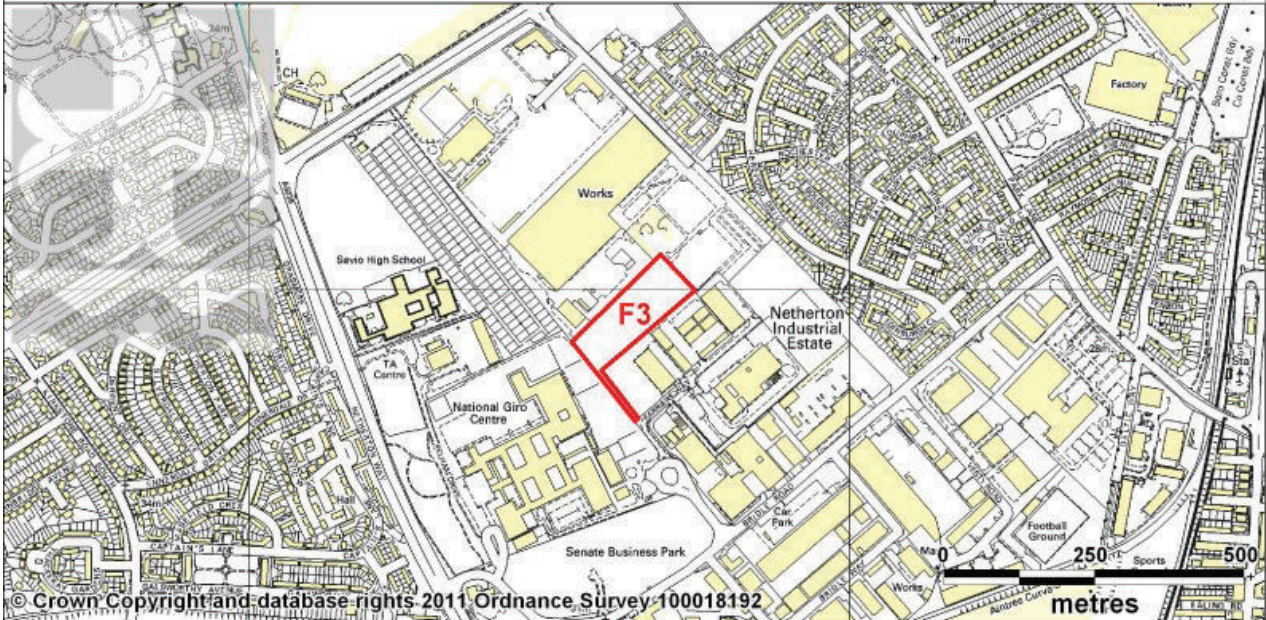
Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX



### F3 - Site North of Farriers Way, Atlantic Business Park

F3 site boundary  
 1.7ha

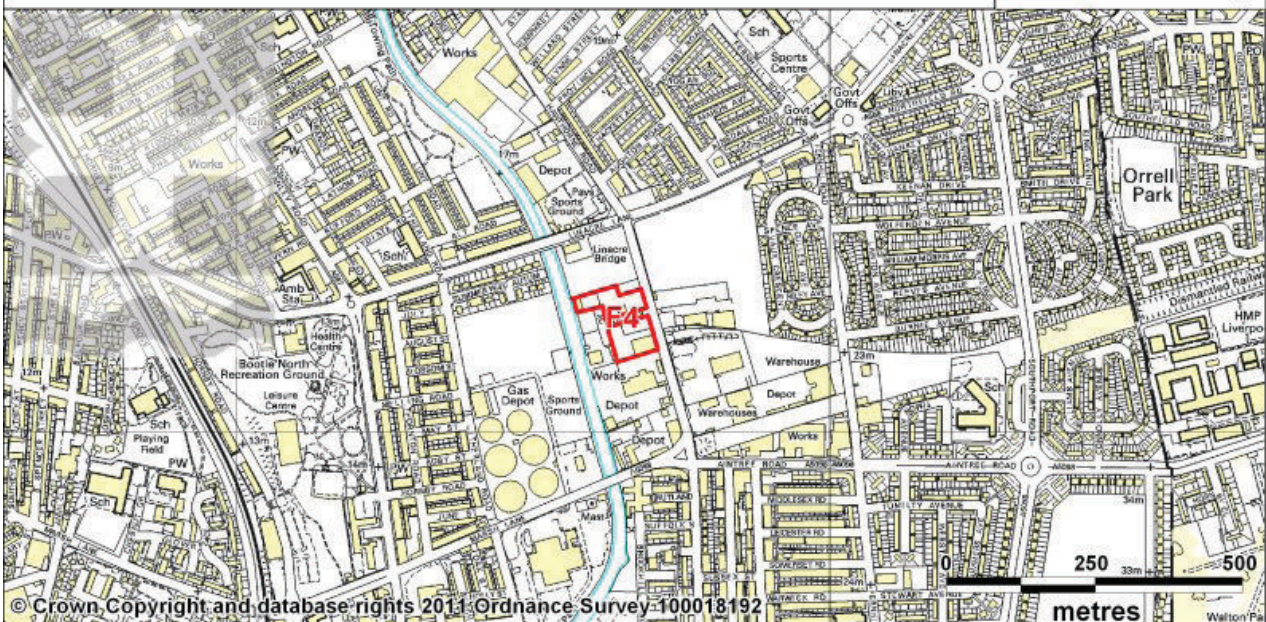


Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✗	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX

### F4 - 1-2 Acorn Way, Bootle

F4 site boundary  
 0.8ha



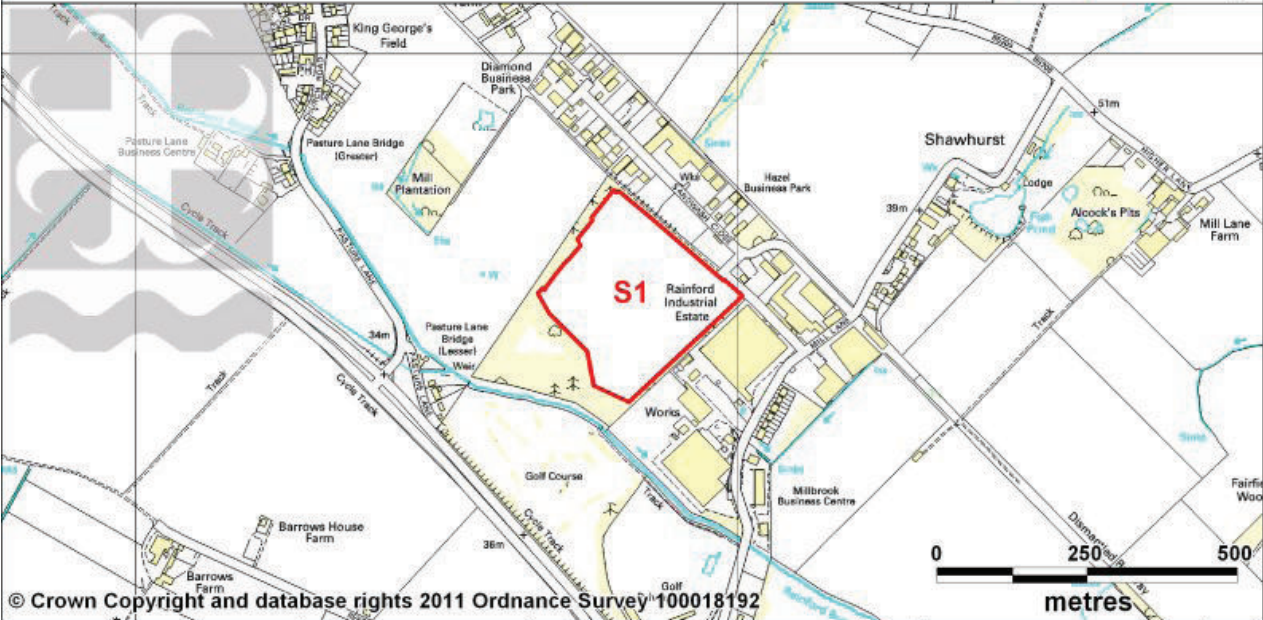
Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX



### S1 - Land SW of Sandwash Close, Rainford Industrial Estate

S1 site boundary  
 6.1ha



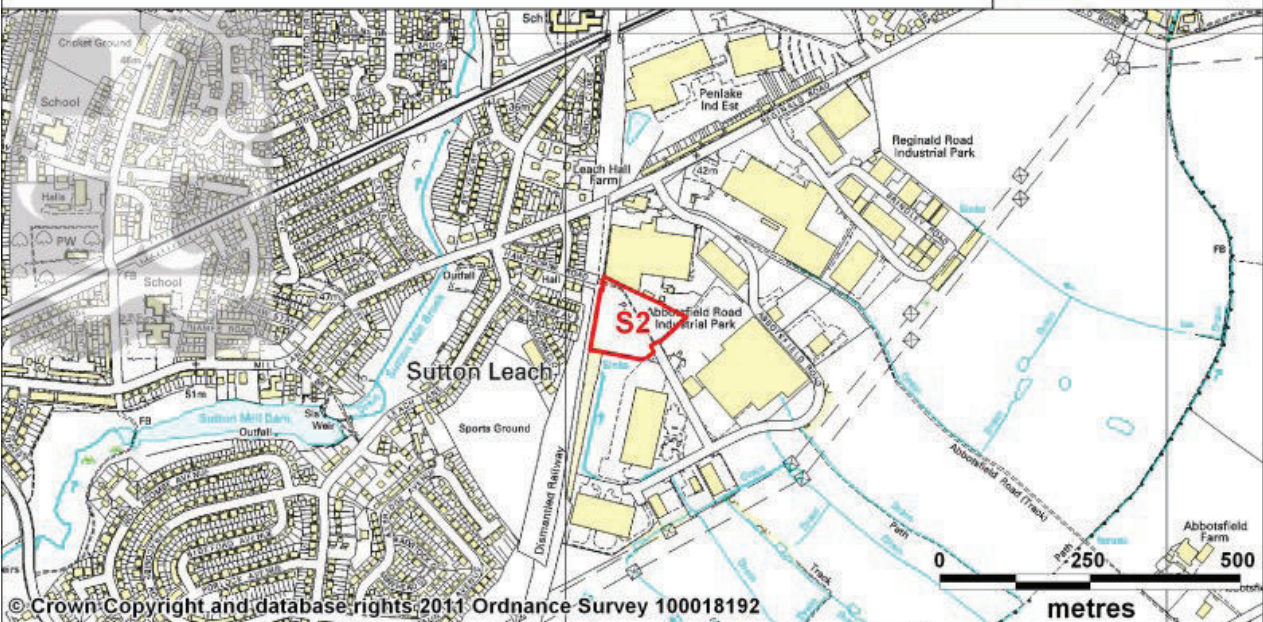
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Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✗	Primary Treatment	✓	RRP	✓

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX

### S2 - Land North of T.A.C., Abbotsfield Industrial Estate

S2 site boundary  
 1.3ha



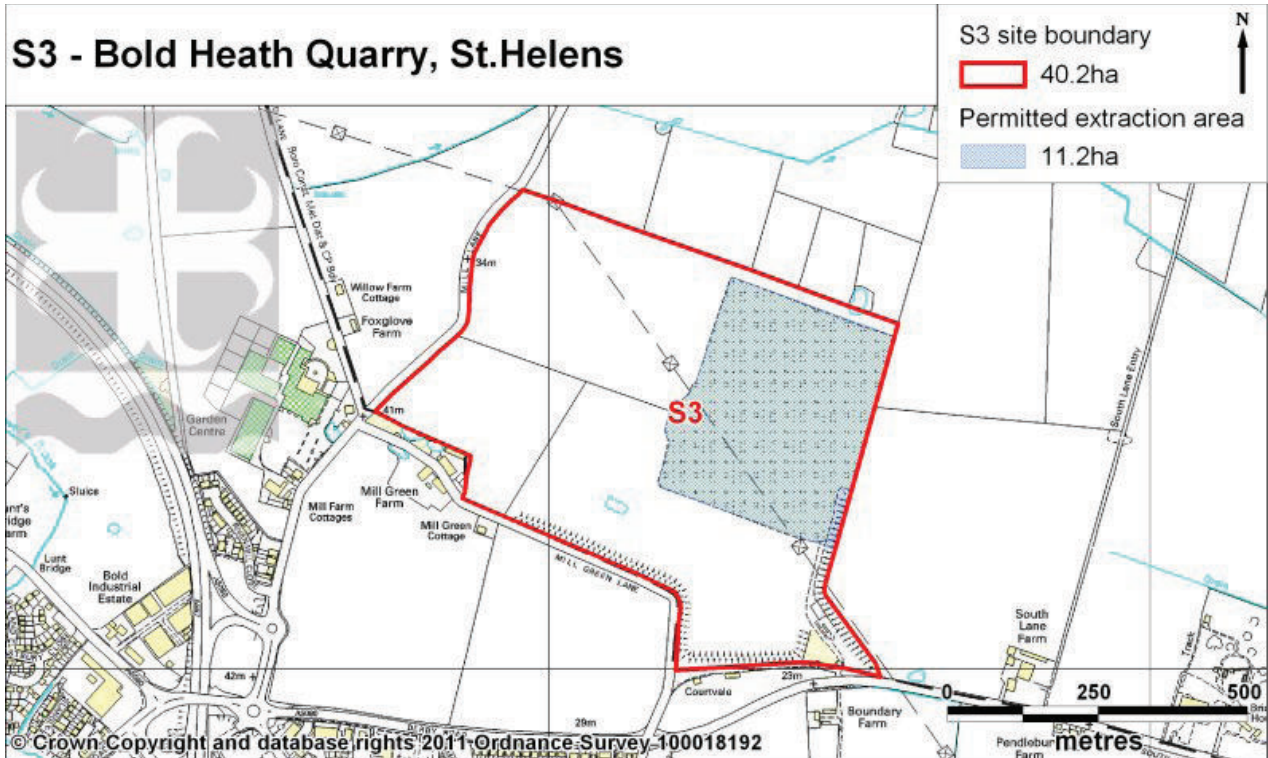
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Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX



### S3 - Bold Heath Quarry, St.Helens

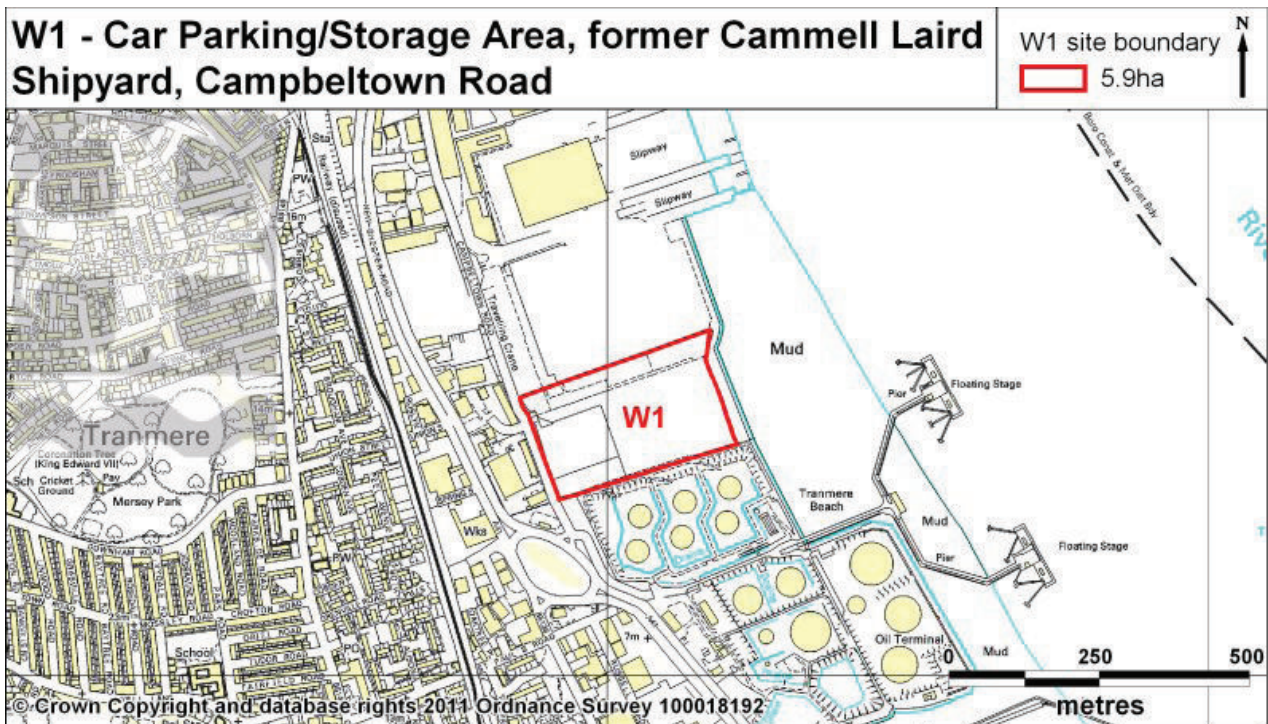


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Suggested Waste Management Use	Inert Landfill	✓
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To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX

### W1 - Car Parking/Storage Area, former Cammell Laird Shipyard, Campbeltown Road



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Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

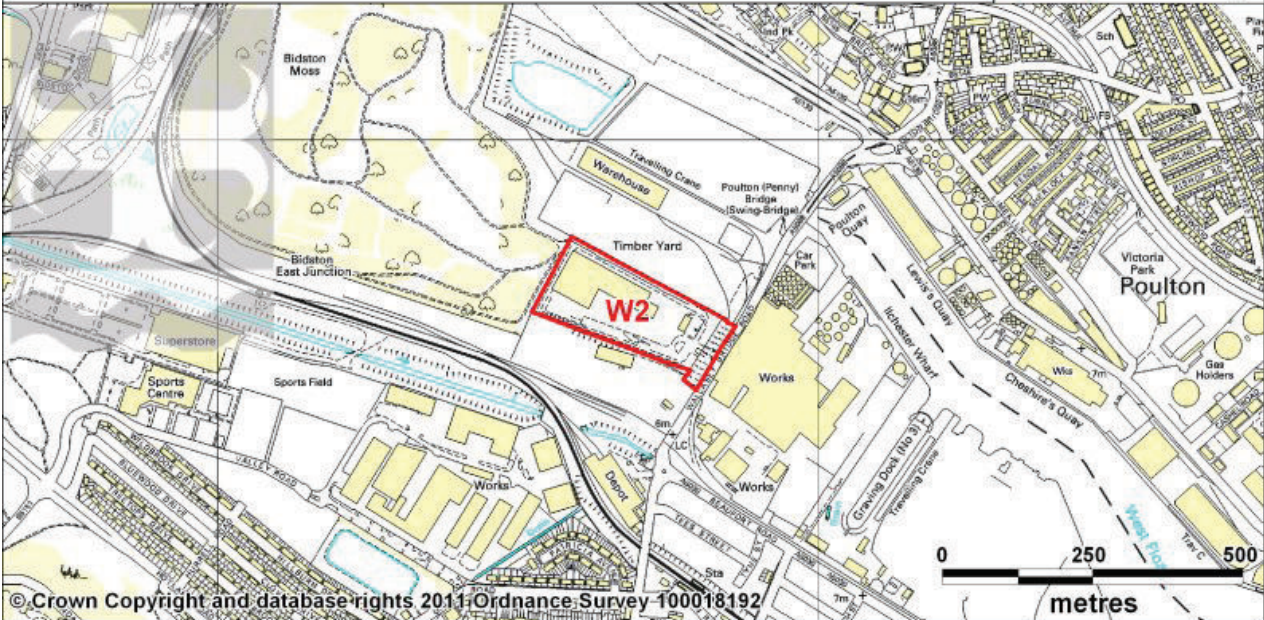
To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX



### W2 - Bidston MRF / HWRC, Wallasey Bridge Road

W2 site boundary

3.7ha



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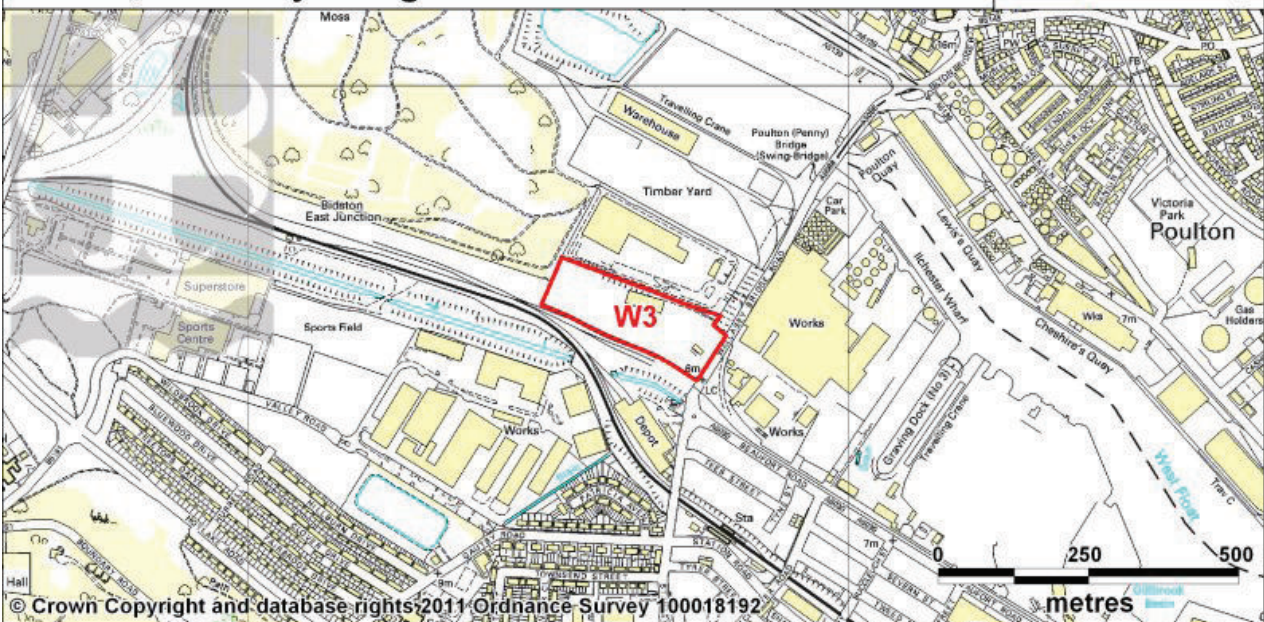
Suggested Waste Management Use	HWRC	✓	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX

### W3 - Former Goods Yard, Adjacent Bidston MRF / HWRC, Wallasey Bridge Road

W3 site boundary

2.8ha



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Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

To read the full site profile refer to supporting document "Waste DPD Site Profiles" page no. XX



**REPORT TO:** Executive Board

**DATE:** 22 September 2011

**PORTFOLIO HOLDER:** Cllr Cargill

**SUBJECT:** Police and Crime Commissioner Update  
and Elections May 2012

**WARDS:** All Wards

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

To update Members on Government proposals to establish Police and Crime Commissioners for all English Police Authority Areas

To inform Members of the appointment of the Chief Executive as the Police Area Returning Officer (PARO) for the Cheshire Police Force Area for the proposed Police and Crime Commissioner elections in May 2012.( should these elections proceed)

### **2.0 RECOMMENDATION: That**

**1) the contents of the report be noted; and**

**2) the Council notes and supports the appointment of the Chief Executive as the Police Area Returning Officer (PARO), for the Cheshire Police Force Area for the proposed Police and Crime Commissioner Elections in May 2012. (should these elections proceed)**

### **3.0 SUPPORTING INFORMATION**

The Police Reform and Social Responsibility Bill is currently before Parliament and if enacted will introduce directly elected Police and Crime Commissioners (PCCs) across England and Wales from May 2012.

The proposed legislation is controversial and not universally supported and is currently the subject of tension between the House of Commons and the House of Lords. However, current indications are that the Government remain committed to the proposal therefore there is a strong probability the legislation will be enacted in some form or another.

The first PCC elections would take place on 3 May 2012. The boundaries for the elections will be the 41 Police Force areas in England and Wales. Each of them will require a Police Area Returning Officer (PARO) who will be responsible for the overall conduct of the election for the relevant Police Force area.

Applications for the PARO role were requested by the Home Office and had to be submitted by 15 August.

With the support and agreement of the Chief Executives of Warrington, Cheshire East and Cheshire West and Chester, the Police Authority and the Cheshire and Warrington Leadership Board the Chief Executive was invited to submit an application.

The Chief Executive has been informed that this application was successful and has been appointed PARO for the Cheshire Police Force Area, should these elections proceed.

The PARO role is key to these elections.

The Chief Executive will liaise with and co-ordinate the work of the Local Returning Officers who cover the Cheshire Police Force Area in his capacity as the PARO, in a similar way to the role of the Regional Returning Officer for the recent European Parliamentary Elections and this years AV Referendum.

PCC elections will be combined with the local elections where they are taking place on the same day as is the usual practice when there are multiple elections.

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

There are no specific policy or financial implications.  
The Government will fund the proposed Elections.

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

6.1 **Children and Young People in Halton** – There are no implications arising from this report.

6.2 **Employment, Learning and Skills in Halton** – There are no implications arising from this report.

6.3 **A Healthy Halton** – There are no implications arising from this report.

6.4 **A Safer Halton** – There are no implications arising from this report.

6.5 **Halton's Urban Renewal** - There are no implications arising from this report.

#### **6.0 RISK ANALYSIS**

A full risk assessment will be undertaken to ensure the smooth running of the PCC and any local elections . A detailed risk assessment election

plan for the May 2012 Elections ( Local and PCC ) will be drawn up when the PCC legislation is finalised by Parliament.

**7.0 EQUALITY AND DIVERSITY ISSUES**

7.1 The PARO will be required to ensure all eligible voters can vote in the PCC Elections ( and any other local elections ) and that access arrangements to polling stations are available to all whatever their disability

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

None under the meaning of the Act.



**REPORT TO:** Executive Board

**DATE:** 22 September 2011

**REPORTING OFFICER:** Strategic Director- Policy and Resources

**SUBJECT:** Draft Corporate Plan 2011- 2016

**WARDS:** All

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

To provide Members with the new Draft Halton Corporate Plan 2011 – 2016 , included as Appendix 1 to this report.

### **2.0 RECOMMENDATION: That**

**(1) The Draft Plan is discussed in terms of the suggested Areas of Focus and activities under each thematic area.**

**(2) Subject to any amendments required, the Board recommends adoption of the Draft Plan by Full Council.**

### **3.0 SUPPORTING INFORMATION**

3.1 The Draft Halton Corporate Plan 2011 – 2016 was considered by Corporate Policy and Performance Board on 6<sup>th</sup> September 2011 and was recommended to Executive Board for approval. To ensure synergy with the Sustainable Community Strategy and operational business plans and to support the ongoing monitoring of progress a number of performance measures will be developed within each of the strategic priority areas identified within the plan. This work is presently in progress and the Board will receive further information at the earliest opportunity.

3.2 The Corporate Plan sets out the goals the Council wants to achieve to help build a better future for Halton, redefines our priorities, and explains how we will deploy our resources. The Corporate Plan also presents the Council's contribution to the delivery of the Sustainable Community Strategy (SCS) 2011-26. It concentrates on the challenges, priorities and achievements planned over the next five years to help improve the quality of life for people in Halton. It will guide the development of more detailed strategy and actions to be undertaken by the Council (see Section 4).

3.3 Our vision remains constant:

*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 safer, stronger and more attractive neighbourhoods.*

- 3.4 This vision remains a pledge to secure a better future for the people of Halton. It is about giving everyone the opportunity to fulfil their potential and the Council will work vigorously to see this vision realised. To achieve our vision we are committed to closing the gap between those communities most in need in Halton, compared to the rest of the country. We will do this by tackling inequality and promoting community cohesion, so that no community is disadvantaged.
- 3.5 The Plan explains the steps that the Council will take in order to deliver on both the Vision and the strategic priorities and key themes set out within Halton's fifteen year Sustainable Community Strategy 2011 – 2026. These are:
- A Healthy Halton
  - Employment, Learning and Skills in Halton
  - A Safer Halton
  - Halton's Children and Young People
  - Environment and Regeneration in Halton

An additional priority to the five contained in the SCS has been added:

- Corporate Effectiveness and Efficient Service Delivery

This relates specifically to the delivery of Council service delivery as distinct from the partnership objectives of the SCS. .

### **3.6 Consultation**

The SCS (adopted April 2011) was produced through extensive research, analysis, and policy formulation. This process was followed by wide consultation with Elected Members and partners to identify key themes and related strategic objectives. This has included reporting on the detail of the emerging SCS to all Policy and Performance Boards during the September 2010 meeting cycle. An extensive public consultation took place 29 Nov–24 Jan 2011. The Corporate Plan presents the Council's contribution to the delivery of the Sustainable Community Strategy (SCS) 2011-26.

- 3.8 A draft Corporate plan has previously been circulated for Member consultation between 20 May and 17 June 2011.
- 3.9 A further round of consultation for Members and Operational Directors took place during July and August. All comments received have been included into the Draft Plan appearing in Appendix 1.
- 3.10 The Draft Corporate Plan was taken to Corporate PPB on 6<sup>th</sup> September and recommended for adoption by Executive Board.

#### **4.0 POLICY IMPLICATIONS**

- 4.1 The Corporate Plan forms part of a key suite of documents for the Council starting from the Sustainable Community Strategy and running down to Service Plans. It sets out the Council's contribution towards achieving the key objectives of the Sustainable Community Strategy, as well as looking at how we will deploy our own resources effectively and efficiently.
- 4.2 A range of more specific strategies and initiatives will translate the broad aims and objectives of this Plan into action on the ground.
- 4.3 The Corporate Plan has been developed with reference to, and links into other key Council documents such as the Core Strategy, Children and Young People's Plan, State of the Borough Report and Local Transport Plan 3. A full list of plans is included on Page 37 of the document.

#### **5.0 FINANCIAL IMPLICATIONS**

- 5.1 The Corporate Plan sets out the key themes, objectives and areas of focus for Council activity which are felt to make the maximum difference in improving quality of life in Halton and sets out what, within available resources we hope to achieve over the next five years. The activities involved need resources and the Plan therefore has financial implications.

#### **6.0 IMPLICATIONS FOR THE COUNCILS PRIORITIES**

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

The Corporate Plan presents Halton Borough Council's response to how it will help to implement the Sustainable Community Strategy 2011-26. Children and Young People is therefore identified as a priority within the Corporate Plan

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

The Corporate Plan presents Halton Borough Council's response to how it will help to implement the Sustainable Community Strategy 2011-26. Employment, Learning and Skills is therefore identified as a priority within the Corporate Plan

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

The Corporate Plan presents Halton Borough Council's response to how it will help to implement the Sustainable Community Strategy 2011-26. A Healthy Halton is therefore identified as a priority within the Corporate Plan

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

The Corporate Plan presents Halton Borough Council's response to how it will help to implement the Sustainable Community Strategy 2011-26. A Safer Halton is therefore identified as a priority within the Corporate Plan

#### **6.5 Environment & Regeneration in Halton**

The Corporate Plan presents Halton Borough Council's response to how it will help to implement the Sustainable Community Strategy 2011-26. Environment & Regeneration in Halton is therefore identified as a priority within the Corporate Plan

### **7.0 RISK ANALYSIS**

7.1 The Corporate Plan has been developed as the Council response to the issues contained within the Sustainable Community Strategy, which has been developed through extensive consultation with both the community and partners.

7.2 This Plan has been developed at a time of considerable challenge for local authorities brought about by significant public spending cuts and changes in the way public services are delivered, with considerable changes still underway. Consequently, care has been needed to ensure that the activities contained in this Plan are realistic and achievable within expected resources, whilst remaining sufficiently challenging to make a real difference to people's lives and meet residents' expectations.

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

8.1 The Equality Act 2010, which identifies a number of protected characteristics, brings together into one Act all previous legislation around Equality and Diversity. Under the Duty a public authority must, in carrying out its functions, take into account the need to: -

- (a) Eliminate discrimination, harassment, victimisation and any other conflict that is prohibited by the Equality Act 2010
- (b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- (c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it

8.3 The Draft Corporate Plan has been developed bearing in mind the requirements of the Equality Act and the new Public Sector Equality



Duty and an Equality Impact Assessment will be completed for the Corporate Plan.

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

None under the meaning of the Act.



## **Foreword**

Halton is a place of ambition and enterprise. Together with our partners we are successfully restructuring the local economy around a diverse range of sectors including science and research, transport and logistics, creative, media and advanced manufacturing. We see our strong economy and economic prosperity as our key focus, with the local population accessing and retaining employment to provide a clear route out of both poverty and poverty related poor health. Economic success gives our local people improved choice and control in the way they live their lives.

Our reinvigorated economy is in turn delivering wealth and confidence, the evidence of which is the local developments that fly in the face of recession. Examples include the Widnes Shopping Park attracting major high street retailers such as Marks and Spencer and Next, construction beginning on a new Premier Inn and Tesco Extra, the substantial investment at the Daresbury Science and Innovation Campus and the 3MG site; and the development of significant new facilities such as an ice rink, bowling alley and cinema .

Such developments bring much needed jobs to our area. Access to a variety of sectors provides opportunities for the local workforce to develop careers, and our programmes of education, qualifications and skills equip people of all ages with the knowledge they need to become successful and economically active. Continued learning throughout life is important and we are delivering new centres of learning at Wade Deacon School (Widnes) and the Grange School (Runcorn) through the Building Schools for the Future Programme.

We are making the most of our location between two major cities and we are well connected to these hubs by road and rail connections. London is now less than 2 hours away on the West Coast Mainline. Close proximity to Liverpool John Lennon Airport gives access to international travel and we are investing in key infrastructure, such as the Mersey Gateway Bridge which will reinforce Halton's position as a key gateway into the Liverpool City Region. Digital infrastructure, encompassing both fibre optic and wireless communications, is high on our agenda to allow industry and commerce to do business faster and with the global market.

We want people to make healthier lifestyle choices and take advantage of some of the fantastic outdoor venues and facilities we have in Halton. Examples include Town Park and Runcorn Heath in Runcorn, Hale coastline and lighthouse, Victoria Park in Widnes, the Tran Pennine Trail cycle route, Stobart Stadium and The Brindley.

For those who are at a time in their lives when they may need additional support, we invest in a range of services to help them re-adjust and become as self sufficient as possible. We have implemented personalisation of care budgets and transformation programmes to give service users choice in the way they receive support and allow us to ensure that older people and those with complex care needs get the help they need. The safeguarding of vulnerable children and adults is of paramount importance and in 2010/11 our Adults and Children and Young People Services have been externally inspected and are able to demonstrate high performance.

The Borough already has a formidable track record in intervention and prevention, but in light of increased challenges we need to ensure that they continue to be as aligned as

possible to ensure we deliver on our promises to the people of Halton. We are always trying to find the most cost effective way to deliver services and we are already two years into our rolling Efficiency programme which is contributing significantly to the savings we have to make. From April 2011 we moved to a leaner management structure to reduce costs and minimise the impact of reduced grant funding on frontline services.

We have had to be bold and imaginative when it comes to service delivery; reviewing income and expenditure and finding new and more cost-effective ways of working, however, our priority remains protecting critical outcomes for the people who rely on us, and providing quality services.

As part of the 2011/12 budget, we had to acknowledge that these are difficult financial times for everyone. Halton already has one of the lowest levels of council tax in the North West and this year we have ensured no increase in council tax at all. In doing so we want to help Halton residents spend their money as they wish, easing the tax burden on all households and supporting those on low and fixed incomes. Despite a contraction in budgets, the combined public sector will still be spending £500 million next year delivering services – and will be continuing with the major projects, like the Mersey Gateway, to help transform our Borough.

As an organisation we remain focussed on being responsive to local needs. This Corporate Plan explains how we will deliver a better, stronger Borough for us all to live and work in.

Councillor Rob Polhill  
Leader, Halton Borough Council



## **Introduction**

This plan outlines the goals the Council wants to achieve to help build a better future for Halton, redefines our priorities and examines how we will deploy our resources. It concentrates on the fresh challenges, priorities and achievements planned over the next five years to help improve the quality of life for people in Halton.

Our vision remains constant. It is that:

*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 safer, stronger and more attractive neighbourhoods.*

Our Corporate Plan sets out what, within available resources, we plan to achieve over the next five years to improve lives within all the communities of Halton. It will guide the development of more detailed strategy and actions to be undertaken by the Council. Within this plan we explain the steps that need to be taken to deliver on the strategic priorities and key themes that are set out here and within Halton's fifteen year Sustainable Community Strategy 2011 – 2026. These are:

- A Healthy Halton
- Employment, Learning and Skills in Halton
- A Safer Halton
- Halton's Children and Young People
- Environment and Regeneration in Halton
- Corporate Effectiveness & Business Efficiency

This Plan has been developed at a time of considerable challenge for local authorities brought about by significant public spending cuts and changes in the way public services are delivered. Consequently, care has been taken to ensure that the activities contained in this Plan are realistic and achievable within expected resources, whilst remaining sufficiently challenging to make a real difference to people's lives and meet residents' expectations. We know that in anything that we do our key goal is to raise the quality of life in the borough. To do this, we need to deliver our services in the most efficient and effective way possible. Councils play a crucial role in providing essential services in the communities they serve. Making sure that these key services are provided to the highest possible standard and at reasonable cost is fundamental, and the Council will continue to strive for service excellence in all areas.

In developing this Plan we have reflected on the Council's Community Leadership role orchestrating limited resources not just on behalf of the organisation, but for the area as a whole. We need to continue to look beyond our boundaries and champion Halton's cause in the wider world, lobbying at regional and national levels, and working with wider UK and European partners for mutual benefit. To this end the Council is promoting partnerships and alliances to dovetail and mainstream strategies of other agencies working in the borough and will explore opportunities to develop shared services and resources where appropriate. It is essential all partners work productively together, sharing understanding of the Borough's problems, their root causes, and co-ordinating our efforts to tackle them. We acknowledge that reducing resources will mean that there will be greater pressures in delivering high quality services and that a change in

approach will be needed to further promote community 'buy-in' and change in customer behaviour.

Our vision for Halton remains a pledge to secure a better future for the people of Halton. It is about giving everyone the opportunity to fulfil their potential and the Council will work vigorously to see this vision realised. To achieve our vision we are committed to closing the gap between those communities most in need in Halton, compared to the rest of the country. We will do this by tackling inequality and promoting community cohesion, so that no community is disadvantaged.

A range of more specific strategies and initiatives will translate the broad aims and objectives of this Plan into action on the ground.

### **Our Guiding Principles**

Halton Borough Council should be expected to maintain high standards in the way it conducts its business. In implementing actions that flow from this plan, the Council will follow a set of guiding principles. In all that we do we aim to be:

- Community focused - ensuring that residents' concerns are of prime importance in defining how we deliver effective services. We must maintain our open and democratic processes that encourage local people to become involved in decisions that directly affect them and future generations, working within the emerging policy context such as the localism agenda in developing new models of customer engagement
- Sustainable - improving the quality of life for today's Halton residents without jeopardising that of future generations whilst also enhancing the biodiversity of the area.
- Leaders - the Council's role is to give clear strategic leadership to the Borough and to agree roles, responsibilities and relationships that are fit for purpose and enable people to contribute and to make a difference.
- Fair and inclusive - promoting equal access to opportunities and facilities, and helping to ensure that everyone in the community can access the opportunities and progress being made in Halton.
- Good value – enabling and coordinating the delivery of services and ensuring that the community receives value for money services of high quality that are accessible, affordable and focused on local needs. It makes sense to invest in preventative activity that stops problems occurring rather than paying to fix things that go wrong.
- Collaborative - taking full advantage of the benefits for Halton from the community, organisations and groups working constructively in partnership and sharing responsibility whilst also recognising the changing roles of some of our key partners and working with emerging new structures
- Evidence-based – In making decisions and policy we will ensure that we learn from best practice elsewhere and making good use of research about what works in addressing the Borough's priorities. Halton's Corporate Plan is about focusing on the issues that matter the most and investing in priorities and approaches that are based on evidence.

### **Delivering Progress**

During 2010/11 there have been several significant developments for the Council highlighting the improvement in performance that we continuously strive to achieve:

- A new strategic management structure was implemented on 1<sup>st</sup> April 2011, moving from four directorates to three, giving an opportunity to organise services differently and innovatively. We are also introducing shared responsibilities for children's services with Cheshire West and Chester Council, including a Joint Strategic Director post.
- As part of the annual assessment of safeguarding for Adult Social Care during 2010, the Care Quality Commission judged Halton to be performing excellently across all seven domains, being one of only three councils in the country to be awarded such a prestigious rating.
- During February 2011, the Ofsted Inspection of Safeguarding and Looked After Children judged Halton to be outstanding and good across all elements of the Inspection.

Progress against our priorities continues to be made. A few examples include:

- Extensive outcome-focussed work to ensure that the health and wellbeing of the people of Halton improves. We are in the process of establishing new alliances with GPs and the formation of a new Health and Wellbeing Board.
- Transformation and the increased use of individualised budgets are improving the way in which the Council supports vulnerable people in the community.
- Road Safety has improved significantly in recent years from 77 Killed or Seriously Injured in 2005 to 41 in 2010.
- Recycling levels have increased from 25% in 2007 to over 38% in 2011. The amount of waste produced per household is continuing to fall as is the level of waste sent to landfill for disposal. All households in the borough are now provided with kerbside multi-material recycling services.
- The Council delivers a co-ordinated approach to ensuring a cleaner, greener, safer Halton and significant progress has been achieved through the provision of high quality cleaning services, as well as a programme of education and enforcement to deter environmental crime.
- Establishing the Halton Employment Partnership, a single point of contact, accessible to both local employers and local people, utilising the expertise of various employment, learning and skills agencies to offer a seamless 'one stop shop' approach to the delivery of pre-recruitment services, skills training, apprenticeships and workforce development services.
- Restructuring has taken place in Children's Services including the establishment of the Team Around Family (TAF) and embedding the use of the Common Assessment Framework process. This has already shown an emerging positive early intervention/reduction in Children's Social Care referrals.
- Delivery of Castlefields Regeneration Programme continues at a pace, by 2016 the majority of the 1392 unpopular deck access flats will have been demolished. In their place at least 1000 new homes will be occupied. The new Village Square is due for completion in the summer of 2011 bringing much needed local shops and a community centre. The addition of a new health centre in spring 2012 will complete

the transformation of the old local centre, to put the heart back into the Neighbourhood.

### **What is Halton Like Now?**

Halton is a largely urban area of 119,300 people (2010 population estimate). Its two biggest settlements are Widnes and Runcorn that face each other across the River Mersey, 10 miles upstream from Liverpool. The population of Halton was in decline for over a decade, but has recently started to increase. This in part is due to a concerted effort to build new houses, particularly larger executive homes in Sandymoor (East Runcorn) and Upton Rocks (NE Widnes) to try to stem population decline, to provide a more balanced housing stock, and to retain wealth in the community. It is also in part due to increased inward migration. The population is projected to grow to 122,900 by 2023.

The number of jobs in the borough is largely the same as it was 10 years ago but the proportion employed in manufacturing has fallen and the reliance on a small number of large employers is beginning to reduce. The wealth of the borough has improved overall during the last 10 years as illustrated by rising numbers of detached houses, rising car ownership and increases in professional and managerial households in parts of the borough. There are currently approximately 52,000 employee jobs in Halton, of which 37,900 are full time.

Halton shares many of the social and economic problems more associated with its urban neighbours on Merseyside. The Index of Multiple Deprivation (IMD) for 2010 is one of the most comprehensive sources of deprivation indicators, as some 38 different indicators are used. It shows for example that overall, Halton is ranked 27th nationally (a ranking of 1 indicates that an area is the most deprived), which is third highest on Merseyside, behind Knowsley and Liverpool, and 9th highest in the North West. Other authorities, St Helens (51st), Wirral (60th) and Sefton (92nd), are all less deprived compared to Halton.

The IMD score suggests that deprivation has stayed relatively level in the borough from being ranked 29<sup>th</sup> in 2007 to being rated 27<sup>th</sup> in 2010. The proportion of Halton's population in the most deprived areas (i.e. the top 10% of super output areas) has also remained relatively constant at about 25% in 2007 and 2010. The most deprived neighbourhood in Halton is ranked 264th out of 32,482 in England and is situated in Widnes. There are two neighbourhoods in Halton which fall in the top 1% most deprived super output areas nationally. Much has been done but clearly there is still much to do.

Since 2000, a range of research has been carried out, which has highlighted key challenges and opportunities facing Halton. This research tells us that Halton is:

- an area where over 70% of people are satisfied with their local area as a place to live
- an area whose population is projected to grow by 4% (2008-2026), with a large increase in the older population
- tackling deprivation, however it still remains one of the most deprived areas in the North West with unemployment rates higher than the North West and National rates



- an area where health issues are still evident with life expectancy lower than the North West and England averages
- an area with high quality open spaces; 12 areas within Halton have been designated with Green Flag awards
- improving its GCSE results and reducing the number of 16 to 18 year olds not in education, employment or training (NEET).
- an area with a diverse and prospering economy, with increasing average incomes for residents, improvement in skills and with higher rates of employment in the manufacturing sector
- an accessible and convenient place to live and work
- an area which provides a functional base for the community
- an area offering many innovation and development opportunities to improve quality of life

More detailed information on these issues can be found in the State of the Borough Report and the Local Economic Assessment for Halton.

### **Corporate Planning and Performance Framework**

The Corporate Planning Framework is the means by which this plan will be delivered. It consists of a hierarchy of plans that are directly aligned to ensure that the corporate priorities and strategic objectives of the Council are cascaded down the organisation through properly outcome-focused targets. This is known as the 'Golden Thread'.

As part of this Golden Thread, the Sustainable Community Strategy outlines how the Halton Strategic Partnership intends to transform Halton over the next fifteen years. This will be supported by 3 five year delivery plans. This Corporate Plan sets out how the Council will deliver its contribution to achieving the Sustainable Community Strategy. The Plan provides focus for all that the Council will do over the next five years.

Directorate Business Plans set out how the Council's Directorates intend to deliver their particular responsibilities and address the key challenges facing them to help deliver the Corporate Plan.

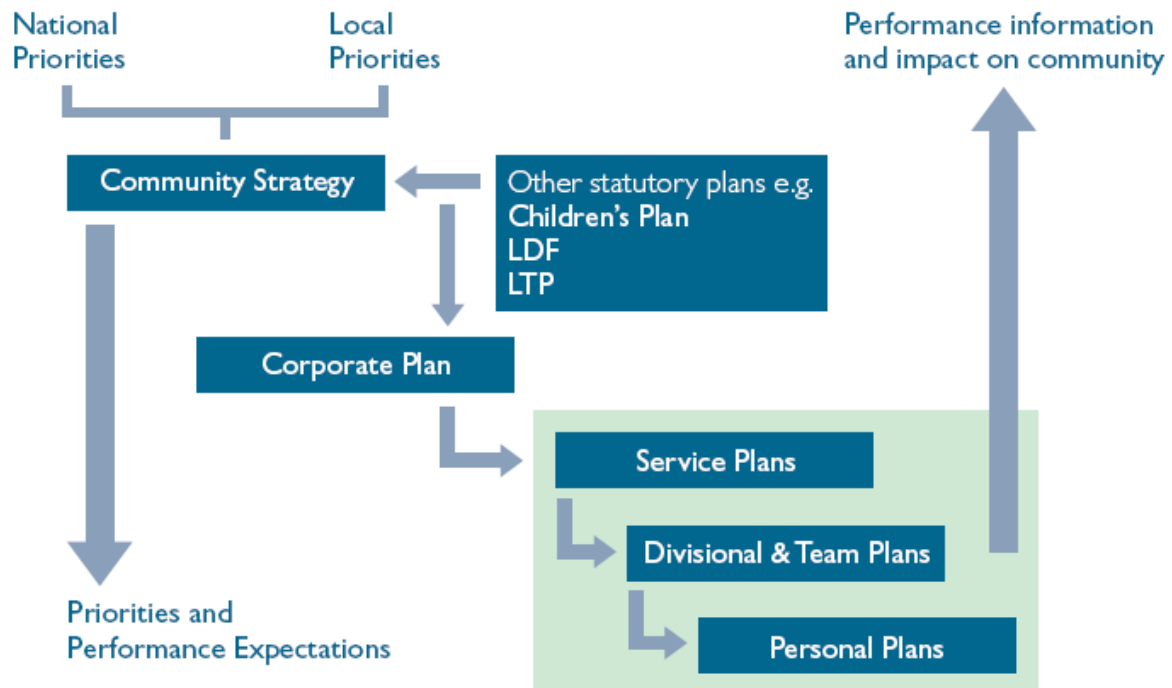
Divisional Plans outline the key tasks needed to help deliver the Directorate Plans and ensure that tasks are properly managed and delivered.

The Personal Development Plans of individual employees ensure that every employee has a set of professional and personal objectives that will help to deliver the corporate objectives, and that their training and development is focused on corporate aims.

Integrating service planning with resource planning is essential to make sure we can achieve our vision. An essential part of the Corporate Plan is the Council's medium term Financial Plan and its Workforce Development Plan. These are part of the framework for managing the resources that will help to deliver the Corporate Plan. The service plans provide the focus for the Council's performance management system.

Figure 1: 'Golden Thread' Integration within the Planning Framework

## Halton's Strategic Planning Framework



Much has changed since the last Corporate Plan was updated in 2009. For example, Comprehensive Area Assessments, Local and Multi Area Agreements have been abolished by Central Government and been replaced with a new single data list, based on the principle of greater transparency for communities, from 1<sup>st</sup> April 2011. Unlike Local Area Agreements which had a broad partnership focus, this data list will solely focus on data to be collected by local authorities and fire and rescue services. This plan highlights key objectives for each priority and improvement targets by which the Council's, and Halton's, success can be judged.

The primary vehicle for measuring our performance and that of our partners in previous years was Halton's Local Area Agreement (LAA) which contained 32 shared targets selected from the National Indicator dataset. However, as previously stated, the National Indicator dataset and requirement to produce an LAA ended in October 2010. We therefore aim to improve our performance, as measured by the indicators contained in this data list, by retaining the former national indicators that remain relevant to Halton and through other monitoring other locally determined targets, year on year, through the life of this plan. Checking on our achievements and regularly monitoring progress will ensure we keep on track.

### **Developing this Corporate Plan**

Wholesale improvement in the quality of life enjoyed by local people can only come about if a significant part of the community is involved in making it happen. This can take place informally in many different ways within the community itself. But this has to be complemented by action taken with the support of a variety of public, voluntary and other bodies.

The views of the public were an important factor in deciding the overall themes and thrust of this Corporate Plan. Channels of communication like the Borough's Local Area Forums provide extra ways to share, discuss and resolve local issues. A whole range of services actively consult with and involve their customers, and staff from a range of organisations work closely day to day with local people.

The Corporate Plan presents Halton Borough Council's response to how it will help to implement the Sustainable Community Strategy 2011-26 and the Sustainable Community Strategy itself was developed on the back of a comprehensive and inclusive consultation process. Some of the key steps included:

- Public perception research through the Places Survey and Halton 2000 panel.
- A review of our achievements.
- The State of Halton Report was updated to look objectively at statistical conditions, changes and trends in social, economic and environmental conditions.
- A review of regional and national strategies was carried out to assess the likely impact of this activity in Halton.
- Partner ownership and involvement in drafting the document via Specialist Strategic Partnership meetings.
- An inclusive process of debate and discussion on the way forward took place with Elected Members and interested partners.
- Residents were invited to give their views on the Strategy via an online survey which was publicised in press advertisements, press releases and posters. Hard copies of the survey and document were available at Halton Direct Links.
- Young people were asked for their views on the Strategy via a presentation to the Halton Youth Cabinet.

The Council sees itself, through this Plan, as providing leadership. This can only be achieved if we remain in touch with the people and communities we represent and serve. This Plan aims to create an environment in which everyone can get involved in making things happen in Halton. We want to foster active participation by as many people and agencies as possible and the Council wants to look for ways to make itself more accountable to communities through customer focus, consultation and communication.

The Council constantly canvases public opinion, gathering the facts and figures needed to identify the overall priorities for the Borough. From the information provided by local residents and businesses it has been possible to identify a number of challenges for the Borough over the medium term which address the overall aim of making it a better place to live and work. These include:

- Providing for the ageing population.



- Narrowing the gap between most and least deprived areas within the borough through addressing health and socio-economic inequality.
- Improving educational attainment and access to training opportunities for those living in the area.
- Improving access to services such as social and leisure facilities, supermarkets, health services and transport.
- Understanding how knowledge and perceptions of health related issues can affect the local population.
- Reducing social isolation.
- Maximising community resources and facilitating effective community engagement and participation.
- Integrating delivery of services.
- Increasing community satisfaction with Halton as a place to live.
- Increasing focus on community involvement in public sector activities in Halton.
- Running services effectively and efficiently to meet customer needs and increase public satisfaction with all public services in Halton.

The key challenge is how best to frame the response to these through the Corporate Plan. To do this challenges have been grouped into six key themes, primarily reflecting those contained within Halton's Sustainable Community Strategy, but also adding a council- specific priority:

- A Healthy Halton
- Employment, Learning and Skills in Halton
- A Safer Halton
- Halton's Children and Young People
- Environment and Regeneration in Halton
- Corporate Effectiveness and Business Efficiency

The next section looks at how we organise ourselves to deliver our priorities; and the measures we intend to take over the next five years to improve our effectiveness.

Each section comprises:

- A statement of the priority.
- Its overall aim.
- Why the priority was chosen.
- Key objectives.
- The Council's contribution and key areas of focus.

## **A Healthy Halton**

### **Our overall aim**

To create a healthier community and work together to promote well being and a positive experience of life with good health, not simply an absence of disease, and offer opportunities for people to take responsibility for their health with the necessary support available.

### **Why Health?**

Statistics show that health standards in Halton are amongst the worst in the country and single it out as the aspect of life in the borough in most urgent need of improvement. The population is ageing which could put even greater demands on health and social care services. At the same time lifestyle choices in the borough especially among the young, in terms of diet, smoking, alcohol, exercise and other factors continue to give cause for concern for the future.

The recent State of the Borough Report identifies Halton as one of the most deprived districts in England. In terms of health deprivation the local authority currently ranks 11<sup>th</sup> out of 326 local authorities in the country.

### **Key Objectives**

- To understand fully the causes of ill health in Halton and act together to improve the overall health and well-being of local people.
- To lay firm foundations for a healthy start in life and support those most in need in the community by increasing community engagement in health issues and promoting autonomy.
- To reduce the burden of disease and preventable causes of death in Halton by reducing smoking levels, alcohol consumption and by increasing physical activity, improving diet and the early detection and treatment of disease.
- To respond to the needs of an ageing population, improving their quality of life and thus enabling them to lead longer, more active and more fulfilled lives.
- To remove barriers that disable people and contribute to poor health by working across partnerships to address the wider determinants of health such as unemployment, education and skills, housing, crime and environment
- To improve access to health services, including primary care.

### **Council Contribution and Key Areas of Focus**

In order to contribute towards meeting these key community objectives for a Healthy Halton the Council, during the lifetime of this Corporate Plan, has identified the following Key Areas of Focus: -

#### **Area of Focus 1 – Healthy and Active Lifestyles**

**Improve the future health prospects of Halton residents, particularly children, through encouraging and providing opportunities to lead healthier and physically active lifestyles.**

Examples of future planned activity could include: -

- Improving the current and future health of Halton school children by increasing children's intake of a variety of fresh fruit and vegetables through

increasing the access and availability of healthier nutritionally balanced school meals and increasing the number of pupils having a school lunch, to raise awareness of, and increase levels of, healthy eating.

- Increasing the take up of free school meals by eligible children
- Improving the health of Halton school children by increasing the percentage of children participating in sport for fun and fitness and Promoting healthy lifestyle through implementation of the school sports Co-ordinator programme.
- Improving access to information on healthier lifestyles and services.
- Reviewing and updating the Sports Strategy and Facilities Strategy and beginning their implementation during 2011/12.
- Increasing the number of new participants through Sport and Physical Activity Alliance delivery plan and using promotional events to increase participation and raise awareness associated with Sporting Excellence and 2012 Olympics
- Working with schools to develop initiatives school travel Plans that promote walking and cycling, road safety schemes and walking school buses.
- Promoting active travel options (walking / cycling) as viable alternatives to the car.

### **Area of Focus 2 – Good Public Health**

**Providing services and facilities to maintain and promote good public health and well-being.**

Examples of future planned activity could include: -

- Implementing the Local Affordable Warmth Strategy, in order to reduce fuel poverty and health inequalities.
- Safeguarding the health of Halton residents by continuing to review and assess air quality against the Government's health-related air quality standards and seek to ensure that existing standards are being met.
- Safeguarding the health of Halton residents by identifying the contaminated sites within the Borough, which present a significant risk to human health, to implement a programme of inspection prioritised by high, medium and low risk.
- Developing relevant and accessible information for young people on drugs and alcohol, their effects and support services across Halton.
- In partnership with the PCT and Clinical Commissioning Consortia reviewing access to services and activities to secure improvements in breast feeding rates.
- Building capacity in educational settings and improving the sexual health of Halton school children by increasing the percentage of schools participating in PHSE/SRE training and development.
- Developing and re-programming supporting people services.
- Support provision of transport to hospital and health facilities serving the Borough's residents

### **Area of Focus 3 – Intervention and Prevention**

**Working with service users to provide services focussed around intervention and prevention and where this is not possible, helping people to manage the effects of long term conditions.**

Examples of future planned activity could include: -

- Reviewing working practices to ensure they are 'fit for purpose' in line with the implications of the Autism Act 2009.
- Continuing to implement a behaviour solutions approach to develop quality services for adults with challenging behaviour
- Improving the long-term health of children and young people by reducing incidences of sales of products such as tobacco, solvents and alcohol to this group.
- Improving the health and well-being of children with disabilities in Halton and their families by increasing the number of short breaks available to them.
- Improving the health and well-being of looked after children via the joint work of Social Care and health partners, by increasing the proportion of looked after children with up to date immunisations, dental checks and health assessments.
- Ensuring service user views are taken into account when redesigning/evaluating services.
- Improving the health and well being of vulnerable adults and particularly older people by increasing the number of older people gaining access to holistic care packages.
- Increasing and delivering an improved range of services and support for carers, according to the Halton Carers Strategy.
- Enabling community centres to deliver programmes for vulnerable adults.
- Establishing a single service for drug users and those in recovery.
- Providing travel planning, advice and training to increase the accessibility of health facilities.

### **Area of Focus 4 – Maintaining Individual Independence**

**Providing services and facilities to maintain the independence and well-being of vulnerable people and those with complex care needs within our community.**

Examples of future planned activity could include: -

- Implementing recommendations following the Challenging Behaviour review/project to ensure services meet the needs of service users.
- Reviewing and evaluating new arrangements for integrated hospital discharge.
- Maintaining the number of carers receiving a break.
- Maintaining the numbers of carers provided with assessment leading to the provision of services, to ensure Carers needs are met.
- Implementing the Telecare strategy and action plan.
- Implementing the Local Dementia Strategy, to ensure effective services are in place.
- Implementing the redesign of the Supported Housing Network to ensure that it is meeting the needs of those with the most complex needs.
- Ensuring effective services are in place through the Supporting People Plan.
- Implementing and delivering the objectives outlined in the Homelessness and Housing Strategies and Repossessions Action Plan.
- Continuing to ensure that the Re-ablement service is meeting the requirements of the community of Halton.



- Implementing the Early Intervention/Prevention Strategy to improve outcomes for Older People in Halton.
- Contributing to the safeguarding of vulnerable adults and children in need, by ensuring that staff are familiar with and follow safeguarding processes.
- Continuing to establish effective arrangements across the whole of adult social care to deliver self directed support and personal budgets.
- Provision of appropriate transport to facilities.

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

### **Our overall aim**

To create an economically prosperous borough that encourages investment, enterprise and business growth, and improves the opportunities for learning and development together with the skills and employment prospects of both residents and workforce so that they are able to feel included socially and financially.

### **Why Employment, Learning and Skills?**

A robust economy lays the foundation for any prosperous and successful place and provides jobs, opportunities, wealth and aspirations for local people. Historically in Halton there has been a mismatch between the needs of local business and the skills of local people, low rates of entrepreneurship and high levels of welfare dependency, meaning that opportunity and need are out of balance and contributing to the widespread deprivation in Halton. Sustainable economic growth and prosperity requires a commitment to encourage and support a vibrant business sector together with a renewed commitment to creating sustainable employment, and high quality learning and skills opportunities to satisfy all stakeholders in Halton.

### **Key Objectives**

- To develop a strong, diverse, competitive and sustainable local economy.
- To foster a culture of enterprise and entrepreneurship and make Halton an ideal place to start and grow economic activity.
- To develop a culture where learning is valued and skill levels throughout the adult population and across the local workforce can be raised.
- To promote and increase the employability of local people and tackle barriers to employment to get more people into work.
- To maximise an individual's potential to manage and increase their income, including access to appropriate, supportive advice services.

### **Council Contribution and Key Areas of Focus.**

In order to contribute towards meeting these key community objectives for Employment, Learning and Skills in Halton the Council, during the lifetime of this Corporate Plan has identified the following Key Areas of Focus: -

#### **Area of Focus 5 – Strong Local Economy**

***To develop a strong, diverse, competitive and sustainable local economy and to foster a culture of enterprise and entrepreneurship and make Halton an ideal place to start and grow economic activity***

Examples of future planned activity could include: -

- Providing support for local businesses to exploit the potential of the internet.
- Supporting the development of digital service networks.
- Providing cohesive support for businesses to relocate to and within Halton.
- Continuing the development of STAM (Science, Technology & Advanced Manufacturing) Routeway and curriculum offer for Halton's young people.
- Strengthening the strategic partnership arrangements with the sub-region's Higher Education institutions.
- Continued support for the strategic development and regeneration of sites at 3MG, Widnes Waterfront and Daresbury.
- Develop a formal business engagement plan and further promote a one-stop approach to how we engage with employers and businesses.
- Supporting business formation and survival through initiatives such as promoting regional and national business start-up programmes like the Princes Trust and offering targeted financial support, training and incentives to new business start-ups
- Continued promotion of the regeneration of Halton's town centres through private development, redevelopment and renewal opportunities as appropriate.
- Maximising the leverage into Halton of external funding for capital development projects. .
- Encouraging greater levels of 'inter-trading' between Halton businesses.
- Providing advice to local businesses to help them participate in public sector and larger companies' procurement and construction processes.
- Encouraging the acquisition of business and budgeting skills by Halton's young people.
- Delivering Enterprise Halton 'Kickstart Enterprise Training' and business start-up grants and delivering an Enterprise Week Programme.
- Encouraging and supporting Community Enterprises.
- Promoting economic diversity and competitiveness within an improved business environment.
- To Implement the Mersey Gateway Regeneration Strategy.
- To implement a regeneration plan for Castlefields according to the Castlefields Team Plan and Regeneration Masterplan resulting in the delivery of The Masterplan's vision of a holistically improved estate.

### **Area of Focus 6 – Skilled Local Workforce**

***To develop a culture where learning is valued and skill levels throughout the adult population and across the local workforce can be raised.***

Examples of future planned activity could include: -

- Continuing the borough wide Skills for Life assessment and delivery service.
- Mapping and assessing the quality of current provision and identify gaps and areas for improvement.
- Promoting and improving access to the Nextstep service and the All Age Guidance service as it rolls out from September 2011.
- Enhancing existing information, advice and guidance on opportunities within higher education.
- Working with employers, providers and key stakeholders to ensure provision matches current and future demand for apprenticeships, internships and work

placements more effectively and supporting them in offering post-entry career development opportunities for existing staff.

- Implementing the Construction Halton model, focused on delivering community benefits from construction related work in the form of apprenticeships, training and work experience opportunities.
- Continuing the development of the Science Halton Routeway.
- Devising & delivering employability programmes responsive to Halton's employment needs
- Continue with programmes aimed at ensuring a highly skilled and highly motivated workforce to have a positive impact upon business growth.

### **Area of Focus 7 – Increased Local Employment**

***To promote and increase the employability of local people and tackle barriers to employment to get more people into work***

Examples of future planned activity could include: -

- Putting in place clearly defined strategies to remove barriers faced by the long-term unemployed seeking to return to work. (e.g. Jobcentre Plus Focused Partnership Delivery Pilot).
- Providing better access to affordable and accessible local childcare.
- Creating pathways into employment in new and growing sectors of the economy and link into Job Centre Plus service academies.
- Continuing to provide employers with a 'complete employment offer' through the Halton Employment Partnership.
- Providing sector/employer specific pre-employment support services for Halton residents.
- Offering a brokering role to link residents with potential volunteering and employment opportunities.
- Working with the Apprenticeship Service to raise employer's knowledge and understanding of the benefits of apprenticeships, internships and work placements, delivering Extended Apprenticeship Support Programme and developing Apprenticeships within the Council
- Providing structured employment 'tasters' as part of NEET (Not in Education, Employment or Training) engagement programmes.
- Work with the Prime Contractors Ingeus and A4E to deliver the Single Work Programme in Halton.
- Providing suitable transport to enable people to access employment and providing travel planning advice for prospective and existing employers.

### **Area of Focus 8 – Support and Advice**

***To maximise an individual's potential to manage and increase their income, including access to appropriate, supportive advice services.***

Examples of future planned activity could include: -

- Ensuring that relevant Council activity contributes towards the targets in the Halton Child & Family Poverty Strategy.

- Facilitating the provision and take-up of 'out of hours' financial information, advice and guidance services.
- Working alongside partners to increase the provision and promotion of affordable credit, targeting Halton's most disadvantaged communities.
- Support provision of community transport / innovative solutions to ensure accessibility to employment opportunities.

## **A SAFER HALTON**

### **Our overall aim**

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

### **Why a Safer Halton?**

Crime and the fear of crime affect everybody's lives. It is a major concern according to every survey of Halton residents. These surveys also show that cleaner, tidier communities would make the biggest difference to improving life for people in their local area. We want Halton to be a clean, green, safe and attractive place to live. People should tolerate, value and respect each other, their property and the places where they live.

### **Key Objectives**

- To investigate and tackle the underlying causes of crime and disorder and respond effectively to public concern by reducing crime levels, with a particular focus on reducing the levels of crime that disproportionately affect some of the more deprived areas.
- To tackle alcohol and drug/substance misuse problems, and the resulting harm that is caused to communities, families and individuals.
- To tackle the problem of domestic abuse in all its forms, supporting the victims and their families and taking enforcement action against perpetrators.
- To safeguard adults who are more vulnerable to physical, financial, sexual and emotional abuse and vulnerable children who are often part of families where there are drug and alcohol problems or where relationships are abusive or violent.
- To consult and engage with communities to identify problems and put in place effective measures to address them, with a particular focus on promoting community cohesion and adopting a zero tolerance to all forms of hate crime within Halton, so that no-one is victimised.
- We will work together to reduce fear of crime and increase public confidence in the police, council and other agencies to respond to reports of crime and anti social behaviour and tackle any potential tensions within communities, in particular those that may lead to extremist activity.

### **Council Contributions and Key Areas of Focus**



In order to contribute towards meeting these key community objectives for a Safer Halton the Council, during the lifetime of this Corporate Plan has identified the following Key Areas of Focus: -

### **Area of Focus 9 – COMMUNITY CONFIDENCE AND REASSURANCE**

**To work together with the community to tackle crime, design and manage neighbourhoods and open spaces so that people feel safe and to respond effectively to public concerns. Through working together with our partners for example the police and fire service we want to tackle the underlying causes of crime in Halton and put in place measures to address offending behaviour, in particular that of repeat offenders who are responsible for a disproportionate number of offences in the Borough. We will give advice to residents on community safety issues, support victims of crime, provide accurate data and information on crime and ensure that we respond appropriately to incidents to help reassure residents.**

Examples of future planned activity could include:-

- To inform residents of community safety activity within Halton, so they feel reassured that we are tackling the issues that matter to them.
- Provision of activities for young people to tackle Anti Social Behaviour.
- Development of initiatives such as the Home Watch Scheme to increase residents' involvement in helping to tackle crime and anti social behaviour within their neighbourhoods.
- Further consider how to reduce the impact on crime and alcohol related disorder through the Licensing Process.
- Burglary Days of Action - to engage directly with those communities that are most at risk of becoming victims of burglary, bringing the services of the Community Safety Team to those areas identified as being most in need of support.
- Designing out crime through the planning process.
- Provision and monitoring of a CCTV system to help identify and tackle crime particularly in the town centres
- Town centre management to work with business to reduce crime.
- Managing our parks, footpaths and open spaces to reduce the opportunity for crime to take place and to make users feel safer.
- To engage with partners to help ensure appropriate support for ex offenders to assist them in changing their lifestyle and offending behaviour patterns.
- Striving to improve safety on Halton's transport network through better natural surveillance, infrastructure improvements and use of new technology to identify individuals who cause problems for other users and commit crime
- Maximising the use of the Council's legislative powers to deter and reduce environmental crime, thus building community confidence and reducing the fear of crime, increasing resident's satisfaction and improving the "liveability" of their area

### **Area of Focus 10 - SAFEGUARDING VULNERABLE ADULTS AND CHILDREN**

**To improve the outcomes of vulnerable adults and children, so they feel safe and protected and when abuse does occur there are local procedures and processes in place to ensure that the abuse is reported and appropriate action taken against perpetrators and to support victims.**

Examples of future planned activity could include:-

- Stay Safe Project – taking vulnerable young people whose behaviour or whereabouts places them at risk of significant harm to a place of safety
- Developing a 'Family Focused' approach to young people and their families who are currently accessing many different services to prevent duplicate service intervention and achieve better outcomes for families

### **Area of Focus 11 - DOMESTIC ABUSE**

**Everyone is able to live in an environment free from abuse, and where abuse does occur support is given to individuals and their families and action is taken against perpetrators to prevent any re-occurrence.**

Examples of future planned activity could include:-

- Co-ordinating a multi agency approach through MARAC to commission interventions such as the Sanctuary Scheme and an Independent Domestic Violence Advocate.
- Supporting a 'Service User' Group to inform services within Halton.
- Adopting a family centred approach to support victims and their families to feel confident to identify abuse, and where appropriate to give evidence so that action is taken against perpetrators.

### **Area of Focus 12 - SUBSTANCE MISUSE**

**Supporting individuals and their families to address the problems caused by drug and alcohol misuse, enabling them to become active citizens who can play a full and meaningful part in the community**

Examples of future planned activity could include:-

- To commission a substance misuse service that supports more people to become free from their drug or alcohol dependence.
- To work closely with Jobcentre Plus, Halton People into Jobs and the Halton Employment Partnership to support individuals in accessing meaningful employment, education & training opportunities.
- To work closely with the various Health Services to provide opportunities for individuals, carers & families to improve their physical & mental well being.
- To increase the number of community pharmacists providing clean injecting equipment to protect individual & public health.
- Using the experiences of service users & carers to develop our responses to substance misuse.
- To celebrate the successes of individual's in substance misuse services, showing that recovery from addiction is possible, and addressing the negative stereotyping of those with drug and alcohol problems.
- Test Purchasing of underage alcohol sales.
- Introduction, implementation and enforcement of Alcohol Byelaws in Halton.
- Provision of appropriate mental health, drug and alcohol treatment services to offenders to help them turn their life around.

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

### **Our overall aim**

Halton's ambition is to build stronger, safer communities which are able to support the development and learning of children and young people so they grow up feeling safe, secure, happy and healthy, and are ready to be Halton's present and Halton's future

### **Why Children and Young People?**

Children and young people are the future of Halton. In time they will become the adults that take responsibility for all aspects of life in the borough. Therefore, it is self evident that we should invest in Halton's future by investing in them. This will make sure they have the best possible start in life, have places to go and things to do that are positive and life enhancing, and the opportunity to fulfil their potential and succeed.

### **Key Objectives**

Halton's Children's Trust has identified three overarching areas where a strong partnership approach is needed to improve outcomes for children and young people. These form the foundation for the Children and Young People's Plan 2011-14. These areas, under which the key outcomes can be clustered, are:

- Improve outcomes for children and young people through effective joint commissioning.
- Improve outcomes for our most vulnerable children and young people by targeting services effectively.
- Improve outcomes for children and young people through embedding integrated processes to deliver early help and support.

Safeguarding plays a significant role in each of these identified areas of work and will be a consistent factor as each priority is addressed.

### **Council Contribution and Key Areas of Focus**

In order to contribute towards meeting these community objectives for Children and Young People in Halton the Council, during the lifetime of this Corporate Plan, has identified the following Key Areas of Focus: -

#### **Area of Focus 13 - Educational Attainment**

**To improve outcomes for children by increasing educational attainment, health, stability and support during transition to adulthood.**

Examples of future planned activity could include: -

- Improving outcomes for children in care and care leavers.
- Increasing the percentage of schools where Ofsted judge overall effectiveness to be good or better.
- Increasing GCSE attainment for 5 or more at grades A\*-C including English and Maths.
- Analysing the levels of absence, including persistent absence, across all phases on a termly basis.

- Narrowing the gap in attainment between vulnerable groups and their peers through early identification of need, and effectively targeted school improvement support.
- Conducting data analysis for children in care (including CICOLA – Children in Care of Other Local Authorities) and with schools ensure that action plans for individual pupils are in place.
- Work with transport providers to ensure children have access to safe / affordable transport to allow participation in full range of after school activities and social events.

#### **Area of Focus 14 – Effective Family Services**

**To deliver effective services to children and families by making best use of available resources.**

Examples of future planned activity could include: -

- Ensuring that the Children and Families workforce have Managers who have the appropriate skills and that social workers have the support, skills and competence to enable them to contribute to improving outcomes for children and to maintain professional standards.
- Developing a model of early intervention and prevention providing seamless service delivery to children and families from universal to specialist services.
- Integrating the universal and early intervention services for Disabled Children within the Team around the Family model to reduce the need for more specialist intervention by March 2012.
- Undertaking a comprehensive review of Early Years provision.
- Further developing and implementing commissioning to improve outcomes for Children and Young People.
- Ensuring that service redesign results in the most efficient use of available resources to meet local needs and also delivers the requirements of the Education White Paper/Education Act and the SEN Green Paper.

#### **Area of Focus 15 – Vocational Learning**

**Provide a seamless transition for young people from school to employment, through opportunities for work related learning, and post 16 education, voluntary and community work.**

Examples of future planned activity could include: -

- Further developing a 14-19 commissioning framework to improve outcomes for young people.
- To reduce the conception rate amongst women under 18 by providing awareness, education and relevant support.
- Refreshing the Integrated Youth Support Service (IYSS) Strategy and implement the agreed actions.
- Reviewing and improving Sixth Form provision.
- Implementing the action plan from the review of quality and sustainability of The Gateway Key Stage 4 provision
- Provision of appropriate transport to enable young people to access education, employment, voluntary and community work.



### **Area of Focus 16 – Safeguarding Children**

**To ensure a safe environment for where they are supported and protected from abuse and neglect.**

Examples of future planned activity could include: -

- Ensuring that children requiring interventions at level 3b and 4 of Halton's Levels of Need receive high quality assessments and interventions to improve outcomes.
- Developing, implementing and embedding Child in Need reviewing processes for Halton.
- Developing a shared adoption service.
- Implementing a multi agency Children in Care Strategy for Halton.
- Implementing a Placement Strategy to increase accommodation for care leavers and the number of foster carers in Halton.

## **Environment and Regeneration in Halton**

### **Our overall aim**

**To transform the urban fabric and infrastructure, to develop exciting places and spaces and to create a vibrant and accessible borough that makes Halton a place where people are proud to live and see a promising future for themselves and their families.**

### **Why Environment and Regeneration?**

Modern day Halton inherited an exceptional legacy of obsolete and poor quality land, buildings and physical infrastructure that continues to present major challenges in terms of development potential and attractiveness of the area. Putting this right is a key to greater prosperity by boosting regeneration opportunities and improving the image of the borough. A good quality of life can affect investment decisions. High quality schools, good quality affordable housing and attractive open spaces are all strong reasons for investing or relocating to an area.

Good successful economies have robust infrastructures and are well connected, otherwise growth is hampered. Improving the ICT and broadband infrastructure will support businesses in promoting the knowledge economy and support efficiency and innovation.

In terms of the environment, climate change is recognised as one of the most serious challenges facing the UK. The impacts of climate change may be felt within the Borough through warmer summers and wetter winters and an increased frequency of severe weather events. By ensuring that the Borough is resilient to the adverse effects of climate change and by reducing Halton's carbon footprint these climatic shifts will have less of a pronounced effect on Halton's natural and built environments.

This is why the quality of the environment and regeneration in Halton is a priority for the Council.

## **Key Objectives**

- Guide the development of a high quality and sustainable built environment to support Halton's new low carbon economy.
- Provide a well connected, sustainable and accessible borough, including the provision of the Mersey Gateway. Ensure a variety of safe efficient travel and infrastructure options for people, goods, communications and freight.
- Conserve, manage and enhance Halton's physical and natural assets in order to maximise community and other benefits by improving environmental quality.
- Achieve high standards of sustainability by tackling climate change. Minimise waste generation and maximising the reuse, recycling, composting and energy management and recovery from waste resources.
- Provide sustainable, good quality, affordable and adaptable residential accommodation to meet the needs of all sections of society.

## **Council Contribution and Key Areas of Focus**

To contribute towards meeting these key community objectives, the Council has identified the following Key Areas of Focus:-

### **Area of Focus 17 – Improved Transport**

**To promote sustainable, safe and accessible transport that meets the needs of Halton's residents, businesses and visitors**

Examples of future planned activity could include:

- Implementing the transport strategies and programmes of work contained within Halton's third Local Transport Plan (LTP3).
- Progression of the Mersey Gateway Project
- Implementing the Mersey Gateway Sustainable Transport Strategy that contains a range of transport measures to enhance facilities and encourage walking, cycling and public transport, including the development of a bus based rapid transit network for Halton.
- Continuing to work with public and community transport operators to improve the quality and accessibility of public transport services in Halton to encourage the use of sustainable transport and increase its accessibility by vulnerable groups.
- Making Access improvements to rail services.
- Continuing to enhance transport infrastructure and services to major educational and employment sites in Halton including: 3MG (Mersey Multimodal Gateway), Widnes Waterfront and the Daresbury sites.
- Continuing to maintain and manage the transport network in Halton to ensure that safety and efficiency are maximised.
- Delivery of the remaining programme of major works identified within the revised Silver Jubilee Bridge Complex Maintenance Strategy to ensure continued unrestricted availability of the crossing and to allow future maintenance to be delivered on a steady state, lifecycle planned basis.
- Reducing road casualties within the borough.
- Continuing to work with our neighbouring authorities to facilitate cross boundary movements and improve access to services and job opportunities.

### **Area of Focus 18 – Quality Built Environment**

**Provide a high quality built environment that is sustainable, affordable and adaptable to meet the needs and aspirations of all sections of society.**

Examples of future planned activity could include:

- Continuing to negotiate with housing providers and partners in relation to the provision of further extra care housing tenancies, to ensure requirements are met.
- Facilitating new housing planning permissions (with good supporting facilities and settings) at a level that respects the net housing growth figure in the Local Development Framework (LDF).
- Maintaining levels of affordable housing provision within Halton that provide quality and choice and meets the needs and aspirations of existing and potential residents.
- Management and delivery of the Castlefields Regeneration Programme.
- Implementing and keeping current Halton's Housing Strategy.
- Ensuring that all development, not just housing, is sustainable, adaptable and meets the requirements of future users in the long term.

### **Area of Focus 19 – Public Space**

**Conserve, manage and enhance public spaces for leisure and recreation and foster conservation by protecting key areas.**

Examples of future planned activity could include:

- Developing and implementing a Greenspace Strategy which will incorporate biodiversity action planning in line with the Cheshire Region Biodiversity Action Plan
- Promoting the reclamation of derelict or contaminated land for greenspace and/or regeneration.
- Continuing to promote horticultural excellence within the wider urban environment.
- Maintaining the current 12 Green Flag Award Parks to the standard. Promote sponsorship of greenspace assets, including highway greenspace in order to sustain quality standards Borough wide;
- Maintaining local nature reserves and wild spaces to support the Council's efforts to deliver regeneration and a better quality of life in Halton.
- Continuing to promote habitat diversity through existing SLAs and partners.
- Developing and implement the Play Strategy, Sports Strategy and Playing Pitch strategy.
- Continuing to manage development in conservation areas and to listed buildings through the Local Development Framework.
- Improving community sports facilities and increase the community usage of the Stobart Stadium.
- Continuing to improve Parks, Sports Grounds, Open Spaces and Local Nature Reserves.
- Ensuring the Rights of Way Improvement Plan is implemented.

### **Area of Focus 20 – Environmental Quality**

**Improve environmental quality by tackling climate change, minimising waste generation and maximising reuse, recycling, composting and energy recovery.**

Examples of future planned activity could include:

- Developing and implementing the Corporate Climate Change Strategy and Action Plan.
- Implementing the Councils Carbon Management Plan by continuing to promote energy efficiency in all Council buildings.
- Updating the Council's the Waste Management Strategy and developing action plans and implementing services and initiatives to meet the aims and objectives of the Strategy
- Ensure that all residents in Halton have easy access to advice, support and services to help them reduce their waste and to recycle more of what they produce.
- Developing and implementing the Waste Management Strategy.
- Reducing carbon emissions from the council's own activities by 20% and to work with partners, the community and business to help reduce their carbon emissions.
- Growing the low carbon economy, developing low carbon infrastructure and promoting low carbon business clusters.

Attracting investment from environmental industries, exploiting the niche markets of the future and developing low carbon skills.

- Developing and implementing the Affordable Warmth strategy.

## **Corporate Effectiveness & Efficient Service Delivery**

### ***Our overall aim***

To deliver continued and positive improvement on the quality of life in the communities of Halton through the efficient use of the Council's resources.

### **Why Effectiveness and Efficiency?**

The preceding sections of this plan set out some vital and challenging objectives and targets for Halton. For the Council to make the fullest contribution to achieving these objectives, it must make sure that the action it takes is effective, and that its resources are deployed in the most efficient way possible to maximise that effect.

The 2010 Comprehensive Spending Review undertaken by Government has reduced the resources available to us. The challenge remains to transform services, looking beyond organisational boundaries to reduce duplication and increase effectiveness, and supporting people through early intervention and prevention in the first place rather than focusing on the problems (prevention is better than cure).

To ensure effectiveness our actions must be targeted on our priorities, be evidence based, and be focused on the needs of the community, especially those identified as disadvantaged. To achieve this, the Council will need to work in partnership with others and demonstrate clear vision and leadership.

The Council has regard to the environmental impact of the goods and services we procure and commission and work together to achieve improvements. The Council will continue to work together with our partners, the community and business to reduce environmental impacts and address climate change. We will monitor our environmental compliance, manage any risks and monitor and improve our environmental performance.

There is a strong commitment to tackling climate change and completing the evolution to a low carbon local economy. The Council is demonstrating leadership in the use and refurbishment of operational assets. Examples include installing voltage optimisers in buildings, a programme of lighting and boiler control improvements, installation of Multi Functional devices across the Council's buildings and the setting up of a Green Champion Network. Additionally, where refurbishment has been necessary, energy efficient measures have been installed. The improvements at Runcorn Town Hall have included an increase in insulation to the roof, double glazing and cladding, solar shading, photovoltaic tiles, sensory lighting, water saving WCs, water saving taps and heating control zoning.

Through democratic accountability and full engagement the Council will ensure that our vision and the actions to deliver it reflect the priorities of the community we serve.

### **Key Objectives**

- To empower local people to have a greater voice and influence over local decision-making and the delivery of services.
- To deliver services in a fair, equal, accessible way to all residents.
- To translate vision and priorities into action and delivery - both directly and through influencing others.
- To redirect resources (financial, human and physical) towards the delivery of the objectives and targets set out in this plan.
- To improve continuously the quality and efficiency of services.
- Ensuring a skilled, motivated, flexible and diverse workforce is in place which will deliver value for money services and in turn make a positive difference to the people of Halton.

### **Council Contribution and Key Areas of Focus**

All organisations require a foundation from which to operate and the resources to provide the goods or services that they deliver. These resources may be financial, physical (i.e. land, buildings and equipment), intellectual (i.e. peoples skills and knowledge), or organisational (i.e. communication, policies, strategies etc).

To manage the efficient alignment of the Council's resources and enhance its organisational capability to deliver upon its priorities as detailed earlier in this plan the Council has identified the following resource priorities.

#### **Area of Focus 21 - Effective partnership working**

**Engaging with partners and the community, to ensure that our priorities, objectives, and targets are shared, evidence based, regularly monitored and**



**reviewed, and that there are plausible delivery plans to improve the quality of life in Halton, and help narrow the gap between the most disadvantaged neighbourhoods and the rest of Halton.**

Examples of future planned activity could include: -

- Delivery of the Sustainable Community Strategy 2011-2026.
- Implementing, monitoring and reviewing the Community Engagement Strategy.
- Delivering the framework of statutory plans and other key strategies to provide a clear corporate direction for Council services and external partners.
- Improving the effectiveness of the support, intelligence, and advice provided to the Council and its partners to inform decisions on policy, resource planning, service delivery and performance and improvement; demonstrating transparency and accountability to our stakeholders and compliance with inspection and regulatory frameworks.

### **Area of Focus 22 – Customer Experience**

**Build on our customer focus by involving more service users in the design and delivery of services, and ensuring equal access for all users.**

Examples of future planned activity could include:

- Evolve, improve and redevelop customer contact systems, access channels and availability.
- Embedding the principle of ‘the customer experience perspective’ in everything we do, making best use of customer intelligence.
- Implementing, monitoring and reviewing the Equality Scheme to ensure that customers are treated fairly and have appropriate access to services.
- Service transformation such as the ‘Team around the Family’ approach in the Children and Young People Directorate.

### **Area of Focus 23 – Operational Land and Property**

**Ensure that all Council buildings are safe and accessible, meet the needs of service users and the organisation, and contribute to reducing energy use and the consumption of natural resources.**

Examples of future planned activity could include:

- Implementing the Accommodation Strategy to reduce costs and dispose of surplus assets.
- Acting on climate change through behaviour change; more energy efficient buildings; products which consume less energy; more renewable energy and microgeneration; sustainable low carbon transport; more efficient use of water; and by producing less waste.
- Reducing the amount of outstanding Disability Discrimination Act works (non schools) and the backlog of maintenance on our property portfolio.
- Fulfilling the requirements of Asbestos Audits and Management Regulations.
- Undertaking cyclical Property Condition Surveys.
- Increasing the proportion of the Council’s public buildings that are fully accessible to 100%.
- Delivering the Building Schools for the Future Programme at The Grange and Wade Deacon.

- Implementing the Council's Carbon Management Plan which includes energy efficiency measures in corporate buildings.
- Managing the Council's energy consumption to meet the requirements of the Government's Carbon Reduction Commitment.
- Reviewing and modifying the Council's industrial property portfolio to support new and developing enterprise.
- Ascertaining the full cost of holding surplus properties and to identify possible sales.
- Development of a strategic approach to the management of the Council's land and property portfolio.

### **Area of Focus 24 - People**

**Ensuring that we are properly structured, resourced and organised with informed and motivated staff with the right skills who are provided with opportunities for personal development. This ensures decision makers are supported through the provision of timely and accurate advice and information.**

Examples of future planned activity could include:

- Managing our human resources and implementing, monitoring and reviewing the Council's workforce development and learning plans to ensure that we attract and retain staff in an equitable way, ensure that they have the skills and knowledge that meet organisational need, and provide opportunities for them to achieve their full potential.
- Annually reviewing the Constitution of the Council to ensure that it remains fit for purpose.
- Ensuring that arrangements are in place to ensure business continuity and embedding risk management business planning processes.
- Launching the People Plan to ensure our human resource management is reflective of a modern, excellent authority and consistent with best practice.
- To enhance the efficiency and effectiveness of corporate training opportunities through the design and implementation of appropriate learning interventions.
- Provide Elected Members, as key decision makers, with the necessary information, support and training opportunities to fulfil their individual potential and management and governance role effectively.
- Improve the quality and effectiveness of the Council's communications.

### **Area of Focus 25 - Financial Resources**

**Manage financial resources effectively whilst maintaining transparency, prudence and accountability to our stakeholders. Enhance our procurement arrangements to further reduce the cost of acquiring goods and services.**

Examples of future planned activity could include:

- Implementing the Corporate Efficiency Programme combining the principles of best value with business process re-engineering to identify efficiency gains in priority areas.
- Providing for public accountability by reporting the Councils stewardship of public funds and its financial performance in the use of resources by preparing the final

accounts as required by statute and in accordance with the latest accounting standards.

- Setting and delivering the Annual Audit Plan.
- Setting the Revenue Budget, Capital Programme and Council Tax.
- Ensuring that the capital programme is affordable, prudent and sustainable by setting and monitoring Prudential Borrowing Indicators.
- Developing, identifying and exploiting the potential for further efficiency, including a category management approach to procurement.
- Extending the range of corporate procurement contracts.
- Working towards being at level 3 on the Sustainable Framework for Flexible Procurement by 2010 and reaching level 5 by 2013.

### **Area of Focus 26 – Innovation and Entrepreneurialism**

**Take a fresh approach to service delivery, including exploiting the potential of ICT to meet the present and future business requirements of the Council.**

Examples of future planned activity could include:

- Supporting the above objectives by maintaining a strategic approach to securing external funding, and maximising external funding secured for the Borough through the promotion of funding sources and the development of high quality grant applications for Council projects and the voluntary and community sector.
- Continuing to identify and exploit the potential for further efficiency gains by enhancing the authority's approach to the procurement of goods and services.
- Ensuring that customer access is improved by means of electronic service delivery.
- Delivering the phased implementation of the Information Management Strategy.
- Improve the usability, resilience, control and flexibility of the Council's Data Communications Network Infrastructure
- Satisfying the business needs of the Council's Corporate and Directorate requirement by providing a scalable and robust hardware infrastructure and software platform.
- Implementing a range of new corporate wide facilities including Web services, records & document management, business process workflow, corporate desktop portal.

### **Making it Happen in Halton**

All the objectives and targets outlined here are achievable. However, all of our aspirations will not happen unless we do the job properly. That means money, people, physical resources, proper intelligence and information must be allied with the strength of will to use them in the best way. Resources are already allocated to the priorities set out in this plan. However, we need to allocate resources more selectively if we are to achieve our objectives.

There are a number of changes taking place in the way in which government allocates funds to local authorities, leading to uncertainty about the future levels of such funding, but the rate of growth in government funding is likely to be much lower than in recent years. There are also considerable internal pressures on the Council's budget - for

example, pressures caused by rapidly increasing demands in Children's and Adult Social Services.

Given the pressures outlined above, it is clear that there will be little or no new money. We will have either to increase our efficiency and use the savings produced to fund priority areas, or redirect resources from non-priority areas.

### Efficiency

Greater inventiveness and innovation will be required in the future given reducing resources. The Council is part way through the implementation of its Efficiency Programme to reduce costs whilst minimising impact on service delivery, the emphasis is very much on shifting to using resources "smartly".

Efficiency is making best use of resources available for the provision of services and efficiency gains are achieved by one or more of the following:

- Reducing inputs (money, people, assets etc) for the same outputs.
- Reducing prices (procurement, labour cost etc) for the same outputs.
- Greater outputs or improved service quality (extra service, productivity etc) for the same inputs.
- Getting proportionally more outputs or improved quality in return for an increase in inputs.

The resources of the Council and its partners are being focused to enable a real impact on the strategic priorities. As a result, the Council will continue to develop services to achieve the objectives and improvement targets within this Corporate Plan.

The Council has a robust performance monitoring framework that will be used to monitor the impact of efficiency measures on service quality. This means:

- Being clear and agreed 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 the most difference.
- Doing the kind of things that experience has shown are really successful.
- Checking on progress, letting people know how we are doing, and adjusting as necessary to keep on track.
- The pace at which we can make progress on our priorities will depend on the availability of appropriate resources (money, time, staff, land etc).

In allocating resources and determining the overall level and make up of our budget, we have to balance the achievement of our priorities against the impact of spending levels on the council taxpayer. We are proud of having one of the lowest levels of council tax in the region, allied with our ability still to deliver top quality services to local people.

To implement this, an Efficiency Strategy Group has been established. It will aim to maximise the employment of efficient business practices to maximise efficiency gains, translate them into cash, and allow choices on their re-direction to delivery of quality front line services. Key actions already identified include:

#### Procurement

A procurement strategy has been developed and the Council will strengthen the corporate procurement function. A new financial management system, with an e-procurement module, has been introduced. The Council is also working closely with the North West Improvement & Efficiency Partnership

#### Technology

Investment in ICT has allowed strong progress toward lean working. Technology allows remote service delivery, integration with partners and local authorities through secure network links. Safeguarding the personal data held within the many council and partner systems

#### Partnerships

Partnership working in service delivery will continue to be developed. The Council uses framework contracts for professional services. Pooled budgets have been established with the Health Service, and a joint commissioning framework has been agreed with the PCT. This will enable joint service development to take place in such areas as mental health services and learning disability services.

#### Energy Management

Control over energy consumption by improving our purchasing, operation, motivation and training practices will result in energy savings for reinvestment into a rolling programme of further energy saving measures.

#### Productive Use of Time

The Council's Managing Absence policy has been reviewed, the aim is to reduce levels of sickness absence year on year. In addition, a home working pilot is to be evaluated later in the year.

#### Strong Council Workforce

During major service and organisational transformation it is imperative that we take our workforce with us to help us to create the 'fit for the future' local public services needed to deliver our community priorities. We will be involving our workforce in making these changes and by supporting them in learning both new skills and new ways of working.

The Corporate People Plan, which will provide an over-arching Workforce Strategy across the Council in which all Directorate workforce strategies is currently being developed. This will ultimately ensure a skilled, motivated, flexible and diverse workforce is in place which will deliver value for money services and in turn make a positive difference to the people of Halton.



### **Managing Risks**

The Council recognises the scale of its ambition and is realistic in its expectations of what can be achieved given the scale of resources being deployed. In addition 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 systematically 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 Council to produce positive outcomes.

As part of implementing this Corporate Plan the Council has adopted a Risk Management Strategy and established a Strategic Risk Register. The Strategy sets out the risk management objectives; the role and responsibilities for risk management of the authority; the categorisation of risks and the approach to risk management action plans.

The Council's risks can be broadly categorised as either "strategic" or "operational". Strategic risks cover those threats/opportunities that could impact upon the achievement of medium and long-term goals. Operational risks cover those threats/opportunities that could impact upon the quality of service delivery.

Complementing this is the Council's business continuity management planning. This provides plans and procedures to ensure the Council can continue its functions in the event of a major emergency.

### **Equality & Diversity**

The Council 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 Council. This states that the Council:

- Is committed to promoting equal opportunities in Halton.
- Values diversity and encourages fairness and justice.
- Wants equal chances for everyone in Halton to work, learn and live free from discrimination and victimisation.
- Will combat discrimination and will use its position of influence in the Borough, wherever possible, to help overcome discriminatory barriers.

The Council will work collaboratively to develop effective procedures and policies to combat all forms of unlawful discrimination and to share good practice. It will ensure that all services are provided fairly in order to eliminate discrimination, advance equality of opportunity, and foster good relations in the course of developing our policies and delivering services.

Reasonable adjustments will be made so that services are accessible to everyone who needs them. 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 Council policies and services to assess how policies and services impact upon different sections of the community. The results of the Equality Impact Assessments highlight areas for improvement that are dealt with through an Equalities Improvement Plan.

The Council takes complaints seriously. People who feel that they have been unfairly treated have the right to use the complaints procedure established by the Council.

### **Performance Management**

This plan runs for five years, at which point we expect it be reviewed. It is an important step, but only a step, in a much longer journey to build a better future for people in Halton. If we succeed in achieving our targets, they will translate into real improvements for local people, including:

- Longer, healthier lives.
- A better urban environment and reasons to feel pride in Halton.
- Higher standards of education and skills and the greater employment and other life chances that go with them.
- Fewer people trapped by poverty, excluded or held back through some form of deprivation or disadvantage.
- The freedom to feel safe and enjoy life in an attractive neighbourhood.
- This is why it is important to know how we are doing and what headway we are making in meeting the improvement targets we have set ourselves.

By monitoring progress closely we can identify and build on successes, provide necessary assistance or support where progress has not met expectations, and adjust our efforts and resources to adapt to changing circumstances.

The performance management framework provides a mechanism through which those responsible for service delivery can be held to account. It also provides a process highlighting areas where performance has not moved on as expected, so that necessary assistance and support can be made available.

The framework for monitoring and review is essential in making judgements as to whether progress is being made against our stated targets and provides a basis for continued improvement. The Council has spent a considerable effort in developing an inclusive approach to engagement through an innovative community engagement strategy and network arrangements.

We will regularly review activities and services, to ensure that they are addressing the priorities identified within this plan. We will allocate resources to these priority areas, and monitor their effective use in the short and longer term.

We recognise that the solutions to some of these issues will take time to implement, and involve close working with our partners if we are to see real improvements. However, we do expect to see some benefits in the short term in all areas, and where we find progress is not being made then resources will be re-allocated. The Council is revising its performance management framework that will assist in the monitoring and review

process. This framework identifies the audiences involved in monitoring performance and the frequency and approach required to undertake it effectively.

This Plan highlights key objectives for each strategic theme and improvement targets by which success can be judged. The Council will report back the public each year on progress against its performance framework in its Annual Performance Plan.

### **Integration with Council Strategies and Plans**

Delivering our priorities also means ensuring that all our strategies and plans - and the plans of other relevant organisations - dovetail together. The main strategies and plans which underpin our priorities include:

- Halton Sustainable Community Strategy 2011 - 2026
- Local Development Framework including the Core Strategy
- Integrated Equality & Diversity Policies and Corporate Equality Scheme.
- Town Centre Strategies.
- Local Transport Plan 3.
- Children & Young People's Plan.
- Sport Strategy.
- Joint Commissioning Strategy for Older People.
- Joint Commissioning Strategy for Carers
- Air Quality Action Plan.
- Climate Protection and Sustainable Energy Strategy.
- Municipal Waste Management Strategy.
- Hate Crime and Harassment Reduction Strategy
- Crime and Drugs Strategy.
- Housing Strategy.
- Corporate People's Plan and associated workforce strategies
- Community Engagement Strategy
- Child and Family Poverty Strategy
- Intergenerational Strategy
- Climate Change Strategy
- Volunteer Policy
- Digital Economy & Inclusion Strategy
- State of the Borough Report
- Joint Strategic Needs Assessment for Health
- Local Economic Assessment
- Waste Development Plan Document

The Corporate Plan has been prepared in the context of other key local plans and strategies. It does not stand alone in isolation; it is an overarching high level strategy that is supported by a multitude of detailed strategies that deal with specific topics and coordinate the delivery of services and projects. It has been drafted to conform to the Halton Sustainable Community Strategy and in this respect this Plan has been prepared to dovetail with other key Partnership plans and strategies. Figure 2 shows this relationship, the SCS forms a central core surrounded by the specific plans that allow the Council and its partners to deliver improvements that make a real difference to the people of Halton.

The Council's Corporate Plan 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.

**Figure 2: Integration between the priorities of the Sustainable Community Strategy with the Corporate Plan and other key plans and strategies.**



The Halton Sustainable Community Strategy has been prepared in the context of other key local plans and strategies. It does not stand alone in isolation; it is an overarching high level strategy that is supported by a multitude of detailed strategies that deal with specific topics and coordinate the delivery of services and projects

**REPORT TO:** Executive Board  
**DATE:** 13<sup>th</sup> October 2011  
**REPORTING OFFICER:** Strategic Director, Policy and Resources  
**SUBJECT:** Parliamentary Boundary Review  
**WARD(S)** Borough-wide

## 1.0 PURPOSE OF THE REPORT

1.1 **The purpose of the report is to appraise members of the Boundary Commission for England's initial proposals for revised Parliamentary Boundaries as they affect Halton and to propose a response to those proposals from the Council.**

2.0 **RECOMMENDATION: That Council support the response outlined in paragraph 5.1 of this report.**

## 3.0 SUPPORTING INFORMATION

3.1 The Boundary Commission for England has the task of periodically reviewing the Boundaries of all the Parliamentary Constituencies of England. They are currently conducting a review on the basis of new rules laid down by Parliament.

3.2 The rules in question involve a significant reduction in the number of Constituencies in England – from 533 to 502. They require that every Constituency, apart from a couple of exceptions, **must** have an electorate that is no smaller than 72,810 and no larger than 80,473.

3.3 The Commission has now completed the first stage of the review process and has published its initial proposals. The full detail of those proposals can be found at –

<http://consultation.boundarycommissionforengland.independent.gov.uk/>

However, for the North West, Cheshire and Halton the proposals are as follows:

- The North West has been 'allocated' 68 Constituencies – a reduction of 7,
- Only 7 of the existing 75 North West Constituencies remain unchanged,
- It has not been possible to allocate whole numbers of Constituencies to individual Council areas (because of the number rule),
- It has been necessary to propose some Constituencies that cross county or unitary authority boundaries,
- The initial proposals place Wards (as Wards are the building blocks of Constituencies) in Halton in three new Constituencies as follows:



- **Hale and Ditton** in a Mersey Banks Constituency that also includes two Wards in Wirral (Bromborough and Eastham) and five Wards in Cheshire West and Chester
- **Daresbury and Norton North and Norton South** in a Warrington South Constituency that also includes ten Wards in Warrington
- **The rest of the Wards** would form part of a Widnes and Runcorn Constituency which also includes a Ward in Warrington (Penketh and Cuerdley).

3.4 The Council, or indeed anybody, has until 5<sup>th</sup> December 2011 to comment on these initial proposals.

3.5 The overall review process is being undertaken in five stages. These are outlined below:

Stage 1	Publication of Initial Proposals
Stage 2	Consultation on Initial Proposals (current phase)
Stage 3	Consultation on representations received (likely to be in Spring 2012)
Stage 4	Publication of Revised Proposals (likely towards end of 2012)
Stage 5	final recommendations ( <b>must</b> be done by 1 <sup>st</sup> October 2013).

#### 4.0 **SUGGESTED RESPONSE**

4.1 The rules set by Parliament provide a significant challenge to the Boundary Commission. The legislation states that when deciding on boundaries, the Commission **may** also take into account:

- (a) special geographical considerations, including the size, shape and accessibility of a Constituency;
- (b) Local Government boundaries as they existed on 6<sup>th</sup> May 2010;
- (c) boundaries of existing Constituencies; and
- (d) any local ties that would be broken by change in constituencies.

4.2 However, the overriding rule is the one related to the number of electors. The proposed Constituencies **must** fall within the range outlined earlier. This inevitably means there will be some of the proposals that fail to comply wholly or partly to rules (a) to (d) above. The debate will be around how much a Constituency departs from the rules the Commission **may** consider.

4.3 Turning to the proposals that affect Halton, the first question is “What would the ideal set of circumstances be?” It would seem sensible that, if at all possible, the Constituency or Constituencies affecting Halton should, wherever possible, be either coterminous or rest wholly within the existing Borough boundaries. This would meet the Commission’s rules in (a) to (d) above. However, with a Borough electorate of 92,550, this is not possible as it does not comply (or even nearly comply) with the numbers rule.

4.4 The next best option, therefore, would be that, if there are to be a minimum of

two Constituencies within Halton, then one of those should wholly rest within the Borough boundaries. This would be clear for residents, would meet the Commission's rules and would be simple to administer for election purposes.

4.5 Given that this would appear to be a sensible objective for the Council, it now needs to be applied to the Commission's proposals. The following points need to be considered:

- Without a change to the rules set by Parliament, the Council has to accept that there will be a minimum of two Parliamentary Constituencies covering Halton (this has been the case in recent years),
- Does the inclusion of Hale and Ditton in the Mersey Banks Constituency make any sense in the light of Parliamentary rules (a) to (d) above?
- Does the inclusion of the Penketh and Cuerdley Ward in the new Widnes and Runcorn Constituency make sense in the light of the rules?
- Does the inclusion of Daresbury, Norton North and Norton South in the Warrington South Constituency make sense in the light of the rules?

4.6 Looking at Ditton and Hale first, the simple answer to the question has to be an emphatic no, for the following reasons:

- Ditton and Hale have no local ties whatsoever with the other Wards contained within the Mersey Banks Constituency,
- The maps used by the Commission suggest that Ditton and Hale are near neighbours to the other Wards in Mersey Banks. The reality is that the River Mersey, at that point, is some 1.8 miles wide,
- Movement in and around that proposed Constituency is difficult as the current river crossing points are either the Silver Jubilee Bridge or the Mersey Tunnels, giving journey times between Hale and Bromborough of above 45 minutes, whichever route is chosen, assuming there is no congestion on the Bridge or through Liverpool and the Tunnels,
- Hale and Ditton have been associated for Parliamentary purposes with Widnes since 1885 and part of the Borough of Halton since 1974 (37 years),
- There is simply no community of interest between Hale and Ditton and the other Wards in the proposed Constituency,
- Retaining Hale and Ditton within the Widnes and Runcorn Constituency is in line with existing Borough Council boundaries and the existing Parliamentary boundary of Halton.

4.7 Looking then at the inclusion of the Penketh and Cuerdley Ward in the Widnes and Runcorn Constituency, the Council would argue that it makes little sense to take one Ward out of the Borough of Warrington, particularly as the consequence of doing so places Hale and Ditton into a Constituency that makes no sense at all.

4.8 Turning finally to the issue of the Daresbury, Norton North and Norton South Wards being proposed as part of a Warrington South Constituency, the issues would appear to be that:

- Given that the Halton electorate is too large to have its own single constituency, then some Wards would have to sit with a cross-borough constituency,
- These Wards have previously been associated with cross-borough constituencies, eg. Weaver Vale and prior to that Warrington South,
- While the Council would prefer coterminous Constituencies with the Borough Boundary, it recognises that this simply is not possible.

## 5.0 CONCLUSIONS

5.1 Having carefully considered the Commission's proposals and recognising the difficult job the Commission has, it is suggested that the Council responds as follows:

1. It strongly opposes the inclusion of Hale and Ditton in the Mersey Banks Constituency for the reasons outlined in paragraph 4.6,
2. Suggests that the Penketh and Cuerdley Ward remains within a Warrington based Constituency,
3. Supports the creation of a Widnes and Runcorn Constituency containing the following Wards:

Appleton, Beechwood, Birchfield, Broadheath, Hale, Halton Castle, Farnworth, Grange, Halton Brook, Halton Lea, Halton View, Heath, Ditton, Hough Green, Kingsway, Mersey, Riverside and Windmill Hill.

This Constituency would fit the Commission's number criteria as it contains 79,654 electors.

4. Accepts the inclusion of Daresbury Norton North and Norton South in the Warrington South Constituency.

## 6.0 POLICY IMPLICATIONS

6.1 None.

## 7.0 OTHER/FINANCIAL IMPLICATIONS

7.1 None.

## 8.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

### 8.1 Children & Young People in Halton

None

### 8.2 Employment, Learning & Skills in Halton

None

**8.3 A Healthy Halton**

None

**8.4 A Safer Halton**

None

**8.5 Halton's Urban Renewal**

None

**9.0 RISK ANALYSIS**

9.1 There are no risks associated with the report.

**10.0 EQUALITY AND DIVERSITY ISSUES**

10.1 There are no equality issues associated with this report.

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

Document	Place of Inspection	Contact Officer
Initial Proposals Paper	Boundary Commission for England	BCE's Website

**REPORT TO:** Mersey Gateway Executive Board

**DATE:** 22<sup>nd</sup> September 2011

**REPORTING OFFICER:** Chief Executive

**SUBJECT:** Mersey Gateway: Project Budget

**WARDS:** All

## **1.0 PURPOSE OF THE REPORT**

- 1.1 This report advises the Board of the current budget position relating to the Mersey Gateway Project. The Project budget is split into two distinct areas:
- 1.2 The development cost budget for delivering the Mersey Gateway through the Procurement phase of the project up to Financial Close when a contract will be in place with the private sector (the Project Company ) to design, build, finance and operate the project. The information updates the forecasts made in the development budget approved by the Executive Board on 25th September 2008 and the information on budget monitoring reported to the MG Executive Board since then. A revised forecast for this period is outlined in table 2.
- 1.3 The report also provides a summary of the expenditure incurred in relation to land acquisition to the end of quarter one 2011-12 together with the current estimate for the expenditure to be incurred under various activities.

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

- i) **approve the revised budget for Development Costs up to Financial Close when a public private partnership is in place.**
- ii) **approve the requested land acquisition capital expenditure budget**
- iii) **recommend that the Council amend the Capital Programme accordingly; and**
- iv) **note the potential impact on the Council revenue budget to cover costs that are not capitalised.**



### **3.0 SUPPORTING INFORMATION**

#### **3.1 Mersey Gateway Development Budget**

3.1.1 The funding agreement with the Department for Transport (DfT) established when Mersey Gateway received Programme Entry approval in March 2006, specifies that the Council is responsible for meeting all development costs up to receiving Final Funding approval for the project. The funding agreement with Ministers is being administered by the rules for delivering local major transport schemes.

3.1.2 Originally, the Council contributions were expected to be Capital in nature. However, there is an ongoing debate in terms of what the Audit Commission is content to accept as Capital expenditure. As a result, a proportion of the development budget cannot be treated as Capital and must be accounted for as Revenue expenditure instead. This could partially effect the way the Council is able to utilise prudential borrowing as a funding mechanism. Discussions are ongoing in this matter and the assessments undertaken so far indicate that revenue is unlikely to exceed 20 per cent of the total development budget with the remainder being treated as capital expenditure.

3.1.3 The Project Team have experienced a significant cost pressures since 2010:

- The Project Team expected the Mersey Gateway to receive the necessary planning and funding approvals early in 2010 after a successful Public Inquiry. Unfortunately, the economic crisis and subsequent Spending Review meant that the project programme suffered from a lengthy delay.
- The situation has been exacerbated even further due to Government requests for information on various aspects of the project. The Project Team were obliged to undertake a significant amount of further research, studies, etc in order to satisfy these queries. This included revisions and further testing of the traffic model, revisions to the business case and a value engineering exercise. The tasks associated with these requests were not part of the original budget forecast and required the continued mobilisation of a large project team.
- The Secretary of State has asked that the project costs are reduced which includes moving to open road tolling operation from the outset. Other changes are proposed that overall reduce cost by at least £30m. To deliver these changes alterations to the original approved planning applications are required. This additional work was not part of the original budget forecast.

3.1.4 The tables below highlight the budget which had previously been agreed and confirms the budget which will be required in order to progress the Project through the Procurement phase and up to Financial Close.

	<b>Total</b>	<b>Contributions</b>	<b>HBC</b>
2006-07	3.6	3.5	0.1
2007-08	4.9	0	4.9
2008-09	6.7	3	3.7
2009-10	4.8	0	4.8
2010-11	2	0	2
<b>Jan 11- Oct 13</b>	<b>12.4</b>	<b>3.4</b>	<b>9</b>
<b>Total</b>	<b>34.4</b>	<b>9.9</b>	<b>24.5</b>

**Table 1 – Budget Profile for Development Costs**

HBC Core Costs	£1,535,921
Design & Construction Working Group	£1,780,000.00
Procurement Process	£2,170,000.00
Operation & Maintenance Working Group	£1,320,000.00
Commercial Working Group	£1,065,000.00
Contract Drafting Working Group	£870,000.00
Procurement Steering Group	£190,000.00
Planning Application & Consultation	£540,000
Spend (Jan 2011 - July 2011)	£2,899,241
	<b>£12,370,162</b>

**Table 2 – Proposed Budget Allocation**

3.1.5 The Project Team had allocated an original budget of £9.1m with a further allowance for contingency of £2.276m. The original programme on which this forecast was based extended from January 2011 until April 2013. Due to the delay in the Project receiving the final funding decision, the programme has slipped by approximately six months. The development budget will need to be extended accordingly. Since January, the Project Team have only progressed those tasks which

have been absolutely critical in terms of the Project remaining on track or have been at the request of Government departments.

- 3.1.6 The Council has received an initial funding offer from the DfT which confirms the commitment to contribute a further £3.4m to the development costs. The Board should note that the funding for this contribution forms part of the £86m capped grant.

### **3.2 Land Acquisition Budget**

- 3.2.1 The planning decisions made by the Secretaries of State on 20th December 2010 have now triggered the next stage in the land assembly process. The progress made in assembling the land required for the project is reported separately but the Council has commenced the exercise of the relevant compulsory purchase powers enabled by the Compulsory Purchase Orders and the made Order under the Transport and Work Act 1992. These powers allow the Council to acquire the remaining land which is necessary for the Project.
- 3.2.2 The Council has served the preliminary notices in the CPO process on the parties affected by these Orders in two stages, as follows. Those land/business owners affected under the CPOs have been served with the official notice regarding the compulsory purchase of their land interest.
- 3.2.3 The Council has an obligation to pay either 90% of its estimate of the compensation due or 100% of the agreed compensation within three months of any request for an Advance Payment. It is expected that most parties will submit such claims, however there are likely, given the number of parties, that agreement will not be reached regarding market values and disturbance payments and will be referred to Lands Tribunal to be resolved. This process may mean that payments are still being made after the land acquisition has been physically completed.
- 3.2.4 Within the budget forecasts for the advance works there is a large contingency, as the actual value of work will only become apparent once the sites have been acquired and the initial ground investigation surveys undertaken.
- 3.2.5 The Land Acquisition budget has been set at £86m, and has not been increased since being originally agreed. This budget is expected to cover the principle elements of:
- Acquisition of the land required, including disturbance payments, SDLT and fees

- Property management, including demolition of buildings prior to handover to the Concessionaire
- Advance works, including ground investigations and remediation of contaminated sites
- Section 10 Claims, as outlined above
- Part One Claims, as outlined above

3.2.6 Land assembly costs are funded by the 'land grant' from DfT; any gap between receipt of funding from DfT and payment to land owners will be funded from the Council's reserves and/or borrowing. Further information is available in the draft Outline Business Case ( Financial Case).

3.2.7 Land Acquisition Budget: The table below provides a summary of the expenditure incurred to the end of quarter one 2011-12 together with the current estimate for the expenditure to be incurred under the various activities as described above on an annual basis.

**Mersey Gateway - Land Acquisition Budget (Actual and Forecast)**  
(£000's)

	Current Estimate (2011)	Actual Expenditure to 30-06-2011						Grand Total
			2011-12	2012-13	2013-14	2014-17	Post 2017	
			Total	Total				
<b>Advance Agreement</b>	£ 27,707	£ 19,683	£ 4,163	£ 1,807	£ 1,600	£ 455		£ 27,708
<b>GVD No.1</b>	£ 2,766	£ 21	£ 2,330	£ 414				£ 2,766
<b>GVD No.2</b>	£ 5,055	£ 15	£ 2,443	£ 21	£ 2,108	£ 467		£ 5,055
<b>GVD Phase I</b>	£ 5,371	£ 71	£ 4,441	£ 577		£ 285		£ 5,374
<b>GVD Phase II</b>	£ 7,437	£ 66	£ 4,209	£ 3,042	£ 122			£ 7,439
<b>GVD Phase III</b>	£ 1,073	£ 170	£ 452	£ 249	£ 203			£ 1,073
<b>Total</b>	<b>£ 49,409</b>	<b>£ 20,026</b>	<b>£ 18,039</b>	<b>£ 6,110</b>	<b>£ 4,033</b>	<b>£ 1,206</b>		<b>£ 49,414</b>
<b>Contingency</b>	£ 9,882			£ 5,928	£ 1,779	£ 2,174		£ 9,882
<b>Section 10 Claims</b>	£ 1,457					£ 1,093	364	£ 1,457
<b>Internal Fees</b>	£ 3,925	£ 593	£ 675	£ 1,100	£ 176	£ 990	391	£ 3,925
<b>Part One Claims</b>	£ 3,500						3500	£ 3,500
<b>Property Management</b>	£ 1,000		£ 375	£ 575	£ 50			£ 1,000
<b>VAT</b>	£ 1,125		£ 435	£ 460	£ 140	£ 90		£ 1,125
<b>Land Acquisition Total</b>	<b>£ 70,298</b>	<b>£ 20,619</b>	<b>£ 19,524</b>	<b>£ 14,174</b>	<b>£ 6,177</b>	<b>£ 5,553</b>	<b>£ 4,255</b>	<b>£ 70,303</b>
<b>Advanced Works</b>								
<b>Fees</b>	£ 1,785	£ 41	£ 487	£ 648	£ 609			£ 1,785
<b>Utilities</b>	£ 1,950	£ 3	£ 1,700	£ 248				£ 1,950
<b>Remediation</b>	£ 11,865		£ 5,015	£ 6,319	£ 531			£ 11,865
<b>Advanced Works Total</b>	<b>£ 15,600</b>	<b>£ 43</b>	<b>£ 7,202</b>	<b>£ 7,215</b>	<b>£ 1,140</b>			<b>£ 15,600</b>
<b>Grand Total</b>	<b>£ 85,898</b>	<b>£ 20,662</b>	<b>£ 28,702</b>	<b>£ 21,389</b>	<b>£ 7,317</b>	<b>£ 5,553</b>	<b>£ 4,255</b>	<b>£ 85,903</b>



#### **4.0 POLICY IMPLICATIONS**

- 4.1 The project is a key priority for the Council which will deliver benefits locally and across the wider region.

#### **5.0 OTHER IMPLICATIONS**

- 5.1 Not Applicable

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

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

There will be an indirect contribution to contribute to Key Objective E: To ensure that all children and young people in Halton have positive futures after school by embracing life-long learning, employment opportunities and enjoying a positive standard of living.

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

There will be an indirect contribution to Key Objective B: To develop a culture where learning is valued and to raise skill levels throughout the adult population and in the local workforce.

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

There will be opportunities for biodiversity activities to contribute to Key Objective C: To promote a healthy living environment and lifestyles to protect the health of the public, sustain individual good health and well-being, and help prevent and efficiently manage illness.

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

There will be opportunities to contribute to Key Objective C: To create and sustain better neighbourhoods that are well designed, well built, well maintained, safe and valued by the people who live in them, reflecting the priorities of residents.

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

There will be opportunities to contribute to Key Objective E: To enhance, promote and celebrate the quality of the built and natural environment in Halton. Tackling the legacy of contamination and dereliction to further improve the Borough's image. In particular, in Area of Focus 12, examples of future planned activity include "Creating local nature reserves and wild spaces that support the Council's efforts to deliver urban renewal and a better quality of life in Halton". The Mersey Gateway nature reserve will be a main delivery mechanism for this Area of Focus.

## **7.0 RISK ANALYSIS**

- 7.1 The ongoing discussions with the District Auditor could result in a greater proportion of the development costs being treated as revenue than currently assumed in the financial plan. This would restrict the use of prudential borrowing to only the capital proportion of the expenditure and this change would put pressure on Council reserves and revenue budgets. Plans to mitigate this risk are in place. .

## **8.0 EQUALITY AND DIVERSITY ISSUES**

- 8.1 Mersey Gateway provides an opportunity to improve accessibility to services, education and employment for all.

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

- 9.1 Files maintained by the Mersey Gateway Project Team and by the Highways and Transportation Department.

**Report to:** Council – 19<sup>th</sup> October, 2011

**Reporting Officer:** Chief Executive

**Wards:** All

**Mersey Gateway Funding Offer from Government**  
**Addendum to item 11(f)**

**Purpose of the Report**

On the 12<sup>th</sup> October, 2011, the Council received from the DfT/Treasury a Conditional Funding Offer for the Mersey Gateway Project.

The offer sets out the Government's contribution to the whole-life costs of the Mersey Gateway Project.

This report and the attachments to this report provide Members with the details of the offer from Government.

**Recommendations**

- 1. That the Council accepts the Conditional Funding Offer from Government in the form received.**
- 2. That the Council supports the further development of the Mersey Gateway Project on the basis of**
  - (a) the Conditional Funding Offer; and**
  - (b) the information set out in this report and the attachments to this report,**
- 3. That the Council and its Officers take all reasonable steps to maximise toll discounts for residents of Halton.**
- 4. That the Council delegate to the Chief Executive in consultation with the Leader of the Council, the Portfolio Holder for Resources and the Portfolio Holder for Transportation the power to take all reasonable steps necessary to achieve the delivery of the Mersey Gateway Project.**

**Supporting Information**

The general progress on the Mersey Gateway Project is described in the papers to the Mersey Gateway Executive Board Sub Committee on 22<sup>nd</sup> September, 2011 (contained within the Council Summons). In addition a revised version of the PART 2 Item – Progress Towards Obtaining Conditional Funding Approval From Government is attached to this report

The proposed project timetable is contained within the PowerPoint presentation attached to this report.

Over the last 18 months Officers have been negotiating with the DfT and Treasury to secure a fair funding package from Government. The Conditional Funding Offer attached to this report is the result of this negotiation and represents the Government's final offer to the Council. Members will note it presents an increase on the preliminary funding approval offered by Government in March 2006.

The funding offer enables the Mersey Gateway Project to progress to the next stage of its development.

The funding offer also provides the opportunity to deliver discounts on tolls for local residents who use the river crossing frequently. Officers are developing a business case that seeks to achieve a viable business case for Mersey Gateway and at the same time maximises toll discounts for this group of users. Further work will be undertaken over the coming months should Members accept the Conditional Funding Offer submitted by Government.

**Attachments:**

The Conditional Funding Offer letter from the DfT

A revised version of the PART 2 Item – Progress Towards Obtaining Conditional Funding Approval from Government (redacted to protect commercially sensitive information)

Copy of a PowerPoint presentation from the Mersey Gateway Team

**REPORT TO:** Mersey Gateway Executive Board

**DATE:** 22 September 2011

**REPORTING OFFICER:** Chief Executive

**SUBJECT:** Mersey Gateway – Progress  
Towards Obtaining Conditional  
Funding Approval from Government.  
**(Redacted for Publication)**

**WARDS:** All

## **1.0 PURPOSE OF THE REPORT**

1.1 Since the project received government support in the Comprehensive Spending Review, announced in October 2010, the Mersey Gateway project team has been preparing an Outline Business Case for the project which meets the requirements of the Department for Transport. This report provides a summary of the final draft OBC which is expected to be cleared by the Secretary of State for Transport, subject to the approval of HMT officials who are reviewing the final draft OBC report during September. Members will recall from previous reports that the formal approval of the OBC together with the government's confirmation of a detailed funding agreement will lead to the project receiving Conditional Funding Approval, allowing the Council to commencement the procurement process. The recommendations in this report deal with key decisions that will advise government that the draft proposals in the OBC and the draft funding conditions are acceptable to the Council.

## **2.0 RECOMMENDATION: That the Mersey Gateway Executive Board**

- (1) Note and agree the proposed draft funding support with conditions as proposed by the Department for Transport; and**
- (2) Note and agree the proposals in the OBC**

The project resources and budget estimated to be required to reach the start of construction is reported separately.

## **3.0 SUPPORTING INFORMATION**

3.1 The draft OBC is attached at annex 1 (commercial in confidence and hence not published in the report to Council of 19<sup>th</sup> October).. This is now a long and complex document with several annexes and following information is intended to provide a high level executive summary of this complete draft document.



- 3.2 The format of the OBC follows the standard requirements of the DfT, and comprises the following main sections:-

***The Strategic Case***

- 3.3 The Strategic Case demonstrates that the scheme is consistent with, and will contribute to local, regional, and national objectives in transport and other key policy areas. The high priority given to Mersey Gateway across the sub-region reflects that the project has a close fit with regional and local policy objectives. The approval in the Comprehensive Spending review last year acknowledged the benefits that Mersey Gateway would bring to the delivery of the coalition government priorities. At a more forensic level the decision to grant the statutory powers (planning approval etc) last December confirmed that:-

*“the Secretary of State considers that a clear need has been established for a new road crossing of the Mersey in this location in order to relieve congestion on the SJB and to address the adverse transportation, environmental, social and economic consequences of the existing situation. Furthermore, he is satisfied that the Project represents the most appropriate means of meeting that need, taking into account national and local planning, transport and environmental policies and the exhaustive consideration of alternatives undertaken by the Promoter “*

- 3.4 The Strategic Case remains very strong and reaffirms the longstanding acceptance that Mersey Gateway would deliver widespread benefits that are a priority for national government and for the regional and local community.

***The Value for Money Case (including traffic forecasts)***

- 3.5 The Value for Money Case has proved to be resilient against the impact of the lower growth assumptions. The economic downturn has prompted the DfT to revise its national and local traffic forecasts reflecting the absence of traffic growth in general terms across the national road network since 2009. These revised traffic forecasts take the form of TEMPRO 6.2 underlying economic growth and development assumptions that were required to be applied for all scheme appraisal cases considered after April 2011. The traffic forecasts in the draft OBC are based on TEMPRO 6.2 parameters.
- 3.6 The work required by DfT officials has been extensive and has put pressure on resources and project budgets. Although the additional analysis has revealed a relationship between the level of toll charges and the value for money forecast, the base case, where toll levels are similar to those applying at Mersey Tunnels, delivers robust economic benefits that are over twice the net project costs, placing the project in the DfT ‘High’ value for money category.

3.7 The Board should note the impact of the revised traffic appraisal guidance on all of the crossings of the Mersey between the Mersey Tunnels to the M6 motorway at Thelwall, including the combined flow on SJB and MG, as shown in the table below. The figures in brackets are for the earlier forecasts.

**Summary of Average Weekday traffic (1000s)**

<b>2015</b>	<b>All Crossings</b>	<b>Combined Flow SJB+MG</b>
Without Project	410 (455)	85 (94)
With Project	393 (443)	60 (74)
<b>2030</b>		
Without Project	476 (483)	98 (97)
With Project	470 (488)	86 (95)

3.8 Prior to 2008, average weekday traffic flows on the SJB were typically 84-85000 per day. Since 2008 there has been a decline, most noticeable in 2009, to a figure closer to 80000 per day currently – a reduction of about 5%. Most of this reduction has occurred in off-peak periods with peak flows experiencing reductions of 2-3%. The last few years have provided evidence of the relationship between economic downturn and traffic using SJB. Although growth has halted and traffic flows are slightly reduced the demand for the SJB crossing remains high and, given the difference between peak and inter-peak changes over the recent economically difficult times, suggests that business and commuting trips are more resilient to changes in travel cost than the model forecasts might suggest.

3.9 The revised forecasts still show SJB being relieved of over 80% of its traffic. The revised forecasts are now assumed throughout the draft OBC including the toll revenue predictions used in the funding considerations (see Financial Case below).

***The Delivery Case***

3.10 The Delivery Case explains how the Council intends to deliver the scheme to time and within budget and includes the project programme, the governance arrangements, the plans for stakeholder involvement and robust risk management plans. The new work takes into account the changes now proposed in the procurement strategy (see Commercial Case) and how this will impact on the Council organisation required to oversee the construction and operating phase of the project. Again, the progress made in agreeing the revised procurement approach with DfT officials allows the Delivery Case to be updated and submitted in the final draft OBC.

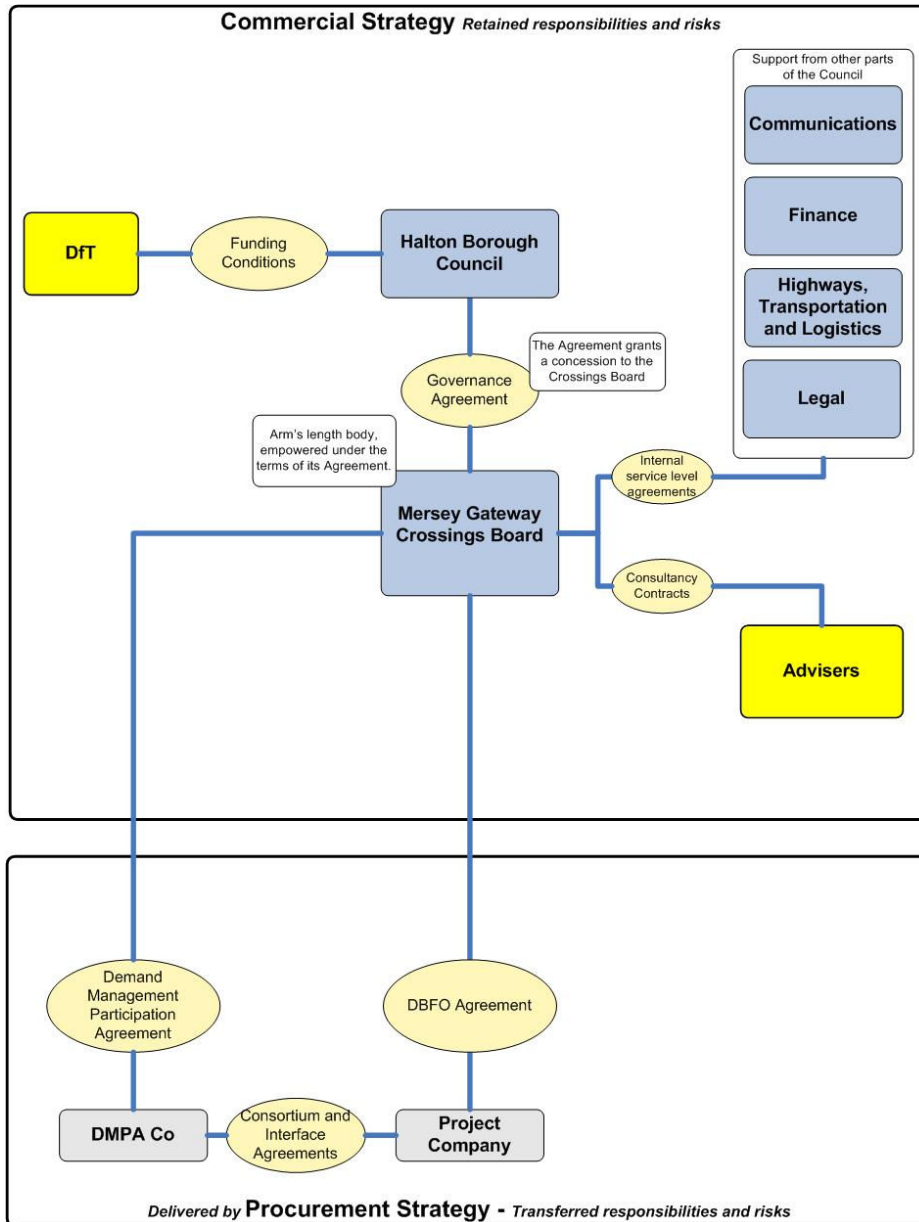
- 3.11 The delivery of this complex project through procurement requires careful and robust preparation ensuring that sufficient resources are available to bring about a satisfactory outcome. The unusual expertise and competence required in the project team can only be delivered through consultancy commissions and these commissions are in place. But these support services will require expert direction and the 'core team' should be providing this direction. A review of resources in the core team revealed heavy reliance on the Project Director during the competitive dialogue process. The proposed solution is to appoint a Commercial Director to support the Project Director by leading the commercial and contract negotiations and directing the financial and legal advisers. In due course the terms of the Commercial Director appointment will be presented to the Executive Sub Committee for approval but a candidate is currently working on an interim basis pending the formal arrangements being agreed. It is likely that officers will recommend that the Commercial Director takes some risk in the project delivery and that any agreement should cover the post procurement phase to assist the Council in managing the transition when most of the project team will depart as the project moves into construction. This succession planning is a necessary part of the OBC and the role of the Commercial Director is explained in this regard.
- 3.12 The project programme is based on Conditional Approval being announced in mid October releasing the Council to publish the Contract Notice in the OJEU at the end of October. The procurement process is planned to be completed in time for construction to commence at the end of 2013.

### ***The Commercial Case***

- 3.13 The Commercial Case now includes a sound procurement strategy and a rigorous approach to the private sector involvement. As already reported to Members the procurement strategy has been reviewed to assess the validity of assumptions relating to market conditions that have been affected by the financial crisis since 2008/9. The aim of the current work is to ensure that the project finance arrangement benefit from the full value of the tolling revenue expected to be received. The project team has reached a consensus view with procurement and finance experts at the DfT that transferring the risk of uncertain toll revenue to the private sector would not deliver best value in the current project finance market. An alternative procurement structure has been developed in consultation with the DfT that is designed to deliver the new crossing at best value, in whole life terms, along with robust arrangements for delivering a modern toll service alongside managing toll revenue risk in the public sector.
- 3.14 Consequently the revised structure means that more risk would be retained by the Council than would be the case in the original proposal where substantive cost and revenue risk would have been taken by the private sector partner – referred to previously as the Concessionaire. In return for taking toll revenue risk the Council can keep toll levels down by

avoiding a higher cost of finance that would apply if the private sector took this risk and the Council, in consultation with our partners, has more control over the settling of toll levels to support the delivery the wider project objectives. To ensure that the management of toll revenue risk is successful, the Council would need to be supported by a robust organisation with appropriate empowerment and responsibilities

- 3.15 The project team however still sees considerable opportunity in working with the private sector partner to ensure Mersey Gateway delivers a modern toll service which is designed to mitigate toll revenue risks, where operation can be alive to future development thereby driving continuous efficiency and best value. There is evidence that toll operations in the public sector become static arrangements often deprived of development potential. Most of the toll roads across Europe and the developed world are run by the private sector often under public sector client control. The revised contract structure is designed to harness private sector expertise across the integration of a Design Build Finance and Operate contract for the new crossing and toll operations for the new bridge and for SJB. The potential bidding groups interested in the Mersey Gateway contract all contain the competence and experience we would require to deliver this integrated service.
- 3.16 The demands placed in the Council in managing the construction and operation of Mersey Gateway will be considerable, again requiring expertise that the Council does not have in the current organisation. The DfT has recognised this in its scrutiny of the emerging OBC proposals. To address these concerns the project team has proposed that the Council responsibilities and risks are managed by a separate entity called the Mersey Gateway Crossing Board, operating under a Governance Agreement with the Council. To convince the DfT that the MGCB would be empowered with the authority required to run a successful toll crossing business the OBC includes draft Heads of Terms for establishing the MGCB. Consequently the arrangements for establishing the MGCB are well advanced and the DfT now see this proposal as being a condition of its funding support (see draft funding conditions below).
- 3.17 The contract structure including the MGCB and the public private partnership arrangements are shown in the diagram below;-



### 3.18 Key commercial responsibilities of the Crossing Board will include:

- Management of cash flow between toll income and the unitary charge payments to the Project Company and DMPA payments;
- Setting tolls within agreed limits (see Funding Conditions below)
- Setting toll strategy and policy and responding to commercial conditions. This is likely to incorporate responsibility for defining the cash flow available to support discounts and the administration and monitoring thereof;
- Monitoring the performance of the Project Company and administration/reconciliation of payments to the payment mechanism



- Support from the private sector via the Demand Management Participation Agreement (DMPA Co in the above diagram).

### ***The Financial Case***

- 3.19 The Financial Case has demonstrated that the scheme is based on sound costings and revenue forecasts and has determined the funding requirements that together forms the Council Conditional Funding Approval bid. Since the completion of the Inquiry all the project costs have been reviewed and new estimates produced. The revised cost estimates take on board all the commitments given to third party interests leading up to the Inquiry which have either changed the project scope or increased cost for other reasons. The project funding arrangements cover whole life costs over a thirty year period and require a view to be taken on the likely maintenance and operating costs over this period alongside the average inflation rates expected.
- 3.20 The funding discussions with the DfT included a requirement for the Council to investigate where cost could be reduced. The DfT had challenged all local transport projects in the priority pool to reduce costs and Ministers expect this to deliver results. This was a difficult task for Mersey Gateway because the scheme had been defined in the planning approvals and made Orders, limiting the scope available to reduce costs without repeating the planning process. Also the programme had slipped around 18months resulting in potentially higher inflation allowance.
- 3.21 The project team has however identified where cost savings are deliverable and the scheme presented for Conditional Funding Approval includes the following cost saving measures;-
1. removal of provision of LRT from Main Crossing (the long term plan would be to use SJB for public transport including potential light rail services)
  2. reinstatement of Halton Lea Slip Roads on Central Expressway
  3. adopting Open Road Tolling
  4. changes to standards on the Main Crossing and Approaches
  5. value Engineering at Lodge Lane Junction (retaining the Busway Bridge)
- 3.31 In outturn terms these measures reduce the estimated construction cost by approximately £33m but and this has prevented the cost increase that would have arisen due to inflation and the impact of undertakings given at the Inquiry. A summary of the changes in estimated cost for the construction and land costs only, compared with the cost estimates produced for the Inquiry (reported to MGEB on 21 July 2008), are shown in Table 1 below.

Construction Costs	£m	
	Pre-Inquiry Estimate 2008	Conditional Fund Bid 2011
Construction capital cost (January 2007 prices)	431	399
Estimated inflation to outturn prices	87	110.
Land and Advanced Works	86	86.
<b>TOTAL PROJECT COST UP TO ROAD OPENING</b>	604	595

Table 1: Projection of Project Cost in Outturn Terms (exc VAT)

3.32 The above measures to reduce project cost are important but the overall funding requirement is also influenced by the estimated operating and maintenance costs over the thirty year contract term and the cost of financing the project. The project team has reviewed the financial model that includes all these costs and has managed to reduce the overall funding requirement by approximately 8 percent. This result was presented by the Chief Executive to the Secretary of State at a meeting on 7<sup>th</sup> July and the cost control has been a major factor in making progress towards securing Conditional Funding approval.

3.33 The Council specification is intended to provide maximum opportunity for the private sector to innovate. A design guide is close to completion which explains the site constraints alongside the requirements of the Council and other third parties, including regulating authorities. The Council, as the Local Planning Authority, will also be called upon to consider submissions under the Planning Conditions that are in place to control the approved development and were issued as part of the planning approval announced in December. The project team are looking to provide bidders with a clear understanding of how the Council will assess the Planning Condition submissions. To assist this a planning officer has been seconded to the project team but it is important that the development control decision remains independent to the promotion of Mersey Gateway. In addition to the consideration of Planning Condition submissions the amendments to the scheme listed in paragraph 3.21 above require additional Planning Applications. The pre-application consultation process for these further Planning Applications is due to take place at the end of September. Presentations to relevant Area Forums are included in the consultation process.

3.34 The Financial Case includes the draft funding contribution we have agreed with DfT officials in consultation with the Secretary of State. The proposed funding package comprises a capped capital grant (Section 31 Grant) of £86m which will cover the acquisition of land (including compensation and fees) and advanced works and surveys, plus the agreed contribution from the DfT towards the preparation costs (£6.4m); and a revenue grant that is payable of up to £14.55m per year for each of the 26 years of the operating term in the DBFO contract. Members will

note that the revenue grant is higher than the £9m per annum agreed in 2006 at Programme Entry stage and the higher amount compensates for the reduction in toll revenue now forecast due to the lower traffic levels expected to use the combined bridges. The draft funding proposals are to be subject to conditions and the Council view on the proposed draft conditions is required to support the final consideration of the Conditional Funding approval bid. The draft funding are explained at Appendix 2 (Not included as superseded by the Funding Letter provided to Council)

3.35 The Board should in particular note that these conditions would have the following impact/

- 1) The Council would be responsible for any overspend in the land assemble and advanced works budget should costs exceed £86m (see separate budget report which puts the current estimate including contingency at just below £86m). The DfT are also looking to fund their contribution (£6.4m) to preparation costs (referred to in 3.34) out of the total £86m but we have requested that this is separated from the capped grant.
- 2) The DfT may not proceed with the project if the DBFO contract cost exceed those in the current Financial model. In this event we have requested payment of part of the £86m where the cause of the cost increase is outside the control of the Council but this has not yet been accepted.
- 3) The DfT would reduce the revenue grant should the cost of the DBFO contract be delivered at a lower cost but the savings would be shared 30/70 in favour of the DfT.
- 4) After five years of operation (and repeated every five years), should traffic using the bridge exceed that forecast in the base case, the revenue grant would be reduced to reflect the higher toll revenue share than expected in the base case financial model. We have asked to retain the same 30 percent of the 'surplus' revenue but this has not yet been accepted (see Funding Letter which offers the Council a 15% share).
- 5) The DfT have allowed the Council to use 10 percent of the toll revenue for discount purposes and for funding sustainable transport measures. This would be increase should actual toll revenue exceed the base case forecasts providing we are successful in securing a 30 percent share of this surplus revenue (point 4). Otherwise the amount available for discount schemes etc. would be capped at 10 percent.

3.46 An oral up date on the draft funding conditions will be given at the meeting.

- 3.47 The funding contribution and draft conditions are based on toll charges currently applying at the Mersey Tunnels and the project team has developed a commercial framework that is designed to make this toll revenue go as far as possible towards contributing to the total cost of the project. By ensuring that economic arrangements are also in place to deliver the DBFO contract at minimum cost the Council will have more scope to satisfy these conditions at Financial Close. The draft OBC is design to achieve this aim.
- 3.48 The draft funding offer from the DfT is based on toll revenues we would collect from traffic levels at the new forecasts reported in the table at para. 3.7 above. (ie opening year flow on combined crossings forecast to be 60,000 vehicles in an average working day). To safeguard the project from the unlikely risk that traffic flows are lower than this forecast the project cost could be further reduced by the Council providing a proportion of the project finance through prudential borrowing. By using prudential borrowing the cost of finance would be reduced and the repayment options would be more flexible than would be the case if all the debt was met by private finance. The draft OBC is based on the Council providing £120m of the project finance through prudential borrowing as this makes sense given it reduces cost and the Council has more flexible repayment options.

#### **4.0 POLICY IMPLICATIONS**

- 4.1 The project is a key priority for the Council which will deliver benefits locally and across the wider region.

#### **5.0 OTHER IMPLICATIONS**

- 5.1 All substantive implications are reported above and in the report annex.

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

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

Mersey Gateway provides an opportunity to improve accessibility to services, education and employment for all.

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

See above

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

Mersey Gateway provides an opportunity to improve accessibility to services, education and employment for all, including improved cycling and walking facilities.

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

Mersey Gateway is forecast to deliver road safety benefits for vehicles and facilitate safer conditions for walking and cycling in the borough

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

Mersey Gateway is a priority project in the urban renewal programme.

#### **7.0 RISK ANALYSIS**

7.1 The results of the Market Engagement will help to reduce overall project risk and improve value for money and delivery.

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

8.1 Mersey Gateway provides an opportunity to improve accessibility to services, education and employment for all.

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

9.1 None under the meaning of the Act



**Appendix 1 (Not included in Report to Council of 19<sup>th</sup> October 2011  
as Report is commercially sensitive. Redacted OBC to be published  
at end of October**

**Appendix 2**

**(Not included in the Report to Council 19<sup>th</sup> October as superseded by draft Funding Letter of 13 October 2011 )**

*Department for*  
**Transport**

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14 October 2011

Dear David

**MERSEY GATEWAY BRIDGE PROJECT**

I am pleased to inform you that Ministers have now agreed to award Conditional Approval to the Mersey Gateway Bridge Project. This letter sets out the conditions which must be satisfied following Conditional Approval and the wider funding conditions for the project.

Please provide written confirmation that Halton Borough Council agrees to these terms and conditions including certification from your section 151 officer that the Council accepts the requirements set out in this document.

This Funding Offer, subject to the conditions set out below, comprises:

1. **Development Cost Grant** of up to £86m payable (including preparatory, land and remediation costs)
2. **Availability Support Grant** of a maximum of £14.55m per annum for 26.5 years following full service commencement under the proposed DBFO agreement.

This Funding Offer is made on the conditions below and is based on the Outline Business Case submitted to the Department in February 2011, as revised in September 2011 and agreed with HM Treasury. Ministers reserve the right to re-consider this Funding Offer if there are any significant changes to the scheme and/or if a complete Full Business case (FBC) has not been submitted for approval by 30 October 2014.

The Funding Offer is conditional on

- (i) Halton Borough Council implementing a process to monitor the ongoing costs of the project (including preparatory, land and remediation costs) and report the results of this to the Department on a regular basis. To the extent that Halton Borough Council becomes aware of a potential shortfall in funding available to deliver the project that you notify the Department immediately setting out how you propose to remedy the shortfall. The Secretary of State reserves the right to make no further payments under this Funding Offer if such a notification is made and is not remedied.

- (ii) Approval by the Department and HM Treasury of a Final Business Case in accordance with DfT/HM Treasury guidance that applies at the time.
- (iii) The unitary charge of the scheme does not exceed that set out in the September 2011 Finalised Outline Business Case (section 8.6, taking into account any changes in the unitary charge profile).
- (iv) Sufficient private finance being raised at financial close on reasonable market terms.
- (v) The use of a public works contract procurement route remaining value for money at the point of Full Approval.

In relation to the **Development Cost Grant**:

- (vi) The £86m Development Cost Grant will be payable as set out below.
  - a. £3.0m already paid
  - b. £1.7m at Conditional Approval (October 2011)
  - c. a maximum of £10m in 2013/14 subject to the scheme having received full approval unless otherwise determined pursuant to the review referred to in (x) below
  - d. a further £71.3m available from April 2014 subject to having received full approval unless otherwise determined pursuant to the review referred to in (x) below
- (vii) Development Cost Grant will be paid in accordance with normal DfT grant rules and be limited to net costs necessarily incurred directly by Halton Borough Council in the connection with the development of the Scheme.
- (viii) To the extent that actual eligible costs incurred, net of any actual or potential cost recovery, are less than £86m in total then the total Development Cost Grant will be the lower amount.
- (ix) Halton Borough Council is responsible for seeking to minimise Development Costs incurred and any development costs above the maximum Development Cost Grant are at Halton Borough Council's own risk.
- (x) In the event that the scheme becomes undeliverable before Full Approval is confirmed, DfT would review the situation jointly with Halton Borough Council at that time but with no explicit obligation on our part.

In relation to the **Availability Support Grant**:

- (xi) The Department, HM Treasury and Halton Borough Council acknowledge that the project is not a PFI, but recognise that the principles set out in the Department for Communities and Local Government Local Government PFI Project Support Guide 2009-10, 1st Revision (September 2009), available on DCLG's website will apply to the project unless otherwise agreed. In particular, you are reminded of the requirements on the use of standardised PFI contract documentation (SoPCv4) and on sharing documentation. The standardised PFI contract documentation (SoPCv4) will be the starting point for the DBFO agreement, but the Department, HM Treasury and Halton Borough Council will seek to agree prior to the commencement of procurement a flexible procedure for agreeing any derogations from this documentation that may be required. It is also a requirement that a finalised outline business case (OBC) is published on the promoter's website

- (redacting any sensitive information) and we would expect this to occur by the end of October 2011. At financial close you should also provide the Department with a copy of the project agreements and the financial model.
- (xii) A recalculation of the scheme funding requirements will be performed by Halton Borough Council immediately following Financial Close to reduce permanently the maximum Availability Support Grant for 70% of project savings emerging prior to Financial Close, and confirmed at Financial Close in comparison with the base case unitary charge in the Outline Business Case on a like for like basis. The Availability Support Grant can not exceed the £14.55m noted in (2) above. [Covered in “Application for Final Approval” section.]
  - (xiii) Should the DBFO undergo refinancing, any gains for the Authority will need to be shared with the Department in a manner to be agreed at the time and to a value equal to 50% of the value of the refinancing gain to the Authority. The option as to the manner of sharing chosen by the Department and Halton Borough Council will be based on Value for Money considerations.
  - (xiv) A Crossing Board being established and empowered as set out in Draft in Appendix 7-B of the Outline Business Case and operating with key actions as set out in this agreement. The Crossings Board will establish, prior to the introduction of charges, a Liquidity Reserve holding cash or cash equivalent assets to a minimum value of 20% of the net revenues forecast for the following 12 months from the Crossings.
  - (xv) The Liquidity Reserve should be held separately from the other assets of the Crossings Board and used solely to manage unexpected deviations in revenues and costs for the Crossings Board from the prevailing forecasts at that time, and in accordance with its objectives as set out in Appendix 7-B. It will be for the Council and Crossings Board to decide how this reserve will be established and funded prior to scheme opening and they will need to satisfy the Department that this is robust and in place before scheme opening
  - (xvi) The actual amount of Availability Support Grant will be adjusted periodically, subject always to the maximum amount calculated in (xii) above, in line with the Review procedures described below.

### **Availability Support Grant Review Procedures**

- (xvii) There will be specified Review Points following full service commencement of the project where the Mersey Gateway Crossings Board and DfT will consider the financial performance of the Board since the last Review Point (or in the case of the first Review Point, since the commencement of full service) and agree forecasts for the revenues and costs of the Crossings Board for the period to the next Review Period (or in the case of the last Review Point, for the period to the end of the concession period). The first Review Point will be on the 5th anniversary of full service commencement with subsequent review points every 3 years thereafter until the end of the period during which Availability Support Grant is payable.
- (xviii) The review of performance for the next period will consider revenue levels achieved in the preceding years, future economic and transport forecasts and other issues that will impact on revenues as agreed between the



- parties. In the event that revenues for the next period cannot be agreed, then the average of the annual revenues since the last Review Point will be used as the forecast revenues for each year during the next period.
- (xix) To the extent that actual net revenues in the period since the last Review Point have exceeded the amount assumed in setting the Availability Support Grant for that period (or in the case of the first Review Point the revenues expected in the outline business case), after allowing for discounts (subject to these not exceeding 10% of the revenue that would have been earned in the absence of any discount regime) but before any deductions for revenue leakage then this will be an Actual Excess.
  - (xx) To the extent that actual net revenues in the period since the last Review Point are lower than the amount assumed in setting the Availability Support Grant for that period (or in the case of the first Review Point the revenues expected in the outline business case), after allowing for discounts (subject to these not exceeding 10% of the revenue that would have been earned in the absence of any discount regime) but before any deductions for revenue leakage then this will be an Actual Deficit.
  - (xxi) If forecast revenues, after taking into consideration any monies for discounts (subject to these not exceeding 10% of the revenue that would have been earned in the absence of any discount regime) and maintaining the liquidity reserve at the required amount, but before any deductions for revenue leakage, exceed those used at the Outline Business Case Stage then this will be a Forecast Excess.
  - (xxii) If forecast revenues, after taking into consideration any monies for discounts (subject to these not exceeding 10% of the revenue that would have been earned in the absence of any discount regime) and maintaining the liquidity reserve at the required amount, but before any deductions for revenue leakage, are lower than those used at the Outline Business Case Stage then this will be a Forecast Deficit.
  - (xxiii) The maximum Availability Support Grant set out in (xii) above for the years to the next Review Point will be:
    - a. reduced by 85% of any Forecast Excess and 85% of any Actual Excess; and
    - b. increased by 85% of any Forecast Deficit and 85% of any Actual Deficit,

where such amounts exist.
  - (xxiv) The Availability Support Grant payable in any year cannot exceed the amount calculated in (xii) above. To the extent that an increase to the Availability Support Grant under (xxiii)(b) cannot be made as this would result in an Availability Support Grant that exceeds the amount calculated in (xii) above, then any unrecovered increase will be taken into account before any reduction of the Availability Support Grant is made in accordance with (xxiii) above on a subsequent Review Point.
  - (xxv) For the avoidance of doubt discounts refers to all discounts given to local residents and regular users of the bridge, including all vehicle types.

## **Demand Management Participation Agreement**

- (xxvi) The Department recognises that Halton Borough Council wishes to explore the possibility of putting in place a Demand Management Participation Agreement (“DMPA”) and Halton Borough Council will explore this during the dialogue phase of the procurement.
- (xxvii) The Department wishes to assess the benefits of such an approach based on the information gained during the procurement and agree jointly with Halton Borough Council whether such an approach will be beneficial. The decision on whether to go ahead with the DMPA will need to be made before the end of dialogue and as part of the submission of the IFBC to the DfT and the Treasury Approval Point Panel.
- (xxviii) To the extent that a DMPA or similar is put in place it will be necessary to reflect any savings in unitary charge levels in accordance with (xii) above and revenue forecasts made at the Review Points will need to be net of any revenue share due to the DMPA party under that arrangement.

## **Future Tolls and Charges**

- (xxix) At any date prior to the date being the later of
  - (a) the end of the Availability Support Grant payment period; or
  - (b) repayment in full of any Mersey Gateway Crossings Board borrowingno commitments shall be made by Halton Borough Council or the Crossings Board as to whether tolls/charges will or will not continue after these dates and/or at what level.
- (xxx) At a point 3 years before the later of (a) or (b) above the Crossings Board, HBC and DfT will jointly assess the benefits of continuing with tolling in the light of the economic and transport network needs of the region, the overall context relating to road charging, and also considering any legal constraints and the prevailing legal position at that time.
- (xxxi) If tolling/charges continue then DfT would expect to share in the net financial benefits either directly in terms of direct payments to DfT or through reduced contributions to other local or regional transport schemes and initiatives as agreed with the Secretary of State schemes with the initial assumption that surpluses would be shared 70/30 in favour of Government.

### **Mersey Gateway Crossings Board**

- (xxxii) The Governance arrangements of the Mersey Gateway Crossings Board will be agreed with the Secretary of State and cannot be amended without the specific agreement of the Secretary of State. Draft Heads of Terms / Governance Arrangements are detailed within Appendix 7-B of the Outline Business Case and fully detailed arrangements must be in place and agreed by the Secretary of State before Full Approval;
- (xxxiii) The Secretary of State reserves the right to withdrawal funding if further amendments to Governance arrangements are made without his consent;
- (xxxiv) The Board should have an independent capability to carry out it's main tasks and should not solely rely upon Halton Borough Council and / or it's officers;
- (xxxv) As a minimum the Crossings Board will be required to:
  - Increase average weighted tolls/charges annually by RPI;
  - Have the ability to decide independently to increase average weighted tolls/charges by as much as 20% (in real terms) above the toll/charging levels set out in the Outline Business Case during the life of the concession(subject to the limits set out in the Scheme Orders) to take into account revenue shortfalls and overall finances of the Crossings Board;
  - Act in a transparent and open book manner;
  - Ensure financial stability of the Crossings Board.
- (xxxvi) It will be for the Crossings Board to establish and implement their actual discounts policy, in accordance with the Crossings Board governance arrangements.

### **Other Requirements**

- (xxxvii) That the Department's Commercial & Technical Services (CTS) will be invited to attend the Mersey Gateway Bridge Project Board meetings to support the successful delivery of the project and to monitor its progress;
- (xxxviii) That you keep us closely informed on the progress of this scheme, complete the Department's three monthly monitoring forms by the due date and provide such information as the Department may reasonably require in relation to this Funding Offer;
- (xxxix) That you notify the Department immediately in the event of any significant changes to the scope, design or expected benefits of the scheme;
- (xl) The Department will use best endeavours to ensure that all necessary regulations to permit open road tolling to be implemented on the Mersey Gateway and Silver Jubilee Bridges from the scheduled full service commencement date will be in force by October 2012 but your procurement process should still allow for a switch to plaza tolling if for any reason the required orders/ regulations are not in place by this date. If this occurs the Department and Halton Borough Council will jointly review the situation.

### **Application for Full Approval**

An application for Full Approval (Full Business Case) should be submitted to the Department following completion of the tender process and should include:-

- (i) a brief report of the tender exercise with details of the preferred bidders Best and Final Offer;
- (ii) a revised estimated total scheme cost in light of the prices bid during the procurement process;
- (iii) a report on the private financing of the project and confirmation from your advisors that the final proposal represents value for money in the context of prevailing market conditions;
- (iv) updated assessment of the value for money of the procurement route chosen;
- (v) your confirmation that the broad scope and design of the scheme remains unaltered, with details of any substantive changes resulting from the detailed design and procurement process;
- (vi) confirmation by the authority's Section 151 officer that a Gateway 3 Review has been completed and the necessary remedial action has been taken in respect of any 'Red' recommendations;
- (vii) an agreed approach to monitoring and evaluation of the scheme, the scope of which will be subject to the Department's agreement prior to submission of the Full Business Case and funded by the promoter.
- (viii) an assessment of the Social and Distributional Impacts of the scheme in accordance with DfT guidance as it stands at the time of the Full Approval application. The results of this assessment will be considered by Ministers as part of Full Approval consideration. You will be expected to show that you have made reasonable efforts to mitigate any significant negative impacts associated with the scheme.
- (ix) an up to date risk register and project plan with milestones;
- (x) an up to date mobilisation and operational management plan; and
- (xi) your confirmation that you take full responsibility to bear any further increases in cost following Full Approval;
- (xii) your plans for the tolling structure for the crossing including how discounts will be applied including requirements to consider value for money; and
- (xiii) confirmation of the detailed Governance Structures, policies and constitution of the Mersey Gateway Crossings Board.

In addition to those areas outlined above, the Full Business Case should also specifically highlight those areas where there have been changes from the Outline Business Case

This letter is without prejudice to any other consent that may be required, for example, in connection with planning legislation.

### **Procedures**

Please keep in touch with us about the progress of your project during procurement.

You must inform us immediately if you wish to change aspects of the project in any material way from the case agreed, in particular the scope or the timetable. If changes are required to any of these aspects of the project you will need to obtain the Department's written agreement in good time before the contract is signed. Subject to the protocol to be agreed pursuant to (xi), written consent may also be needed to any significant derogations from the standard contract conditions. Failure to obtain any of these could potentially mean withdrawal of support for the project, and would invalidate any

undertaking by the Department to support your scheme. We hope our involvements in the Project Board during the procurement phase will help keep us up to date with progress.

You should be aware that the project is subject to further review by the Treasury Approval Point Panel at two points in the future; firstly at the end of the dialogue phase and then when you are seeking full approval.

This will require the submission of an **interim final business case** (IFBC) at least four weeks prior to the close of dialogue. The IFBC should comprise of a Full Business Case detailing progress from the OBC submission, financing terms and noting where there have been changes. Subject to the protocol to be agreed pursuant to (xi), the IFBC approval submission may need to include a full list of the derogations proposed by the authority and each of the remaining bidders and will require endorsement by the Department and HM Treasury before the project can proceed to close dialogue.

The Full Business Case itself will also be subject to review by the Department and the Treasury Approval Point Panel before a full approval letter is issued.

In good time prior to the submission of the Interim and Final Business Case, please seek further guidance from the Department as to what the exact requirements are.

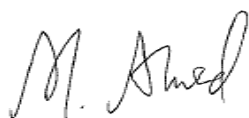
The full approval letter will provide details of how and when Availability Support Grant can be claimed. Your Authority will need to ensure that funds are available to cover that part of the payments to the contractor which will not be met by central Government. You will be eligible for Availability Support Grant on full service commencement under the DBFO agreement.

Availability Support Grant is not intended to match or correlate directly to the payments that arise under the DBFO contract. However, the Government is committed to supporting good projects and to assisting the development of such projects in the local authority sector. Its policy is therefore to maintain revenue for such projects in the long term, consistent with the long-term nature of these contracts, even though formally such support cannot be guaranteed.

The main Departmental contact point for this scheme will continue to be Charlie Sunderland although the Department's CTS (Nick Joyce/Colin Goodwillie) will be able to help if any specific technical advice is required on the procurement process.

We look forward to continuing to work with you on this project.

Yours sincerely





**Mostaque Ahmed**

DRAFT

# The DfT Conditional Funding Offer

# Funding Stages

## 1. Preliminary Funding Approval (March 2006)

Capital Grant = £86m

Revenue Grant = £9.5m per year

(equiv to £123m PFI Credits)

## 2. Conditional Funding Offer (October 2011)

Capital Grant = £86m

Revenue Grant = £14.55m per year from opening  
for 26.5 years

(Total Cash contribution circa £470m)

# The Basis of the Funding Package

The Outline Business Case has been approved by DfT and HM Treasury.

This scrutiny has put in place

1. Funding Commitments;
2. Resource Commitments; and
3. Organisation Requirements

All required to enable the project to commence procurement leading to construction commencing within two years.

**These measures and proposals are now defined in the Conditions of the DfT Funding Offer, which the Council has been asked to accept.**

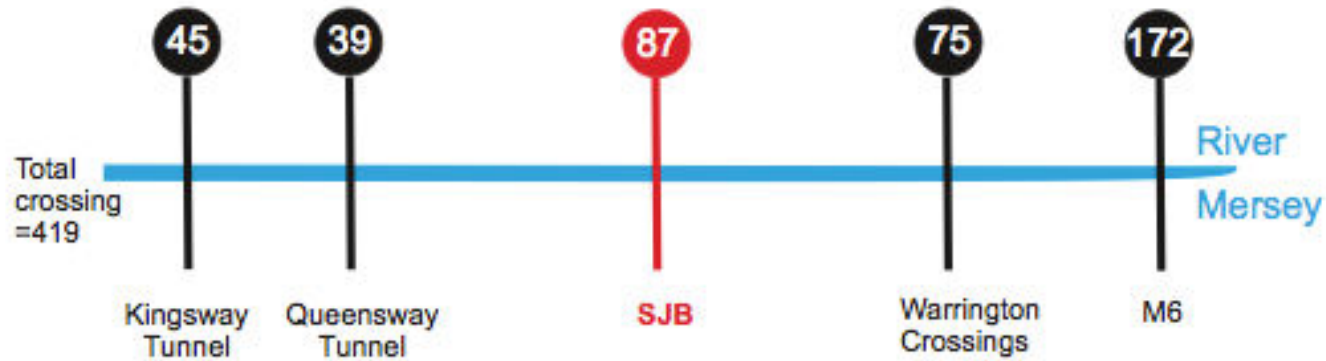
## Conditional funding approval from government – the Conditions

1. Savings on reducing the revenue grant to be shared between DfT and HBC (if traffic using the crossings is higher than forecast then DfT grant is reduced and HBC has more revenue for toll discounts/transport).
2. Revenue grant to be reviewed regularly (after five years and then every three years).
3. £86m grant is capped (no change).
4. HBC can use up to 10% of toll revenue for discount purposes
5. HBC takes the Toll Revenue Risk



# Traffic Diagram of alternative River Mersey crossings – 2017 – Same toll level as Mersey tunnels

## Without Mersey Gateway:



## With Mersey Gateway:

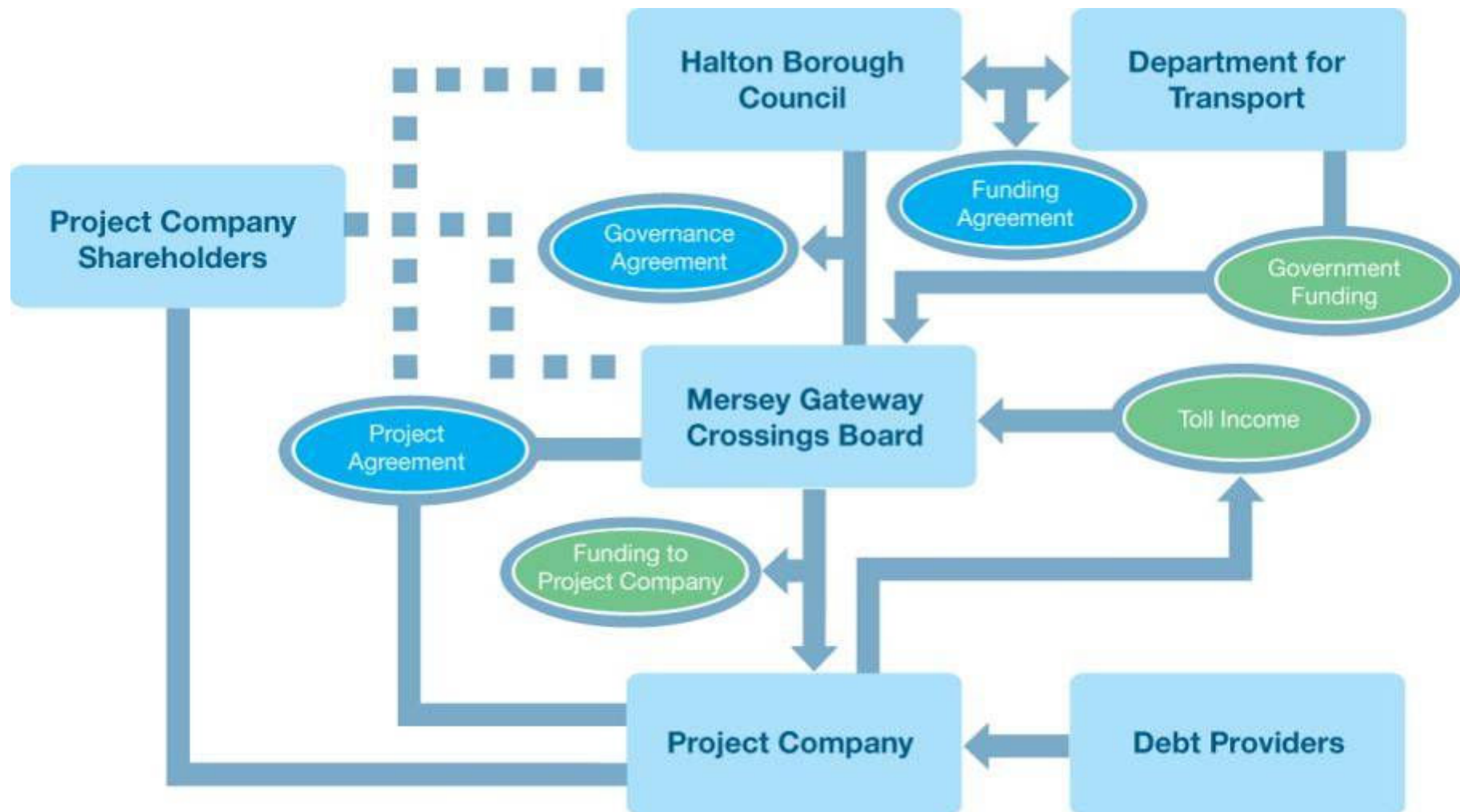


**Notes:**

i. Traffic flows are vehicles/average weekday in 2017 (000's), rounded to nearest 1000

06-07-2011

# Governance structure



# Mersey Gateway Crossings Board – key responsibilities

- Working Under the Direction of HBC (a Governance Agreement would be established)
- Management of cash flow
- Setting tolling levels, strategy and policy under delegated arrangements
- Monitoring the performance of the project company
- Administration of payments
- Manage Funding Agreement with Government
- Would maintain cash reserve of circa £8m

# Mersey Gateway Project Company – key responsibilities

- Complete the Design
- Secure Private Finance
- Construct the Scheme
- Maintain infrastructure and Operate Tolling Service for 26 years
- Meet Service Specification in Return for Annual Payments (Unitary Charge)
- Provide Tolling Advice to Board (plus potential investment in the DMPA)

## Conditional funding approval from government – the Conditions

6. If we get obtain lower prices than our OBC estimate then gain shared 30/70 (in favour of DfT) .
7. If we get more traffic than base case then extra toll revenue shared 15/85 (in favour of DfT) .
8. After all project debt has been repaid then DfT and HBC to agree if tolls to be retained. If not agreed then tolls are removed.
9. If tolling continues after project paid for the revenue would be treated as 70/30 in favour of the Government .

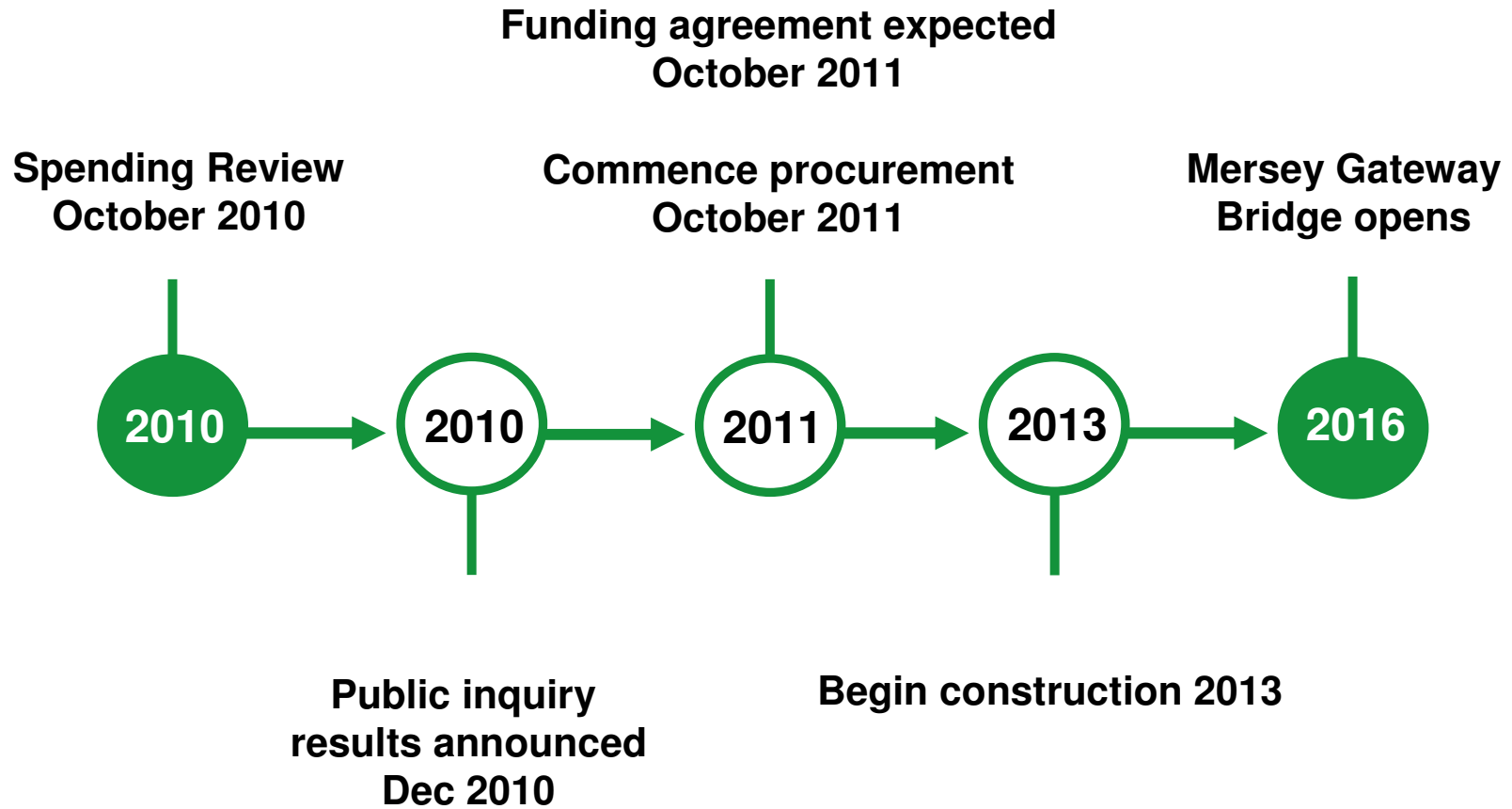


## Conditional funding approval from government – the Conditions

### 10. There are two more HMT/DFT approval stages

- one in December 2012 after completion of the dialogue phase; and
- the Final Funding submission just prior to appointing preferred bidder and driving to financial close in May 2013.

# Timetable



**REPORT TO:** Council

**DATE:** 19 October 2011

**REPORTING OFFICER:** Strategic Director Policy and Resources

**SUBJECT:** Safer Policy and Performance Board  
Annual Report 2010-2011

**WARDS:** Boroughwide

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

To receive the Safer Policy and Performance Board Annual Report for 2010-2011.

### **2.0 RECOMMENDATION: That the 2010-2011 Annual Reports submitted from the Safer Policy and Performance Board be received.**

### **3.0 SUPPORTING INFORMATION**

Article 6 of the Constitution requires each of the Policy and Performance Boards (PPBs) to submit an Annual Report to Council outlining their work, making recommendations for future work programmes and amended working methods if appropriate.

The Annual Report from Safer PPB (see attached) has now been submitted for consideration and has been agreed.

### **4.0 POLICY IMPLICATIONS**

None.

### **5.0 OTHER IMPLICATIONS**

None.

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

**6.1 Children and Young People in Halton** – none.

**6.2 Employment, Learning and Skills in Halton** – none.

**6.3 A Healthy Halton** – none.

**6.4 A Safer Halton** – none.

**6.5 Halton's Urban Renewal** – none.

**7.0 RISK ANALYSIS**

None.

**8.0 EQUALITY AND DIVERSITY ISSUES**

None.

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

None under the meaning of the Act.



Cllr. Shaun  
Osborne  
Chairman

**ANNUAL REPORT  
SAFER HALTON POLICY AND PERFORMANCE BOARD  
APRIL 2010 – MARCH 2011**

“Safety and people’s perception of being safe in all its form remain a major issue in Halton. The Board has, and will continue to focus its energy on making Halton residents feel safe. I would like to offer my sincere thanks to Board members who have worked hard to this end.

The Board has had a very challenging programme of monitoring, scrutiny, and policy development, because ‘Safer Halton’ is a truly cross-cutting agenda. I believe it is making a considerable contribution to improving the way the Council and its partners work together to improve the quality of life in Halton.

I would like to thank everybody who has contributed to the work of the Board in 2010/11 and to Members who have given up their time to serve on Topic Groups. I want to offer particular thanks to Cllr P Wallace and to Mr B Hodson from the Police Authority for their help and support during the last 12 months.

Councillor Shaun Osborne  
Chairman, Safer Halton Policy and Performance Board

**MEMBERSHIP AND RESPONSIBILITIES**

During 2010/11 the Board comprised ten Councillors – Councillors Osborne, Wallace, Bradshaw, Edge, J Gerrard, M Lloyd Jones, Morley, M Ratcliffe, Shepherd and Thompson.

The Board is responsible for scrutinising performance and formulating policy in relation to Community Safety, Community Resilience, Emergency Planning , Contingency Planning, Safer Halton Partnership

Topic Groups for 10/11:-

- Alcohol Abuse
- Alleygating
- Registered Social Landlords

**REVIEW OF THE YEAR**

The full Board met 5 times during the year.

The main initiatives of the Board’s work for 2010/11 are as follows: -

**Community Safety**

The Board continued its scrutiny and policy development role in this crucial area, and established an Alleygating Topic Group which resulted in the adoption of agreed principles and procedures to be used for all alleygating schemes. The Board also established an RSL Topic Group which was also tasked with identifying how we can better address anti-social behaviour problems relating to private tenancies.



The Board contributed to the development of a fully integrated, recovery orientated substance misuse treatment for Halton which will integrate both drug and alcohol services for adults in Halton. The Board also contributed to the development of a Hate Crime Strategy for Halton and a Domestic Abuse and Sexual Violence Strategy and was informed of proposed new legislative changes including the introduction of Police and Crime Commissioners. Having considered a report on funding for community safety in Halton, which has largely been dependent on external time limited funding which will end March 2012, the Board fully supported the work of the Community Safety Team and agreed that every effort would be made to maintain the level of service currently being provided in the Borough.

#### **Safeguarding Vulnerable Adults**

The Board scrutinised the Annual Report of Halton's Safeguarding Adults Board and briefed Members on the key issues and progression of the agenda for Safeguarding Vulnerable Adults. It considered the key issues arising from the Service Inspection of Adult Social Care that was carried out by the Care Quality Commission and the subsequent Action Plan that was developed to address these.

#### **Registration Service**

The Board considered and endorsed the findings of the Halton Registration Inspection Service which were very positive about the service. The Board endorsed action to look at digitising records to improve storage capacity, an issue which had risen from this Inspection

#### **Trading Standards Service**

The PPB monitored the performance and activities of the Joint Trading Standards Service between Warrington Borough Council and Halton Borough Council. The Board endorsed the current activity which was making a difference in Halton, in particular the Consumer Alert Network (ICAN) which provides targeted relevant information to residents on issues including doorstep crime, rogue traders and postal and email scams.

#### **WORK PROGRAMME FOR 2011/12**

The PPB proposed the following topics areas for 2011/2012: -

- Alcohol Abuse (ongoing)
- Licensing
- Registered Social Landlords (ongoing)
- Domestic Abuse
- Adult Abuse

Members of the Public are welcome at the meetings of the Board. If you would like to know where and when meetings are to be held or if you would like any more information about the Board or its work please contact Paul McWade (0151 471 7437) or e-mail at [paul.mcwade@halton.gov.uk](mailto:paul.mcwade@halton.gov.uk)

