

Public Document Pack



Executive Board

Thursday, 23 May 2013 2.00 p.m.
The Boardroom, Municipal Building

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

Chief Executive

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

PART 1

Item	Page No
1. MINUTES	
2. DECLARATION OF INTEREST	
Members are reminded of their responsibility to declare any Disclosable Pecuniary Interest or Other Disclosable Interest which they have in any item of business on the agenda, no later than when that item is reached or as soon as the interest becomes apparent and, with Disclosable Pecuniary interests, to leave the meeting during any discussion or voting on the item.	
3. HEALTH AND ADULTS PORTFOLIO	
(A) SECTOR LED IMPROVEMENT IN ADULT SOCIAL CARE – MEMORANDUM OF UNDERSTANDING	1 - 12

*Please contact Angela Scott on 0151 511 8670 or
Angela.scott@halton.gov.uk for further information.
The next meeting of the Committee is on Thursday, 13 June 2013*

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PART II

In this case the Board has a discretion to exclude the press and public and, in view of the nature of the business to be transacted, it is **RECOMMENDED** that under Section 100A(4) of the Local Government Act 1972, having been satisfied that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information, the press and public be excluded from the meeting for the following items of business on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Act.

Item

Page No

7. PHYSICAL ENVIRONMENT PORTFOLIO

**(A) FORMER CROSSVILLE DEPOT, RUNCORN AND
LAND AT EARLE ROAD, WIDNES WATERFRONT,
REGENERATION**

328 - 356

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

REPORT TO: Executive Board

DATE: 23rd May 2013

REPORTING OFFICER: Strategic Director, Communities

PORTFOLIO: Health and Adults

SUBJECT: Sector Led Improvement in Adult Social Care –
Memorandum of Understanding

WARD(S) Borough-wide

1.0 **PURPOSE OF THE REPORT**

1.1 To inform Executive Board members of the approach to Sector Led Improvement (SLI) in Adult Social Care developed in the Northwest (NW) region by the Association of Directors of Adult Social Services (ADASS).

2.0 **RECOMMENDATION: Executive Board is asked to :**

- i) **Note the NW approach to SLI in Adult Social Care set out in this report; and**
- ii) **Endorse the approach and agree that the Council will participate by giving approval for the Chief Executive, Executive Board Member for Health and Adults and Strategic Director, Communities to sign the Memorandum of Understanding shown at Appendix 1.**

3.0 **SUPPORTING INFORMATION**

Background

3.1 Sector Led Improvement in Adult Social Care: The National Picture

With the Government deciding to reduce the burden of nationally imposed inspection and assessment regimes, such as the Care Quality Commission's inspection of Adult Social Care and the Comprehensive Area Assessment, a new approach to improvement, being overseen by the Local Government Association and with the support of Government, is being developed. This approach, SLI, is underpinned by a number of principles, including :-

- councils being responsible for their own performance and improvement and for leading the delivery of improved outcomes for local people in their area;
- councils being primarily accountable to local communities (not government or the inspectorates) and stronger accountability through increased transparency helps local people drive further improvement; and
- councils having a collective responsibility for the performance of the sector as a whole (evidenced by sharing best practice, offering member and officer peers, etc.)

SLI in adult social care is being taken forward nationally by the Towards Excellence in Adult Social Care (TEASC) Board. TEASC is the Partnership Board established to oversee the development of a new approach to sector-led improvement in adult social care. The Board includes representatives from the Association of Directors of Adult Social Services (ADASS), the Local Government Association (LGA), the Care Quality Commission (CQC), the Department of Health (DH), Social Care Institute for Excellence, SOLACE (Society of Local Authority Chief Executives) and the Think Local Act Personal partnership.

3.2 Sector Led Improvement in Adult Social Care: The Regional Picture

The approach adopted by NW ADASS celebrates success and excellence, sharing best practice and providing support and / or intervention from within the sector where needed. It avoids burdensome and costly processes, such as detailed inspections previously undertaken by regulatory bodies such as CQC, ensuring that local authorities make use of existing data and intelligence, and is based on a culture of collaborative working, sharing of good practice, constructive challenge and learning between councils.

3.3 The North West Towards Excellence Board

The NW Towards Excellence Board will oversee the agreed approach. It is supported by a number of regional groups which manage the process of SLI, collate and analyse performance and benchmarking information and consider and analyse financial data and intelligence.

The NW Towards Excellence Board is made up of the Chair of NW ADASS who is the Chief Executive of Tameside Council, four Directors of Adult Social Services (one of whom is the Strategic Director, Communities in Halton) representing the sub regions of the North West, service users, the Department of Health Deputy Regional Director and the Deputy Regional Director for Social Care and Partnerships (North East Region).

The North West Leadership Commission's lead Chief Executive for Adult Social Care provides a link between the work of the Board and the Commission, leaving the detail of managing risks to Adult Social Care professionals, whilst maintaining an objective overview to reduce the risk of service failure.

3.4 Memorandum of Understanding

At its last meeting, the NW Towards Excellence Board agreed that Local Authority engagement with and support for the North West's approach to SLI will best be achieved by inviting each of the 23 upper tier local authorities in the region to take a report through its Cabinet / Executive Board to get formal agreement to signing a Memorandum of Understanding (Appendix 1).

Rationale

3.5 The Northwest approach to sector led improvement.

The Northwest approach to SLI is based on a number of complementary elements of sector-led improvement, as follows:

- Thematic reviews

Each year, the Board will identify areas for thematic review to take place across all of the 23 upper tier authorities in the region. Each authority will complete a self-assessment, the outcomes of which will be pulled together into a single report on the region's strengths and areas for development for each theme for consideration by the Board. This report will be used to celebrate excellence as well as to identify areas where support may be required.

The thematic review planned for 2013/14 will focus on development of the social care market.

- Risk-based approach to peer challenge

In addition to thematic reviews, the Board has developed a risk based approach to the process of sector-led improvement, as set out in table 1 in Appendix 1 (the Memorandum of Understanding). The risk-based menu runs from support and self-help (sharing of good practice, shadowing and 'buddying' between authorities), through 'targeted support' (peer mentoring or peer review across authorities), to other forms of intervention including robust 'peer challenge' in cases where an authority is deemed to require significant external input to ensure that its adult social care services are of a quality to ensure appropriate support to vulnerable people. Peers will include Elected Members, senior officers from Adult Social Care and other individuals with specialist knowledge of social services. The Portfolio Holder for Health & Adults in Halton has expressed a desire to become a Peer and will shortly be nominated.

Thus Peer challenge may be accessed via a self-help approach, where authorities invite challenge as part of their own approach to continuous improvement, but it may also be used where the NW Board has concerns that a particular authority is not self-aware and may be at risk of failure and / or national intervention in relation to some or all of its services for adult social care.

- Risk triggers

A set of 'triggers' and corresponding menu of support have been developed in a way that encourages self-help, making use of the significant skills, knowledge and expertise that abound in the region. These are built on the principal of reciprocity, enabling authorities to share strengths and excellence whilst also tapping into the expertise and strengths of others when needed.

The risk triggers are set out in table 2 in Appendix 1, under the following 4 headings:

- Outcomes (including analysis of data including Adult Social Care Outcomes Framework (ASCOF) measures);
- Resources (financial concerns or issues arising from Annual audit letter);
- Interface with Stakeholders (user satisfaction/level of complaints/market position, authority disengaging from regional networks); and
- Other intelligence (intelligence via LGA, or other sources)

None of the above risk triggers would in themselves be seen as identifying 'critical

signs of failure'; but the expectation is that they will, when viewed 'in the round', provide the Excellence Board with adequate evidence to identify if any authority is struggling in relation to adult social care, as well flagging up areas of excellence to be celebrated.

4.0 **POLICY IMPLICATIONS**

4.1 Officers from Halton Borough Council have been involved in the development of the regional approach to SLI, through representation on the SLI planning group and working parties. We are thus in a strong position to ensure effective input to and engagement with the process, and early action on any issues of concern.

4.2 No other specific policy issues identified.

5.0 **OTHER/FINANCIAL IMPLICATIONS**

5.1 **Financial Implications**

NW ADASS has a total budget of just under £250,000 to develop and implement an effective model of SLI in Adult Social Care across the region. £150,000 of this funding came from the North West Transition Alliance, with a further £50,000 from the national TEASC Board (managed by the LGA) and the remainder being residual NW ADASS funding. Should a Peer Review be required there may be financial implications for the Council, this could include the covering of expenses for the peers. In addition, should the Portfolio Holder for Health & Adults become a Peer some financial commitment may be required for training etc.

5.2 **Legal Implications**

There are no direct legal implications. However failure to engage with sector led improvement could be detrimental to the Council's reputation nationally which could lead to more formal intervention by the LGA, ADASS nationally or Government.

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

6.1 **Children & Young People in Halton**

None identified.

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

None identified.

6.3 **A Healthy Halton**

The activity will highlight successes and areas for development in adult social care across the NW.

6.4 **A Safer Halton**

The risk based approach to the process of sector-led improvement, will identify where an authority is deemed to require significant external input to ensure that its adult social care services are of a quality to ensure appropriate support to vulnerable people.

6.5 **Halton's Urban Renewal**

None identified.

7.0 RISK ANALYSIS

- 7.1 In order to support the implementation of sector-led improvement processes as set out above, the NW Excellence Board has agreed to engage a consultant with significant senior-level adult social care experience once a year, to assess the evidence emerging from the thematic reviews and the risk-based trigger process and report their findings to the Board. It is anticipated that the first such annual review process will take place between July and October 2013.
- 7.2 The risk based approach being adopted by NW ADASS should ensure that early signs of failure in any Authority are identified before they escalate and cause significant safeguarding and reputational issues.
- 7.3 One of the main risks associated to the Local Authority if it were to 'trigger' a Peer Challenge, would be in terms of its perceived reputation. It should however be highlighted that the Peer Challenge process aims to help Local Authorities help themselves to respond to issues/areas of concern. Undertaken from the viewpoint of a friend, albeit a 'critical friend', Peer Challenges allow a team of people who understand the issues/pressures to review practices in a challenging but supportive way. It would include an assessment of current achievements, but then would also provide the Local Authority with recommendations on how further improvements could be made. It is aimed at being a constructive, collaborative and supportive process which has a central aim of helping the organisation improve. It's not an inspection, nor would it award any form of rating.
- 7.4 Failure of any Council to engage in the regional process could put that Council at risk. Even though sector-led improvement is a voluntary process, if the peer review uncovered systematic problems or the Local Authority did not make appropriate changes to issues highlighted this could lead to more formal intervention by the LGA, ADASS nationally or Government.

8.0 EQUALITY AND DIVERSITY ISSUES

- 8.1 None identified.

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

- 9.1 None under the meaning of the Act.

Memorandum of Understanding

Context

All 23 upper tier local authorities in the North West of England are committed to the principles behind sector led improvement (SLI). We individually and collectively believe that it is our responsibility to ensure that the services we provide and the approaches we take are rooted in ensuring that outcomes for adults are improved and that our populations are better off as a result of the work we do. Our ambition is that sector led improvement sits at the heart of the shift away from compliance and towards a learning and improvement culture. The approach we are adopting across the region will, over time, ensure that we develop reflective practice throughout the system and the necessary skills to embed our vision of shared learning, reflection, self-awareness and different forms of peer support and challenge leading to targeted action where needed.

We recognise this shift in approach is ambitious and will present significant challenges along the way. To achieve our aspirations we recognise that we need to change culture rather than structure and this takes time, commitment and determination. We recognise the need to invest in the development of our staff to ensure that we plan for the future and equip the next generation of the workforce to further develop the legacy created by our initial activity. Alongside the development of the necessary skills and competencies needed to work within the new cultural framework, we will develop tools to support the process and provide essential evaluative capability. In the spirit of sector led improvement we acknowledge that the tools and agreed process will evolve as they are reflected upon and improved.

We are determined that the ambitious approach we have committed to will lead to the development of next practice, rooted in system change rather than best practice which is so often invested in an individual or group. To ensure that our approach has lasting commitment we have all secured support from our Chief Executives and Lead Members. To root the agreement we all signed this Memorandum of Understanding. This move demonstrates both our commitment and determination to improve outcomes beyond those achieved already.

1. Introduction

- 1.1. This Memorandum of Understanding (MoU) is between the 23 upper tier Local Authorities that make up the North West Region.
- 1.2. The MoU sets out the agreed areas and activities in which the Local Authorities will work together to support Sector Led Improvement with the shared aims of:
 - Securing improvement work that is focused on galvanising adult social care services to achieve the best quality of provision and best possible outcomes for people, working in particular on the need to avoid service failures, improving performance in relation to the more intractable challenges and sustaining progress during a period of significant economic restraint and budget reductions.
 - Building on existing capability in adult social care services, corporately and with partners to diagnose improvement challenges, identify risks to performance and to commission effective, evidence based and value for money solutions.
 - Systematically sharing knowledge about what works across the sector and ensuring that there is effective brokerage of best practice solutions.
 - Contributing to the development and implementation of policies designed to improve the lives of service users and their families and carers.
- 1.3. The MoU is not a statutory or contractual document. It is a statement of commitment to work collaboratively to support the regional sector led improvement model.
- 1.4. The commitment of authorities relate to both providing and receiving the types of support and intervention that are set out in **Table 1** below.
- 1.5. A menu of 'triggers' has been drawn up which identifies the things to be taken into account when assessing risk across the region, and this is set out in **Table 2** below.

TABLE 1: MENU OF SUPPORT AND INTERVENTION

Support (Self Help) (one or a combination of any of these)	Targeted Support	Intervention
Sharing good practice 'Beacon' events, networks, 'self help' regional excellence directory, matching tool	LGA Peer Review	Local Peer Challenge
Shadowing via existing regional or national networks	Peer Mentoring via existing regional or national networks	Peer 'consultancy' Review of service by a single regional or national peer
Buddying via existing regional or national networks	Coaching via existing regional or national networks or external provider	LGA Peer Review
Action Learning Facilitated via existing regional or national networks of externally	Training via existing regional or national networks or external provider	
Local Peer Challenge	Local Peer Challenge	

TABLE 2: RISK TRIGGERS

Sources of data / intelligence shown in brackets in italics in each cell

<p>Outcomes An overall qualitative analysis of data sets will be undertaken to identify areas of concern rather than having a rigid formula based on % of 'red' or 'amber' measures</p>	<p>Resources (Finance and People)</p>
<p>ASCOF Measures: <i>(NW Performance Leads Group / UMU)</i></p>	<p>Financial Concerns: <i>(NW Strategic Finance Leads Group)</i> i.e. higher than average cuts to prevention budget; raised FAC eligibility criteria (i.e. to critical only); significant unexplained increase in admissions to residential or nursing care</p>
<p>TLAP Markers of Progress: <i>(InControl)</i></p>	<p>Financial Measures: <i>(NW Strategic Finance Leads Group)</i> i.e. significant change in cost metrics (significant increases in unit costs or significant reductions, which if not underpinned by a robust VFM review, may indicate a reduction in quality</p>
<p>NW ADASS Local Measures: <i>(NW Performance Leads Group / UMU)</i></p>	<p>Annual Audit Letter (in relation to financial issues): <i>(Local Authority / Committee Report / Website)</i></p>
<p>Locality Scorecard Measures (AQAA): <i>(NW Performance Leads Group / UMU)</i></p>	<p>Recruitment / retention issues / high vacancy rate / high sickness absence / significant turnover of senior staff in a relatively short time / staff surveys: <i>(SSD001 DoH return updated / validated by HR Leads Group)</i></p>

Other Intelligence	Interface with Stakeholders
<p>Failure to meet minimum standards (i.e. Level 1) on key elements of self assessment for thematic reviews: <i>(Completed self assessment following thematic review)</i></p>	<p>User Satisfaction / Complaints / Outcomes of Ombudsman referrals / Outcome of Judicial Reviews / other customer feedback: <i>(Annual Complaints Report from Scrutiny Committee; Council / Ombudsman website)</i></p>
<p>Annual Audit Letter (non-financial concerns): <i>(Local Authority / Committee Report / Website)</i></p>	<p>Annual Safeguarding Report: <i>(Local Safeguarding Board / LA website; National Data Return for vulnerable adults)</i></p>
<p>Intelligence via LGA Regional Lead i.e. perception of lack of momentum on improvement activities following LGA Peer Review: <i>(LGA Adult Social Care Lead)</i></p>	<p>NW Personalisation Report: <i>(NW Personalisation Board / Network)</i></p>
<p>Local Accounts: <i>(Council website)</i> Not doing one or vague / ambiguous / too ambitious</p>	<p>Disengaging from networks i.e. becoming insular: <i>(SLI Planning Group / NWTEB)</i></p>
<p>Quality Improvement Programme: <i>(Local authority DASS via phone or e mail)</i> i.e. System not meeting targets resulting in a significant impact on the local authority</p>	<p>Relationships with partners: <i>(Has Joint H&WB Strategy been completed and is it meeting targets; LATs, relationships with Health via Sheila Locke; questions to partners)*</i></p> <p>i.e. issues identified through local Health & Well Being Boards, VCS, providers, service users and carers; CQC Lead</p> <p>* <i>Only in the event of other concerns</i></p>
<p>Sudden political change <i>(media / local knowledge)</i></p>	<p>Market position: <i>(InControl / council websites)</i></p>
	<p>Interface with Public Health: <i>(Local Authority DASS; DPH via e mail or phone)</i></p>

2. Local Authority Commitment

- 2.1. By the signing of the MoU, North West Councils commit to the following:
- a) To completing self-assessments (up to two per year) in relation to the areas identified for thematic review by the North West Towards Excellence Board.
 - b) To co-operating with an annual risk assessment in relation to the 'triggers' shown in **Table 2** above. Most of the information used to inform this risk assessment will be accessed directly from other sources, but where areas of concern arise from this, the person undertaking the risk assessment on behalf of the North West Excellence Board will seek to discuss such concerns with the authority before taking a final view.
 - c) To share learning and best practice with others in the region (and nationally) where invited to do so.
 - d) To participate in networks and regional events in relation to SLI in Adult Social Care in order to share learning and to learn from others as appropriate.
 - e) To host 'Beacon' events to share excellence as and when required by the North West Towards Excellence Board. Where this is required, funding will be made available to the authority to cover the costs of such an event.
 - f) Where the authority has good practice to share and or specific skills, knowledge and / or expertise, to provide officer and member time free of charge to work with other authorities in the region. Activities may include peer mentoring, shadowing, coaching, the provision of training, buddying or involvement in more formal peer challenge teams as set out in **Table 1** above.
 - g) The amount of officer and member time each authority is asked to contribute will not be excessive. If an authority believes that it is being asked to provide a disproportionate amount of time, it should challenge this by approaching the relevant sub regional DASS on the North West Towards Excellence Board.
 - h) To use the risk 'triggers' shown in **Table 2** as an informal annual self-assessment or checklist and where the authority believes it is prudent to do so, to avail itself of the support mechanisms available either directly or by raising this with the relevant sub regional DASS on the North West Towards Excellence Board.
 - i) To accept such targeted support or intervention as shown in **Table 1** as the North West Towards Excellence Board deems

necessary following the annual risk assessment and to participate fully in any such support or intervention provided.

3. Implementation

- 3.1. This MoU commences in April 2013 and will remain in force until such time as it is revoked by the parties.
- 3.2. The MoU will be reviewed after April 2014 when the North West Towards Excellence Board evaluates and reviews the North West approach to SLI in Adult Social Care, and may otherwise be reviewed at any time at the request of any party.

4. Commitment

Signatures provided below show the commitment to North West ADASS's approach to Sector Led Improvement in Adult Social Care of the Director of Adult Social Care, Lead Member for Adult Social Care and Chief Executive of the council.

Local Authority: Halton Borough Council

Chief Executive of the Council:

David Parr

Signed:

Date:

Lead Member for Adult Social Care

Cllr Marie Wright

Signed:

Date:

Director of Adult Social Care

Dwayne Johnson

Signed:

Date:

REPORT TO: Executive Board

DATE: 23 May 2013

REPORTING OFFICER: Strategic Director - Policy & Resources

PORTFOLIO: Resources

SUBJECT: Directorate Performance Overview Reports for Quarter 4 year-end 2012/13

1.0 PURPOSE OF REPORT

- 1.1** To report the Council's performance for the 4th quarter year-end to 31st March 2013. The report details progress against key objectives/ milestones and performance targets, and describes factors affecting each of the three Directorates.

2.0 RECOMMENDED: That Executive Board

- 1) note the information contained in the report; and**
- 2) consider the progress and performance information and raise any questions or points for clarification.**

3.0 SUPPORTING INFORMATION

Background and Context

3.1 Revised Performance Framework from 2012/13

In September 2011, Corporate Services Policy & Performance Board received and endorsed a recommendation to Executive Board concerning the revision of existing performance reporting arrangements in light of emerging national and local circumstances. The recommendations approved by Executive Board on 22nd September to be implemented from quarter 1 of 2012/13, were as follows:

- (1) The presentation of Directorate Performance Overview Reports on a quarterly basis and progress against the Corporate Plan on a six monthly basis for 2012/13 and beyond to Executive Board
- (2) The development and use of a priority based performance report for each of the Council's six corporate priorities in 2012/13 for each Policy & Performance Board,
- (3) Existing departmentally focused performance reports, developed for operational management purposes, continue to be made available to Members via the Council intranet, as advertised in the Members bulletin.

- 3.2 A review of the Council's existing performance management and monitoring arrangements was undertaken in 2011, based upon an agreed set of principles (agreed by Corporate PPB), based around the better management of performance information in terms of both strategic focus and volume, which involved:
- Capturing the views of Lead and Senior Officers and Elected Members in a number of forums;
 - A review of adopted practice elsewhere e.g. in other neighbouring Councils, Primary Care Trusts and best practice in Local Government and the Private sector;
 - Consideration of the potential requirements and expectations of local authority self-regulation; and
 - The on-going need to ensure that available resources are being deployed to best effect in addressing strategic priorities of the Council.
- 3.3 As a result of these review findings which were reported to Corporate Services PPB and Exec Board, it was approved that the authority develops an approach to the future use of performance information that is, as far as possible, focussed primarily upon the needs of the receiving audience as opposed to being determined by the existing organisational structure. This also reflected a transition away from Local Authorities being performance managed by central government and toward being held to account at a local level through the transparent provision of accessible performance data.
- 3.4 In addition, it is essential that the Council maintains a planning and performance framework that allows the identification and on-going monitoring of key activities and performance measures that meet organisational needs. Performance management will also continue to be important in our demonstration of value for money and outward accountability.
- 3.5 The Directorate Performance Overview Report (DPOR) has been previously presented to Management team and to Members via the Members Bulletin since 2010. The DPOR provides a strategic summary of the key issues arising from performance in the relevant quarter for each Directorate based on information taken from the Departmental Quarterly Monitoring Reports and being aligned to Council priorities or functional areas. Such information is central to the Council's performance management arrangements and the Executive Board has a key role in monitoring performance and strengthening accountability.
- 3.6 Information for each of the Council's Directorates is contained within the following appendices:

Appendix 1 - Children and Enterprise

Appendix 2 - Communities

Appendix 3 - Policy & Resources

- 3.7 Monitoring of all relevant high risks will be undertaken and progress reported against the application of the risk treatment measures in quarters 2 and 4. Where progress after the application of risk control measures is uncertain or not met for each high risk, these risks will be reported on by exception and stated in section 4 of the relevant Appendices for each Directorate.

4.0 POLICY IMPLICATIONS

- 4.1 The Council's Performance Management Framework will continue to form a key part of the Council's policy framework.

5.0 OTHER IMPLICATIONS

- 5.1 These reports would also be available to support future scrutiny arrangements of services by Members and Inspection regimes for Ofsted and Adult Social Care.

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

- 6.1 Existing and future performance frameworks at both local and national level are linked to the delivery of the Council's priorities.

- 6.1 The introduction of Directorate Overview Reports for Executive Board, reporting key objectives/ milestones and performance indicators will further support organisational improvement.

- 6.2 Although some objectives link specifically to one priority area, the nature of the cross - cutting activities being reported, means that to a greater or lesser extent a contribution is made to one or more of the Council priorities.

7.0 RISK ANALYSIS

- 7.1 The new revised performance framework for 2012/13 and beyond will allow the authority to both align its activities to the delivery of organisation and partnership priorities and provide appropriate information to all relevant stakeholders in accordance with the "transparency agenda". Performance Indicators are used by external agencies and the public at large in informing any judgement they make as to how the authority is currently performing.

8.0 EQUALITY AND DIVERSITY ISSUES

8.1 Minority and disadvantaged groups and geographic areas are involved with and taken into account in all stages of performance management, including planning, data collection and analysis, service delivery, policy and service development and the impact of policies.

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

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

Directorate Performance Overview Report

Directorate: Children and Enterprise Directorate

Reporting Period: Quarter 4, Period 1 January 2013 – 31 March 2013

1.0 Introduction

This report provides an overview of issues and progress within the Directorate that have occurred within Quarter 4. The way in which traffic light symbols have been used to reflect progress to date is explained within the Appendix (section 8).

Please note initials have been provided to indicate which Operational Director is responsible for the commentary to aid Members, as requested by the Children and Young People Policy and Performance Board. A key is provided at the end of the report in Appendix (section 8).

2.0 Key Developments

Children & Enterprise

16-18 year olds Not in Education, Employment or Training (NEET)

Annual performance was published in February 2013 and shows a significant improvement compared to last year. Halton has therefore achieved a very challenging target. 8.8% of 16-18 year olds were NEET towards the end of 2012, this equates to 382 young people and compares to 10.3% last year (AMc).

Free entitlement of early education for two year olds from low income households

Officers within the Child Place Planning Team are working with private, voluntary, independent and maintained sector providers to implement Halton's Strategy to create additional capacity of appropriate, quality provision to accommodate the expanding 2 Year old place duty which commences from September 2013 (AMc).

School Capital Allocations

Department of Education (DfE) announced schools capital allocations on 1 March 2013 as follows.

£1,203,445 Basic Need Capital (2 year allocation)

£1,416,477 Capital Maintenance – Community Schools

£809,396 Capital Maintenance – Voluntary Aided Schools

£289,712 – Devolved formula capital – Community Schools

£163,533 – Devolved formula capital – Voluntary Aided Schools

This funding has been made available by the Department for Education to support the Local Authority in undertaking the maintenance of the school estate and to provide additional pupil places where required. The planned maintenance programme has approved by the Executive Board subject to Full Council agreement and following a review of pupil place requirements a plan will be submitted for the use of the Basic Need Capital for consideration by Executive Board (AMc).

Under 18 Alcohol hospital admissions

Under 18 hospital admissions in Halton have reduced by 20.2% in 2011, compared to a reduction of 8.8% in the North West and a 9.7% reduction nationally (AMc).

Inspiring Families Project (previously Troubled Families)

The first Inspiring Families newsletter has been published this will continue throughout the life of the programme across partners to be cascaded to staff so individuals can understand the scheme, what it means for them and what progress has been made. First submission for payments by results was

submitted on 21st January 2013. Halton has made a claim for 29 families of which 24 are payment by results. The Department of Communities and Local Government (DCLG) Families Team visited Halton in March and are happy with current progress and Halton has agreed to an increase in year two figures of 195 families (AMc).

Please use the link below to access the newsletter

<http://intranet/Directorates/Childrens/schools%20circular%20document%20library/Inspiring%20Families%20Newsletter%20Issue%201.pdf> (AMc, TC).

Adoption reform

The government has announced further steps in its drive to increase the number of adopters recruited and the number of children adopted. It has allocated two grants; for Halton this is £121,706 which is ring-fenced for 2013/14 specifically to improve recruitment of adopters and placement of children with voluntary providers. The government has been clear that if this area does not improve then this role will be taken from local Authorities. The Local Authority will have to report quarterly in its spend plan in this area and its targets. The second grant is £241,949 and is not ring-fenced but is to target improved practice and a range of adopter support services. A spend plan for both areas is currently being prepared (TC).

Narrowing the Gap (NtG)

Schools have now completed their narrowing the gaps self-evaluation and their 'RAG' rating is being used to support subsequent work in closing gaps in attainment for vulnerable groups. A programme of LA support is developing and will be launched in the summer term with the 12 schools that have agreed to participate in the programme. These schools will be engaging in action research and focusing on strategies to NtG that have been proven to work in other Local Authorities. The group will feedback to the wider network group which is being developed in collaboration with colleagues in St Helens LA (SN).

Special Education Needs Children & Families Bill 2013

Main elements of the forthcoming Bill relating to Special Educational Needs include:

- replacing SEN statements and Learning Difficulty Assessments (for 16- to 25-year-olds) with a single, simpler 0-25 assessment process and Education, Health and Care Plan from 2014
- providing statutory protections comparable to those currently associated with a statement of SEN to up to 25 in further education – instead of it being ineligible at 16
- requiring local authorities to publish a local offer showing the support available to disabled children and young people and those with SEN, and their families
- giving parents or young people with Education, Health and Care Plans the right to a personal budget for their support
- Introducing mediation for disputes and trialing giving children the right to appeal if they are unhappy with their support.

The legislation would draw on evidence from 20 local pathfinders set up in September 2011. The interim evaluation reports are due in summer and late autumn 2012, with a final report in 2013.

The Executive Board of Halton Borough Council approved the recommendation to proceed to Statutory Notice regarding the proposed re-designation of Ashley School, Widnes (SN).

Child Protection

The government published its revised statutory guidance Working Together to Safeguard Children in March 2013. The Initial and Core Assessment are to end, replaced by a single assessment which should be completed within 45 working days, and with no prescribed timescale to see the child. The regionally agreed approach is to have a review point at 15 days to determine if a fuller assessment is required. This change will require significant changes and improvements to CareFirst 6 but these will

not be in place by the provider for the implementation date of 15 April 2103. An interim solution is being devised by our own staff but this is complex (TC).

Economy, Enterprise & Property

Astmoor and Halebank Business Improvement District (BID) Programme

A further five year BID programme has been secured at Astmoor and Halebank Industrial Estates following a successful ballot of all liable NNDR businesses across the estates. At Astmoor Industrial Estate 75% of businesses voted in favour of a continuation of the BID programme, which represented 82% of the rateable properties, while at Halebank Industrial Estate 82% of businesses voted in favour of a continuation of the BID programme which represents 93% of rateable properties. The BID Team in partnership with the business community will now begin the process of delivering the five year business plans for each estate (WR).

Liverpool City Region Regional Growth Fund (RGF) Round 3

The Liverpool City Region (LCR) Local Enterprise Partnership (LEP) was successful with a £10m bid to the government's Regional Growth Fund Round 3. The scheme, entitled 'The Liverpool City Region Business Growth Grant', applies only to the Merseyside Local Authority areas, excluding the City of Liverpool, and will last for three years.

RGF 3 can support businesses that plan to invest in capital or equipment that will directly create or safeguard jobs and increase business output. RGF is designed to unlock private sector investment. The grant ratio is 5:1, in other words every £5.00 invested by a business can potentially lead to £1.00 of support from RGF. Businesses can apply for RGF 3 grant between £50,000.00 and £1,000,000.00. Individual Local Authorities will be the application appraisers and key decision makers on award of grant from the fund to businesses in their geographical area

Individual Local Authorities will, therefore, formally contract with applicants and pay grant to the company, once a series of agreed milestones have been reached and expenditure defrayed. The Local Authority will then submit evidence and claim the full amount of the grant paid to the company from the LEP. It will, therefore, be necessary for the Local Authority to undertake a comprehensive project appraisal and due diligence exercise for each application. It is proposed that an administration fee of £1,500.00 is paid to the Local Authority for each 'successful' application to support the cost of project appraisal and due diligence (WR).

Business Improvement & Growth

Astmoor and Halebank Business Improvement District (BID) Programme

A further five year BID programme has been secured at Astmoor and Halebank Industrial Estates following a successful ballot of all liable National Non-Domestic Rates (NNDR) businesses across the estates. At Astmoor Industrial Estate 75% of businesses voted in favour of a continuation of the BID programme, which represented 82% of the rateable properties, while at Halebank Industrial Estate 82% of businesses voted in favour of a continuation of the BID programme which represents 93% of rateable properties. The BID Team in partnership with the business community will now begin the process of delivering the five year business plans for each estate (WR).

Employment, Learning & Skills

Adult Learning

Learning and Skills Improvement Service (LSIS) undertook a mock Ofsted inspection across the Adult Learning service. A corresponding report was produced identifying strengths, weaknesses, opportunities and threats. The main message from the report was that the current tutor contracts are no longer fit for purpose and need to be reviewed to ensure the service is more responsive to changing demands. A number of other issues were highlighted and during Q4 2012/13, a new

Observation of Teaching, Learning & Assessment process was developed for implementation in Q1 2013/14 (WR).

Liverpool City Region Apprenticeship 'Hub'

The Divisional Manager has been appointed to chair the first Liverpool City Region Apprenticeship 'Hub' and an away day in January resulted in a Hub Action Plan being produced covering Halton and the rest of the City Region. The Apprenticeship Hub, unlike the Strategy Group, is able to attract funding streams directly, which is really good news (WR).

Successful Recruitment

The Halton Employment Partnership (HEP) Team working in partnership with HPIJ successfully supported the recruitment of the new Poundland and Poundworld stores in Halton, with over 40 jobs being secured for Halton residents, which is excellent (WR).

3.0 Emerging Issues

Pupil Referral Unit – Key Stage 4 and Key Stage 3

The existing KS4 PRU Management Committee has agreed to take on the responsibility brought on by delegated powers from April 2013. A paper has been taken to Executive Board requesting permission to consult on an amalgamation of both KS3 and KS4 PRU (AMc.)

Free entitlement of early education for two year olds from low income households - Capital programme

Halton has been allocated £355,916 of Capital funding to support the creation of additional places for 2 year olds from low income families. An application process for this funding is currently under development and will be available in summer 2013 (AMc).

Consultation for the amalgamation of the Fairfield Infant School and Fairfield Primary School.

Halton Borough Council is proposing that Fairfield Infant School and Fairfield Junior School will amalgamate to become a primary school from January 2014 with a Published Admission Number (PAN) of 80. The proposal is to extend the age range of the Junior school and then close the Infant School. The amalgamated school would benefit children by enhancing the provision in the area. It would allow a seamless transition from Key Stage 1 (Infants) to Key Stage 2 (juniors), provide greater opportunities for curriculum continuity and development and allow greater opportunities for staff development. An amalgamation would also allow all resources to be deployed more effectively and efficiently. An informal consultation process is due to commence on 17th April and end on 29th May 2013, the results of which will be presented to the Executive Board on 27th June 2013 (AMc).

More Great Childcare - Implications

The DfE published a report in January entitled More Great Childcare – Raising Quality and Giving Parents More Choice. It has been accompanied by a consultation process that closed on the 25th March 2013 which asked for responses around childcare staff development, qualifications and adult / child ratios.

The report outlines potential reforms across four key strands:

1. Raising the status and quality of the workforce (new level 3 qualification and Early Years Teacher Route)
2. Freeing high quality providers to offer more places (changes to ratios)
3. Improving the regulatory regime (Ofsted as the sole arbiter of quality)
4. Giving more choice to parents (childminder agencies)

The report has raised a number concerns, including the implications of the proposals upon the role of Local Authorities and the potential impact upon the quality of provision in the settings. The Pre-School Learning Alliance has lodged an online petition on the Government's e-petitions website calling for a halt to the controversial plans to change childcare ratios.

The petition on the Government's website calls for the Government to scrap its plans on childcare ratio changes and undertake a full consultation with practitioners and parents on future proposals.

It says that the proposals will impact on child safety and child support:

'With more children to look after, staff will undoubtedly have less time to keep an eye on your child, posing a real risk to their physical wellbeing. Staff will have less time to engage with your child on a one-to-one basis. This is a particular concern for children with additional needs, who may require extra care and attention.'

The Alliance believe that although the changes are voluntary, market pressures will force many child carers to move to the new ratios, creating a two-tier childcare sector, which will lower overall quality. It is important that given the levels of need around Early Years and Early Help in Halton that the provision of quality assurance and support, including around Children Centres, continues to be a priority (SN).

Ofsted Inspections

We are still awaiting the publication of the revised inspection frameworks. The Children in Care and Care Leavers inspection framework (including fostering and adoption) was due in January 2013 but we are now informed this will be published in April 2013, but it has not been confirmed when it will be implemented. The multi-agency safeguarding inspection framework was due in March but has been further delayed and we have not been given a revised publication or implementation dates. We continue to prepare by sharing lessons from the pilot authorities and in partnership with Cheshire West and Chester we will be undertaking our own unannounced mock inspections (TC).

Employment, Learning & Skills

- The Division is on standby alert for an Ofsted Inspection of Adult Learning & Skills, so has a Battle Plan in place ready for the phone call to arrive.
- The 'as is' efficiency report is due to be produced in Q1 2013/14. Following on from this, a restructure of the division will take place and this will include a revised Tutor contract as well as some new roles.
- The outcome of the National Citizen Service (NCS) bid will determine if NCS will be delivered or not by the division in the future – outcomes expected early April 2013.
- The Division will continue to implement the Quality Improvement Plan for Adult Learning & Skills as well as ensuring individual action plans are progressed across the various teams/services (WR).

Property Services (Operations)

Proposed changes have recently been announced by Government in respect of the Carbon Reduction Commitment, Energy Efficiency Scheme (CRC), which if implemented will mean that Halton will fall below the threshold required to be included in the scheme from April 2014. This will potentially save the Council the £154,000 which was the cost for 2011/12.

We are looking at carrying out a restructure of the Operational side of Property Services which will come into effect later in the year to help generate further savings from the start of the financial year 2014/15. A draft structure has been produced which is currently being assessed by HR, prior to going to the steering group in due course (WR).

4.0 Risk Control Measures

Risk control forms an integral part of the Council's Business Planning and performance monitoring arrangements. During the development of the 2012/13 Business Plan, the service was required to undertake a risk assessment of all key service objectives with high risks included in the Directorate Risk Register.

As a result, monitoring of all relevant 'high' risks has been undertaken and progress reported against the application of the risk treatment measures. This included in each of the quarterly monitoring reports by department. Below is a summary of the risks where progress is uncertain or not met for each high risk.

CFS1: Failure to ensure that the development, design and implementation of CareFirst6 supports and enhances the effectiveness of frontline practice. CareFirst6 has been rolled out to Children in Need Teams, Permanence Team, Intensive Support Team (IST), Integrated Working Support Team (IWST), and Young People's team (YPT) – and Emergency Duty Team (EDT). Safeguarding Unit remains read-only but this is in development. The development group continues to meet fortnightly. The Children's Social Care / ICT Management Group meets monthly. This remains an area of significant investment and development with changes in Working Together Statutory Guidance. (TC)

CFS5: Failure to recruit and retain sufficient numbers of social work front line managers to meet statutory duties and requirements. There were no applications internally for the management trainee scheme and no internal applications for two permanent management positions. A targeted focus group with staff that could progress into management will be held in May 2013 to identify barriers and inform an action plan of training and development to improve the approach to growing our own managers. (TC)

5.0 Progress against high priority equality actions

The Council must have evidence that it reviews its services and policies to show that they comply with the Public Sector Equality Duty (PSED) which came into force in April 2011. The PSED also requires us to publish this information as it is available.

As a result of undertaking a Departmental Equality Impact Assessments no high priority actions were identified for the Directorate to Quarter 4 2012 – 2013.

6.0 Performance Overview

The following information provides a synopsis of progress for both milestones and performance indicators across the key business areas that have been identified by each Directorate.

Commissioning

Key Milestones

Ref	Milestones	Q4 Progress
LAS1	Review the performance of all schools and EY provision with a specific focus on those currently graded as satisfactory. Identify actions, including levels of support or intervention, required to improve inspection outcomes by July 2012. (SN)	
LAS3	Commission a review of Autism provision in Halton through the National Autistic Society by October 2012. Consider the recommendations of the Review and implement an appropriate action plan. (SN)	
COPS1	Ensure sufficiency to cover the extension of support to vulnerable 2 year olds by April 2012 (AMc)	
COPS2	Evaluate and monitor the impact on current school sufficiency and sustainability through the development of Academies and Free Schools by March 2013 (AMc)	
COPS3	Strengthen the understanding and links with colleagues in Health to ensure effective commissioning by March 2013 (AMc)	
COPS4	Improve outcomes for children and young people through integrated and targeted youth support ensuring the effective transition in youth service to the new providers (AMc)	

Supporting Commentary

All milestones related to commissioning are progressing in line with expectations.

The performance of all schools is monitored as new data becomes available. All satisfactory schools are allocated a named school improvement officer who monitors, supports, challenges and as appropriate intervenes. This year has seen a reduction in the number of schools falling below the floor standard, including satisfactory schools (SN).

The review of Autism provision was completed and reported to the Executive Board in May 2012 with a detailed action plan devised following the recommendations. As part of this a consultation is completed in the Autumn term on the suggested re-designation of Ashley School. Informal Consultation on this recommendation was approved by the Executive Board of the Borough Council. This consultation began with a public meeting held at Ashley School on Thursday Nov 8 2012 (This informal consultation concluded at the end of December 2012 and the outcome will be reported back to the Executive Board in January 2013 (SN).

The recommendations of the informal consultations were delivered to the Exec Board and approval was given by the Board to proceed to Formal Consultation. The formal Consultation resulted in clear support for the recommendations. When the Report containing the outcome of the Formal Consultations was presented to the Executive Board of the Council on 28 March 2013 approval was given to proceed to Statutory Notice. It is anticipated that following the Full Statutory Notice period Ashley will be re-designated in time for the opening of the September Term 2013 (SN).

Various options to increase the current capacity of two year old places are currently being pursued, particularly the use of under-utilised space within existing nurseries and crèche space within Children's Centres. Also in the current quarter we have been successful in attracting an additional new providers of the free entitlement for 2 year olds, which is a direct boost to levels of sufficiency (AMc).

On 1st March Wade Deacon converted to an Academy. To date three high schools have converted to academy status. In addition, there is a secondary free school at Sandymoor. There is currently one primary Academy. Two further Catholic voluntary aided primary schools have been identified by the DFE for conversion to academy status. Approval has been declined for the development of a Montessori primary school (AMc).

From April 2013 a virtual Children's Commissioning team will be established with the Children's Clinical Commissioning Group (CCG) and Public Health commissioning team co-located for first part of the week alongside the local authority commissioning team at Rutland House (AMc).

Transition is now complete and working relationships with school, Ashley House and Integrated Working support Team (IWST) has led to an increase of children and young people affected by parental substance misuse (AMc).

Key Performance Indicators

Ref	Measure	11/12 Actual	12/13 Target	Q4	Current Progress	Direction of Travel
SCS CYP09	Percentage of educational settings with overall effectiveness of Good or Outstanding	79%	84%	79%		N/A
NI112 adjusted SCS	Under 18 conception rate, percentage change from 2009 baseline (58.9 rolling quarterly average)	63.3 rolling quarterly average	56.3 rolling quarterly average	41.5 rolling quarterly average		
COP LI05	Under 18 conception rate, reduction in conceptions from 2009 baseline (140 conceptions)	142 (2010)	3% reduction	97 (32% reduction)		
SCS CYP07	Reduce the rate of CYP admitted to hospital for substance misuse	New calculation	N/A	11.66 (mid-year)		N/A
SCS SH04	Reduce the number of Young People who repeatedly run away in Halton	465 episodes	To re-establish baseline in 2012/13 - Reduction	143 episodes	N/A	N/A

Supporting Commentary

Most measures are progressing in line with expectations;

Overall effectiveness across phases: Nursery 100%, Primary 82%, Special 100%, Secondary 60%, and PRUs 0%. Overall 50 out of 63 schools, 79% (including PRUs, but excluding Academies) as this a small cohort this affects the percentages.

Halton compares favourably with 79% when compared to statistical neighbour's average of 57% (as at 31/08/2012 Ofsted data view), nationally 74% and North West at 80% (SN).

Halton had the biggest reduction in conception rate per 1000 in the North West and the 4th biggest reduction in conceptions per 1000 nationally. This represented a 34.44% reduction on the 2010 rate of 63.3 conceptions, per 1000. The number of under 18 conceptions has decreased from 142 in 2010, to 97 in 2011 (AMc).

Halton continues to reduce the number of 0-18yr olds being admitted to hospital for substance misuse and is forecasted to be below the target rate of 27.3 in 2012/2013. Current data available is for quarter 3 2012/13 and the full year data will be available in June 2013 (AMc).

Cheshire Constabulary data should be viewed as an indicator only as both adult and young persons recorded episodes are included. Unfortunately data restrictions do not allow for this to be split. Therefore numbers are to be considered alongside commissioned services data which is young person specific. Both datasets have demonstrated a reduction in overall numbers. Cheshire Constabulary has seen a reduction of 21.9% during this quarter when compared to the same quarter during 2011/12, with 40 less Police incidents.

Commissioned Service data: Q4 shows a slight increase in numbers; we have 54 repeat episodes from 11 repeat runners, however in this count there are 17 repeat episodes from 4 repeat Children in Care of Other Local Authorities (CICOLA's). The service is working with all partners to reduce impact for future (AMc).

Early Help & Support

Key Milestones

Ref	Milestones	Q4 Progress
CFS2	Develop with the Children's Trust a new level of needs framework by December 2012	
CFS2	Implement the new Team Around the Family structure by September 2012	
LAS3	Ensure the support for vulnerable two year olds is appropriate within EYFS settings	
LAS1	Complete the Foundation Stage Profile data analysis at ward level, to identify multi agency links; training and interventions that can be planned through Children's Centre and Early Years support by December 2012	

Supporting Commentary

All milestones related to early help and support are progressing in line with expectations.

Halton's levels of needs framework has been approved by the Children's Trust and Halton Safeguarding Board and will be implement from April 2013 with a review in 2015 (TC).

The new TAF structure is now fully implemented, although there remain a number of vacancies. The priority now is to embed the new design to ensure services within the Division are fully integrated (TC).

All settings are supported by an Early Years Consultant Teacher who monitors the number of funded two year olds and how effectively they are supported, providing advice and support as needed. Extended Early Years meetings are held regularly to share information between Children and Enterprise Early Years Quality team and Child Place Planning and Sufficiency team regarding appropriate placement of two year olds (SN).

FSP data analysis has been completed at LA level and prioritised detailed analysis of ward level where Children's Centres are anticipating an Ofsted inspection. Multi-agency links and interventions have been planned and are being delivered within Children's Centre and through EYCT. Performance information is shared at Children Centre Performance Meetings and Children Centre Advisory Board Groups (SN).

Key Performance Indicators

Ref	Measure	11/12 Actual	12/13 Target	Q4	Current Progress	Direction of Travel
LPI07COP	Take up of Early Years entitlement for vulnerable 2 year olds	107	100	140		
NI072 SCS CYP01	Early Years Foundation Stage Attainment	48.3%	56%	54.3%		
CFS LI03	Number of multi-agency interventions (CAF) which are in place and operating for Level 2/3 cases	New indicator	250	318		
CFS SCS LI07	Percentage of referrals to social care that had been subject to CAF in the previous 12 months	7%	15%	11%		

Supporting Commentary

Some measures are progressing in line with expectation

Halton were given the target of 70 Full Time Equivalent places and we have been able to exceed this target each term by maximising the funding available as outreach work was already in place and being funded from other budgets. Internally determined target of 100 has also been exceeded (SN).

Following a 6% increase on 2011 attainment of the Early Years Foundation Stage attainment, the target was nearly achieved (AMc).

The overall trend for number of CAF's in place continues to rise across the Borough. Improved multi-agency working across the Children's Trust has resulted in the target of 250 being exceeded, with the total number of CAF's now over 300 (TC).

The percentage of referrals that had previously been subject to a CAF continues to improve. A key issue is ensuring that other measurable aspects of early help across the Children's Trust are captured in this indicator, as well as CAF activity (TC).

Early help

Narrowing the Gap

Key Milestones

Ref	Milestones	Q4 Progress
CFS3	Effectively implement the new Framework for the Assessment of Children in Need and the changes to Working Together to Safeguard Children	
CFS4	Implement the revised Children in Care and Care Leaver pathways by September 2012	
CFS4	Implement the action plan from the multi-agency Children in Care strategy (2011-14) by March 2013	
LAS1	Review the alerts and triggers criteria to ensure that they align with the current floor standards and use to support the categorisation of all schools	
LAS2	Analyse the levels of absence, including persistent absence, across all phases on a termly basis	
LAS3	Conduct data analysis for Children in Care and with schools to ensure that action plans for individual pupils are in place by September 2012	
LAS3	Conduct data analysis for Free School Meals Pupils and identify areas of need and support required by November 2012	
COPS2	Monitor and evaluate the arrangements for Information, Advice and Guidance due to changes in Local Authority statutory responsibilities, with particular focus on the impact on NEET (not in education, employment or training) by March 2013	

Supporting Commentary

All milestones related to narrowing the gap are progressing in line with expectations.

The new framework for the Assessment of Children and Need has been out for consultation and Halton contributed to the consultation. The new framework is likely to be implemented April 2013. It is worth noting that there may be some delay with this as revisions are made in line with the revised Working Together published March 2013. Resources within the Permanence and Young People's Teams have now been realigned to reflect the revised pathways. Strategy continues to be implemented and is currently being reviewed by the Children in Care Partnership Board (TC).

The school improvement team use the national floor standards as an indicator of school performance. The analysis of school performance against these indicators supported the categorisation of all schools in October 2012. A further analysis of performance data has recently been undertaken to include an analysis of value added data following the publication of school RAISEonline reports (OFSTED's data report on schools). Schools are informed of any subsequent category changes (SN).

Absence across all phases has been monitored on an at least half termly basis. Attendance and Behaviour service staff are engaging in providing support to school based upon the identified level of need (SN).

The data analysis has taken place following initial confirmation of Key Stage 2 and Key Stage 4 results. The data shows there was a decrease in performance at Key Stage 2, although the two levels progress indicator shows that children in care did well according to their own abilities and expected

levels of progress. At Key Stage 4 both performance and two levels progress both showed a significant improvement (SN).

Key stage 2 data is now confirmed and shows that the gap has narrowed significantly compared to previous year. All schools were invited to self-evaluate and “RAG rate” (Red/Amber/Green) themselves in relation to Narrowing the Gap. The rating of individual schools has been compared to the Authority’s analysis of each school in order to agree a “RAG rating” category (SN).

Results from the IAG focus groups which were organised through the IAG and Youth Service Provider have been received and are being analysed.

Secondary Schools have agreed to meet with HBC 14-19 Team to discuss School IAG responsibilities and links to Raising the Participation Age (RPA) legislation. Both schools and young people are also being interviewed by an independent consultant to establish the messages young people are receiving around IAG with a focus on RPA entitlement (AMc).

Key Performance Indicators

Ref	Measure	11/12 Actual	12/13 Target	Q4	Current Progress	Direction of Travel
CFS LI02	Single Social Work Assessment – measure to be defined once guidance published	New Indicator	TBC	Refer comment		
NI075 SCS CYP03	Proportion achieving 5+ GCSE A*-C including English and Maths	56%	55.5%	59%		
NI073 SCS	Proportion achieving Level 4 KS2 English and Maths	77%	81%	83%		
LPI03 CYP SCS	Percentage of Children in Care achieving expected outcomes at KS2 and KS4	83% (KS2)	No target	100% 60%	N/A	N/A
NI102a SCS CYP10	Achievement gap at Key Stage 2 English and Maths Free School Meals and peers	20.6%	12%	13%		
NI102b SCS CYP11	Achievement gap at Key Stage 4 Free School Meals and peers	28.3%	24%	31.9%		
NI148	Care Leavers in Employment, Education or Training at 19	81.8%	75%	73.7%		
SCS CYP12	Improved identification of Special Educational Needs at School Action and School Action Plus	New indicator	20.2%	19%		N/A
SCS CYP14	The percentage of children with Statements of SEN or receiving enhanced provision achieving two levels progress	New indicator	No target	86.2% (Eng.) 79.6% (Maths)	N/A	N/A
NI104	SEN/Non-SEN achievement gap at KS2 English and Maths	53.3%	33%	40.3%		
NI105	SEN/Non-SEN achievement gap at GCSE 5+ A*-C including English and Maths	46.2%	27%	55%		
NI080	Achievement of Level 3 qualification at age 19	51.2%	45%	46.6% (11/12)		

Supporting Commentary

There is mixed performance with measures representing narrowing the gap at Quarter 4 and significant numbers are not available for reporting at this stage in the year.

The new Single Social Work Assessment is not now expected to come into effect until April 2013 in line with the new Assessment of Child and Need framework. Performance for Initial Assessments was 75% and for Core Assessments was 79% (TC).

The proportion achieving 5+ GCSE A*-C including English and is 3% higher than 2011 results and the target has been exceeded. This is Halton's highest ever attainment in this indicator and results are in line with national results (SN).

Target very nearly achieved for KS2 FSM gap. The way in which FSM attainment is calculated changed between 2011 and 2012 and this widened the gap nationally. A comparison between the 11/12 and the 12/13 figure are therefore invalid. Under the previous calculation the gap **narrowed** in 12/13 compared to 11/12. Current progress could be said to be **green** and the direction of travel **improved on previous year**. However, whilst under the old measure our gap was narrower than the national gap; under the new measure our gap is slightly wider. This is lower than the National gap of 17% (SN).

Children in Care who achieved their expected outcomes at KS2 and KS4 was very positive as the KS4 cohort included a young person with severe learning difficulties who was unable to take GCSEs and was therefore never predicted to achieve 3 levels of progress (TC, SN).

There are six young people who are NEET. One of these is in custody, three are young parents or pregnant (the new G6 category), one has significant mental health issues and one young person is hoping to commence some training in January 2013. Although this measure has not reached target it compares favourably to the national (58%). North West (58%) and statistical neighbour average (66%) (TC).

SEN non SEN gap is an area that is being closely monitored and has shown that this group have achieved expected outcomes. The GCSE cohort is very small this may skew the percentages so not giving a true reflection of the achievements of this vulnerable group' (SN).

Halton has been the most improved LA nationally in recent years for achievement at age 19. 2011/12 performance has declined slightly compared to last year though remains above target (AMc).

Employment & Growth

Key Milestones

Ref	Milestones	Q4 Progress
EEP2	Support Halton's key strategic priorities through bid-writing for large scale bids by March 2013	
EEP2	Maintain a comprehensive database of all commercial by March 2013	
EEP2	Deliver the BID Year 5 action plan by March 2013	
EEP3	Deliver Work Programme via sub contract arrangements to Prime Contractors A4E and Ingeus Delotte in line with the contract	
EEP3	Ensure that all monthly reviews of performance of the Work Programme contract are undertaken	

Supporting Commentary

Most milestones related to employment and growth are progressing in line with expectations:

Supported successful bids to the value of £1 million; we currently have 30 pipeline projects that we are supporting (WR).

The BIG Team continue to maintain a comprehensive database of all commercial property; that is development land, industrial and office space and retail units. A number of initiatives have been put in place over the last twelve months to improve the on-line provision of property searches (WR).

All outputs associated with the BID Year 5 Action Plan were delivered on programme and on budget. Having secured a further five years for the programme the BID Team are working with the business community to refine the five year estate Business Plans which will constitute the work programme for the next five years (WR).

We continue to meet our performance targets on the two Work Programme contracts managed by the Halton People into Jobs team. On the A4E contract we are still on target for achieving the minimum performance levels. The team was the 2nd highest performing provider on Job Outcomes for the period up to end of March 2013. On the Ingeus contract, we have exceeded our targets in the last quarter. This is a real achievement and sets us up well for the remainder of the contract (WR).

Monthly reviews took place appropriately as scheduled. The next quarter review will take place in January 2013. Monthly reviews consider all operational targets and progress made on the work programme contract. During Quarter 3, A4E issued a Notice to Improve due to underachievement of job starts. A Performance Improvement Plan was submitted and accepted by A4E. Both the Council and A4E contracts will be re-profiled in the near future (WR).

Key Performance Indicators

Ref	Measure	11/12 Actual	12/13 Target	Q4	Current Progress	Direction of Travel
NI117 SCS	Percentage of 16-18 year olds not in education, employment or training	10.3%	9.5%	8.8% (Nov/Dec/Jan average)		
SCS CYP13	Percentage of young people progressing to Higher Education	New indicator	24%	31% (2011/12)		N/A
SCS ELS01	Increase the number of active enterprises within the Borough	2660	2675	2715 (Oct 2012)		
SCS ELS02	Increase the proportion of business diversity in the following sectors: Knowledge Economy, Superport, Low carbon/green, Visitor Economy	25.94%	24%	26.3% (Oct 2012)		
SCS ELS03	Increase the number of people classed as self-employed	6.1% (Apr 11 – Mar 12)	6.5%	5.9% (Dec 2012)		
SCS ELS04	Reduce the proportion of people with no qualifications	12.8% (2010 calendar year)	12%	12.1% (Dec 2012)		
SCS ELS05 Revised NI165	Increase the percentage of people achieving NVQ Level 4 and above	21.3% (2010 calendar year)	23.5%	24.0% (Jan to Dec 2011)		
SCS ELS07 NI152	Reduce the percentage of people registered unemployed and seeking	5.8%	5.2%	5.2% Latest available at February 2013		
SCS ELS08	Reduce the percentage of the working age population claiming out of work benefits	18.9% (August 2011)	18%	16.9% (August 2012)		
ELS LI03	Number of starts on DWP Work Programme	373	454 (A4E) 1118 (Ingeus)	489		

Supporting Commentary

Most indicators related to employment and growth are progressing in line with expectations:

2012/13 annual performance was published in February 2013. Performance shows a significant improvement upon 2011/12. 8.8% equated to 382 young people aged 16-18 Not in Employment or Training. Of this cohort 300 young people are actively available to the learning and employment market.

An age breakdown total NEET cohort is shown below;

- 16 Year olds – 54
- 17 Year olds – 120
- 18 Year olds – 208 (AMc)

Progressing to higher education: Halton has been the most improved LA nationally in recent years for this indicator. 2011/12 performance has declined slightly compared to last year though remains above target. Given the entry requirements for level 3 courses, historically the Level 3 at 19 indicator is linked to the proportion of learners that achieve 5+A*-C Inc. E&M 3 years prior (i.e. when the cohort were aged 16)

The decline in Level 3 performance in 2011/12 can therefore be attributed to the slight drop in GCSE results in 2009. (2009 GCSE 5+A*-C Inc. E&M was 44.6% compared to 49.3% in 2008). (AMc)

Active Enterprises in borough: In the twelve months to 31 March 2013 Halton Borough Council's Employment, Learning & Skills Division facilitated the creation of 55 new start businesses, bringing the total number of active enterprise to 2715 (WR).

For the number of people classed as self - employed HBC does not own this NI data. The latest data available from ONS relates to 2011/2012. However, 19 learners accessing HPIJ's Enterprising Halton service have become self-employed during Quarter 3. Actual data for 2012/2013 will not be available from ONS until June 2013 (WR).

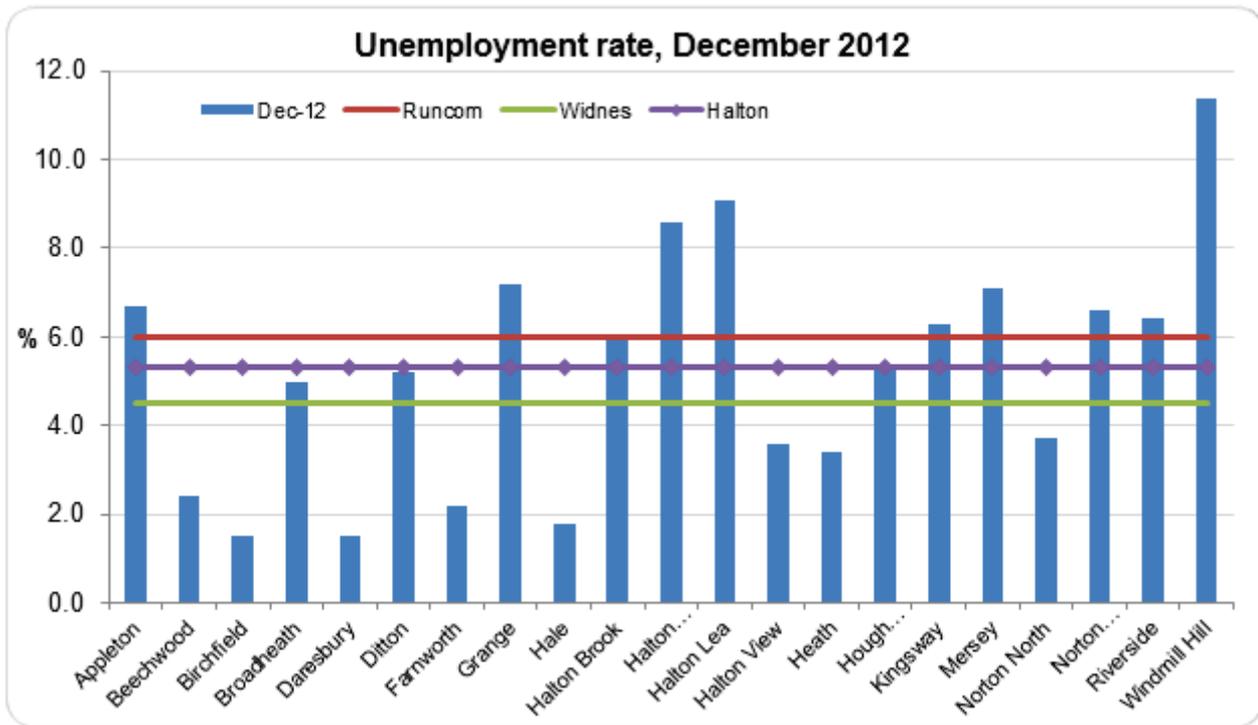
Quarter 3 2012/13 figures show from ONS relating to the reduction in the proportion of people with no qualifications shows performance is slightly below target. Locally held information shows that there have been 125 learners accessing Halton BC Skills for Life and Employability courses who have achieved Literacy/Numeracy qualifications up to Quarter 3 (WR).

NVQ level 4 and above: HBC does not own this NI data which is only available from the Skills Funding Agency 18 months after learners achieve the qualification

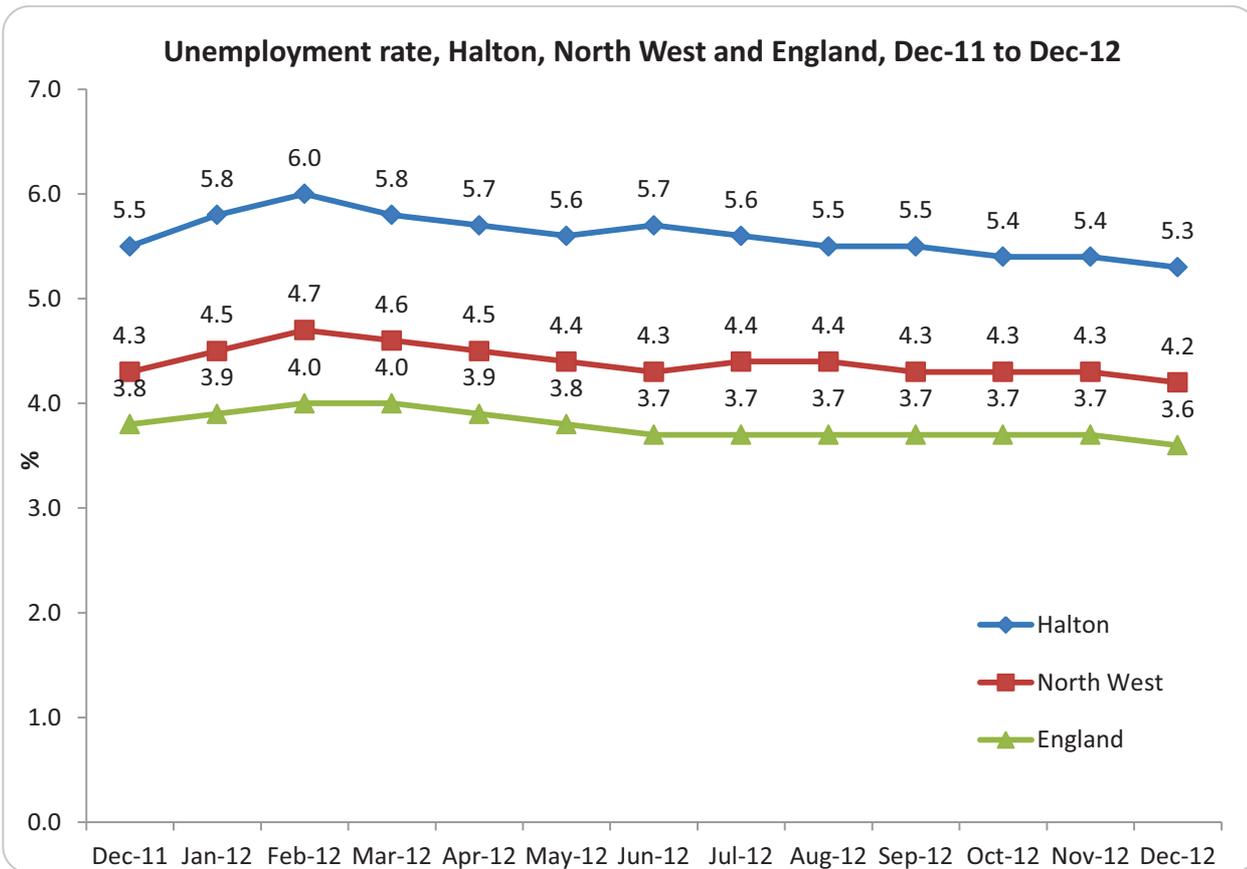
January 2013 figures from JCP show that there are 4297 JSA claimants, equating to 5.2% of the working age population. This is a slight increase compared to last quarter but a noticeable improvement on the same time last year (WR).

Out of work benefits: The Employment Support Allowance and Incapacity Benefit statistics for August 2012 is 7660 (WR).

Quarter 3 2012/13 figures show from JCP shows that there are 4,207 JSA claimants, 8030 ESA and Incapacity Benefit (IB) claimants and 1,830 lone parents on Income Support – all of working age from an overall working age population of 82,200. Given the new census data, Halton's working age population cohort has increased by 4,500; with the reduction in those claiming JSA, the direction of travel is very positive (WR).



Percentage of the Working Age Population Claiming Job Seeker's Allowance



Halton's unemployment rate has been gradually decreasing since the peak in February 2012. Halton remains higher (5.3%) than both the North West (4.2%) and England rate (3.6%) where the trend is a continued reduction from the peak in the spring.

Common key areas of focus:**Workforce planning & development, Asset Management, Resources****Key Milestones**

Ref	Milestones	Q4 Progress
CFS1	Review the terms and conditions for Halton's Social Care workforce to ensure Halton's offer is competitive by June 2012	
CFS2	Ensure the Team Around the Family workforce have a set of core competencies to work with families with multiple problems by March 2013	
EEP1	Review accommodation in light of budget decisions by July 2012	
EEP1	Identify further property to be considered for sales and implement asset disposals by March 2013	

Supporting Commentary

All milestones in this section are progressing in line with expectations.

Halton's offer remains competitive as terms and conditions are above the majority of our local competitors. A programme of training has been agreed in conjunction with Learning and Development colleagues to ensure frontline staff have a core set of competencies to work with families in greatest need. This includes a commissioned programme on engaging and communicating with children and families. This particular programme is underway with staff involved on the Inspiring Families programme already completing this training (TC).

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Implementation of agreed strategy is on-going and reviewed regularly through Asset management Working Group (WR).

Paper approved at AMWG and agreed with the portfolio holder. Ward members are currently being consulted and a report is expected to be submitted to the Executive Board in March 2013 (WR).

Key Performance Indicators

Ref	Measure	10/11 Actual	11/12 Target	Q4	Current Progress	Direction of Travel
NI185/ NI194 replacement	New Greenhouse gas (GHG) emissions indicator	Total 25,817t CO ₂ estimated	Total 25,559t CO ₂ estimated	Total 23,917t CO ₂ e 2011/12 Actual		N/A

Supporting Commentary

An overall reduction in emissions of 7.4% has been achieved since 2010/11 and all 5 categories actually saw a reduction. The rationalisation of accommodation is a big factor in the reduced emissions, as is all the work that has been carried out with regards educating the workforce, and the energy efficiency works carried out.

It should be noted that the mild winter of 2011/12 as compared with the extremely harsh winter of 2010/11 has resulted in a marked reduction in gas consumption across the majority of properties which has had the effect of making the reduction greater than it would otherwise have been. Breakdown of 2011/12 figures: (WR)

School buildings	8393t
Corporate buildings	7505t
Unmetered supply	6211t
Fleet Transport	1359t
Business Mileage	449t

7.0 Appendix – Explanation for use of symbols

Symbols are used in the following manner:

<u>Progress</u>	<u>Objective</u>	<u>Performance Indicator</u>
Green 	Indicates that the <u>objective is on course to be achieved</u> within the appropriate timeframe.	<i>Indicates that the annual target <u>is on course to be achieved</u>.</i>
Amber 	Indicates that it is <u>uncertain or too early to say at this stage</u> , whether the milestone/objective will be achieved within the appropriate timeframe.	<i>Indicates that it is <u>uncertain or too early to say at this stage</u> whether the annual target is on course to be achieved.</i>
Red 	Indicates that it is <u>highly likely or certain</u> that the objective will not be achieved within the appropriate timeframe.	<i>Indicates that the target <u>will not be achieved</u> unless there is an intervention or remedial action taken.</i>

Direction of Travel Indicator

Where possible performance measures will also identify a direction of travel using the following convention

Green 	<i>Indicates that</i> performance is better as compared to the same period last year.
Amber 	<i>Indicates that</i> performance is the same as compared to the same period last year.
Red 	<i>Indicates that</i> performance is worse as compared to the same period last year.
N/A	<i>Indicates that the measure cannot be compared to the same period last year.</i>

Key for Operational Director lead:

SN – Steve Nyakatawa, Operational Director, Learning and Achievement Service (LAS)
 AMc – Ann McIntyre, Operational Director, Children’s Organisation and Provision Service (COPS)
 TC – Tracey Coffey Operational Director, Children and Families Service (CFS)
 WR – Wesley Rourke, Operational Director, Economy, Enterprise & Property (EEP)

Directorate Performance Overview Report

Directorate: Communities Directorate

Reporting Period: Quarter 4 – Period 1st January 2013 to 31st March 2013

1.0 Introduction

1.1 This report provides an overview of issues and progress within the Directorate that have occurred during the fourth quarter 2012/13.

Given that there are a considerable number of year-end transactions still to take place, and in order to avoid providing information that would be subject to further change and amendment, it has not been possible to include Financial Summaries within this report.

The final 2012 / 13 Departmental Financial Statements will be prepared once the Council's year-end accounts have been finalised and made available via the Council's Intranet. A notice will also be provided within the Members' Weekly Bulletin as soon as they are available.

2.0 Key Developments

There have been a number of developments within the Directorate during the fourth quarter which include:-

I PREVENTION AND ASSESSMENT SERVICES

Care Management and Assessment Services

The care management and assessment service was reconfigured to create a dedicated multi-disciplinary duty function team, now the 'Initial Assessment Team' (IAT), responsible for all new referrals, screening, signposting and initial assessments. There are two Operational teams dealing with complex work, (one in Widnes and one in Runcorn). The Social Care in Practice Team (SCIP) has been funded by the Clinical Commissioning Group (CCG) for a further year. This will ensure the teams are support to develop to become locality based care management teams, aligned to GP practices across Widnes and Runcorn.

The “care and support for you” portal.

There is on-going development of an online, “Care and Support for You” portal. This is a website where you can easily find lots of information about Adult Social Care Support and Services to help you get on with your life and keep your independence. ‘Care and Support for You’ delivers information and advice, signposting citizens to the relevant information, and towards enabling self-assessment and self-directed support. The portal has now gone LIVE with over 3,000 organisations now available in the public domain. ‘Care and Support for You’ is also being used by our care management teams to signpost citizens to the relevant information required. System Administration access has been given to a

number of providers for them to amend and change information on their own service page; this enables the information on the website to up to date. A marketing plan is being finalised. Once this has been done we can then deliver workshops to the public, clients and external organisations to promote the website. 'Care and Support for You'. The portal was also advertised in the Easter edition of 'Inside Halton'

Integrated Care Homes Support Team

Within Halton, plans are in place to develop a multi-disciplinary 'Care Home Support Team' to provide additional support to residential and nursing homes, initially as a 12 month pilot project. The team will act as a bridge to support care homes to access existing health services, such as G.P's Community nurses, Geriatricians etc. The service will have an educational role and provide enhanced support/training to care homes to improve overall standards of care and competencies within the care home sector. Staff are now recruited and the team is being established.

Learning Disability Partnership Board Annual Self-Assessment

The 2012/13 assessment of Halton's progress in implementing the Government "Valuing People Now" strategy submitted in September 2012 and validated in November 2012 by the strategic health authority.

Results for 2011 and 2012

	2011 Halton and St Helens (PCT)	2012 Halton
Green	2	13
Amber	12	13
Red	6	1

Green indicates aspects of service provision that exceeded the standard, amber indicates the standard was met and red indicates there was insufficient evidence to show the standard was met. The 1 red area for 2012 was in relation to comprehensive health checks.

The SHA panel highlighted the following as areas good work had been undertaken:

- Response to Winterbourne View.
- Transformation of services.
- Quality assurance and contract monitoring.
- Equalities; pilot site for Hate Crime.
- Robust governance.
- Positive Behaviour Support Service
- Impressed by the level of evidence we were able to submit.

An Action Plan co-owned by the Council and CCG will be developed to continue to with the improvements achieved in 2013. Halton will monitor progress against the action plan via the LD Quality and Performance Board reporting to the LD Partnership Board, which is Chaired by Councillor Marie Wright and CCG Quality and Integrated Governance Committee.

Winterbourne View Review Concordat: Programme of Action was published by the Department of Health in December 2013. Halton CCG and Council are in the process of

developing a localised action plan – this will be monitored through the LD quality and performance then reported to the LD Partnership Board and CCG Quality and Integrated Governance Committee.

- By April 2014, each area will have a joint plan to ensure high quality care and support services for all people with learning disabilities or autism and mental health conditions or behaviour described as challenging, in line with best practice as a consequence; there will be a dramatic reduction in hospital placements for this group of people.
- The Council has continued to work with health colleagues to review all out of area placements regardless of funding arrangements.
- Halton have a strategic task group set up to ensure those placed out of area are managed and monitored appropriately with professionals tasked with reassessing those individuals to enable them return to Halton. This work has been on-going with successful placements now achieved locally with the co work of the care management teams, health colleagues and the PBSS team.

Learning Disability Nursing Team

The Learning Disability Nursing Team have successfully registered with CQC for the treatment of disease, disorder and injury. Lisa Birtles-Smith is the registered manager. The team continue to work proactively with individuals, their family, carers and professionals such as GPs, allied Health professionals etc.

Progress:

- The men's group is currently taking place with a good number of attendees
- The Friendships and Relationships training via the Learning Disability Training Alliance has taken place, including 3 self-advocates co-facilitating the sessions. The feedback has been excellent and further sessions are planned for the forthcoming year. A number of care managers have attended, who have not previously worked with people with a Learning Disability.
- The walks in the park are continuing with 4 people in attendance regularly. This is being advertised following the success of the trial.
- The first session for SPARC on their 'true grit' project was delivered and a second one planned. This group of young people are some who may not require paid services but need to manage their own health. A second session is planned for the end of April.
- The Big Health Day was attended and presented at by team members. Self-advocates in Halton knew what the team were able to offer and many had positive things to say about the support they had received.
- The team have supported people to remain at home rather than be admitted to inpatients services
- Those individuals who have been admitted to inpatient services, have been monitored throughout their stay via face to face contact with the nursing team, and supported to be discharged with positive prevention plans to reduce the risk of further admissions.
- There have been over 342 referrals to the team from 28th May 2012 to date.
- The team have carried out specialists assessments and interventions, primarily in behaviour, epilepsy and dementia
- The team are working within the pro-active draft dementia pathway for people with Downs Syndrome.

Health Improvement Team

Work has progressed over the last twelve months in response to the government's vision for the need to develop a new, integrated and professional public health system. As such HBC, HCCG and Bridgewater Community NHS Trust have been reviewing the current approach to the delivery of Health Improvement Services delivered by both health and local authority providers. One of the areas specifically addressed has been to align the services provided by the Health Improvement Team (Older People) based at Bridgewater Community NHS Trust to those provided by HBC's Sure Start to Later Life. Building on this and other developments such as the work taking place on Falls Prevention and the Community Wellbeing Practice initiative, further work has taken place on the development of an overall model for the delivery of Health Improvement Services across Halton in the future. It is anticipated that the Service (being implemented from April 2013) will play a significant role in addressing the five priorities contained in Halton's Health and Wellbeing Strategy. The new Service will bring significant benefits through increasing efficiency, improving the patient experience, introducing a consistent approach and changing the culture to one of joint ownership and strong partnership working.

Public Health

Preparation for the transfer of Public Health has been on-going since March 2012. This has included a review across NHS Merseyside which is made up of the 4 Primary Care Trusts of Halton & St Helens, Knowsley, Liverpool and Sefton of all Public Health functions and services.

Halton Borough Council has developed and led a Transition Group chaired by the Director of Public Health which has overseen the safe transfer of all necessary functions including staff transfer and measures letter, public health reports, information governance, emergency resilience, contracts, data connections, risk register, budget transfer and final Public Health Annual Report.

Halton Community Alarm Service

Halton Community Alarm Service was inspected by the Telecare Services Association and has, for the third year on the run, achieved platinum accreditation. This will help to assure service-users, their families and carers that they are in receipt of a quality service they can rely on.

Personalisation

Halton joined the Putting People First Consortium, In Control, and Lancaster University to undertake a local survey on personalisation. The responses have helped to find out how personal budgets and direct payments are working within Halton and what further improvements need to be made. It is anticipated that this survey will be undertaken next year in order to assess progress.

Falls

A joint review between Halton CCG and Halton Borough Council of the falls pathway and associated services in the borough commenced in 2012. Involving key stakeholders, the review is looking at national guidance and demand and capacity to ensure all the elements that support falls prevention are in place. This work has been complemented by the Health Policy and Performance Board Scrutiny review of falls services within the borough

Complex Care Joint Working Agreement

Halton Borough Council and Halton CCG have agreed to a Pooled Budget covering services commissioned for adults with complex needs. The purpose of the pool is to support a joined up approach to delivering effective, high quality, safe and efficient services. During 2013/14 the two organisations will continue to develop the assessment and commissioning elements of the pool.

Adult Safeguarding

In 2012 an Integrated Safeguarding Unit was developed using temporary funding. The work of the unit has been evaluated and demonstrates that this approach has improved the timeliness and quality of the investigation and management of critical safeguarding issues with a focus on multi-agency working. The unit has also supported Halton's Adult Safeguarding Board and key stakeholders in improving the outcomes for people who use services and their families and carers. Halton CCG and Halton Borough Council have agreed ongoing funding for the unit.

II COMMISSIONING AND COMPLEX CARE SERVICES

Domestic Abuse

Executive Board have agreed the priority is to improve the existing refuge provision and consider options for remodelling. Meetings have been held with Riverside/ECHG and draft plans for remodelling the building have been produced. We are currently waiting for Riverside/ECHG Board to approve the capital funding required for the service improvements.

Commissioners and the Domestic Violence Co-ordinator have been working with colleagues in Halton CCG to develop a Perpetrator Scheme to address abusive behaviour and to prevent incidence of repeat abuse. It is proposed that the scheme will be provided through Self-Help, a third sector Provider contracted by Halton CCG to deliver the Improved Access to Psychological Therapies Service (IAPT). Four members of staff will be trained under the respect programme to provide High Intensity Therapy. The service will have capacity to deliver a 26 week programme to eight Perpetrators. Subject to completion of the necessary training it is proposed that the service will be piloted in July 2013.

Homelessness

The remodelling of Orchard House into an integrated Crisis Intervention Service with YMCA Nightstop service is on hold pending confirmation from the Homes and Communities Agency (HCA) that funding has been awarded to build a new homeless hostel in Widnes.

Mental Health Services:

Over the past Quarter, the service reconfiguration within the 5Boroughs has begun to settle in. All staff are now in their new teams and work is starting within the Recovery service to ensure that cases are transferred to the appropriate care co-ordinator, according to whether they have a primary health or social care need. Early indications from the redesign are that more people are being supported in the community than before and that there is less of a demand on inpatient services. This will be the subject of continuing evaluation.

Section 136 Mental Health Act 1983: these are powers which allow the police to detain in a place of safety someone found in a public place who appears to have a mental health problem which would place themselves or other people at risk. Work continues with the police to develop a policy and procedure for these police powers which can operate across the Cheshire footprint. A county-wide group, chaired by an Assistant Chief Constable, meets regularly to deliver this. Additional work is going on within this group to look at the outcomes of referrals by the police of members of the public about whom they have general concerns as to their welfare.

Emergency Duty Team (EDT): the scoping work to consider the appropriateness of another Local Authority joining the EDT Partnership has continued, and a formal request has now been made by that Authority to take this work forward. This will be considered by the Directorate and the EDT Partnership Board, to identify further steps to take.

Interface with children's services: the Directorate continues to engage with the various developmental and practical agendas within children's services, including full involvement in the safeguarding children process, the development of the Inspiring Families programme, the continuing development of the wider team around the Family approach, and the preparation for any forthcoming inspection.

Social Work Reform Board: work has been continuing within the Directorate to deliver the recommendations of the social work reform board, in conjunction with children's services. Four newly-qualified social workers from within the Directorate are now undertaking the first Assessed and Supported Year in Employment (ASYE), which is a rigorous process designed to ensure that professional training and education continues beyond the immediate qualification period, and that staff are fully equipped for their work. A review of the council's position against the national standards for employers of social workers has now been undertaken and work on this will be taken forward in the next Quarter within both Directorates.

Supported Housing Project

In preparation for the tender of Supported Living Services for People with Learning Disabilities and Mental Health Issues, a multi-disciplinary task and finish group has been established. The core function of the group will be to carry out reviews of people in receipt of a service and to quality assure the current providers. This information will be used to evaluate how assessed needs are currently being met and whether this represents value for money, whilst ensuring quality and safety of provision is of a high standard and values are maintained. Learning will then inform the development of the new service specification.

Housing

Through the Budget announcement, Government has launched a new housing stimulus package.

Under the 'Help to Buy' banner two new mortgage products are to be introduced. Building on the popularity of the FirstBuy scheme, from April 2013 Government will provide £3.5 billion over the next three years to help up to 74,000 home buyers. This will be in the form of an equity loan worth up to 20% of the value of a new build property, repayable once the property is sold. The maximum home value will be £600,000. It is open to all prospective home buyers (not just first-time buyers) and there is no income constraint.

The existing mortgage guarantee scheme is also being re-launched and expanded. This will increase the supply of high loan-to-value mortgages by offering £12 billion of government guarantees to lenders who offer mortgages to people with a deposit of between 5% and 20% - sufficient to support £130 billion of lending. These mortgages will be available to all existing homeowners, as well as first-time buyers, on new or existing properties with a value of up to £600,000. The scheme will run for three years from January 2014.

The Build to Rent fund announced in the Autumn Statement 2012 has been increased from £200 million to £1 billion. It will provide equity or loan finance to support the development stage of more homes for private rent.

Government will invest a further £225 million, to be used alongside the existing affordable homes guarantee programme, to support the delivery of an additional 15,000 affordable homes.

Further announcements included confirmation that social tenants with an income of over £60,000 will have to pay market rents. These tenants will be required to declare their income, with additional rents being reinvested in housing.

The Government also acknowledged the importance of giving social landlords certainty over rent levels if they are to be able to plan for future affordable housing development. They committed to outlining in the 2015/16 Spending Round a social rental policy that will last at least until 2025.

And outside the Budget, Government announced plans to introduce regulations requiring Council's to amend their housing allocation policies to ensure local connection criteria give preference to those who have lived in an area for a period of years, in response to the perception that an unacceptable number of homes go to new immigrants.

III COMMUNITY AND ENVIRONMENT SERVICES

Waste and Environmental Improvement

Waste Treatment Contract

In January, the Government announced that it was withdrawing Waste Infrastructure Credits (formerly PFI Credits) from the Merseyside and Halton Waste Partnership. The authorities had provisionally been allocated £90M in Credits to support the delivery of long-term residual waste treatment facilities through the procurement of a Resource Recovery Contract, which is due to commence in 2016.

Household Waste Recycling Centres

Indications are that the Vehicle Permit Scheme is helping to reduce the amount of commercial waste deposited at the Council's Household Waste Recycling Centres. Information shows that, compared to last year, waste throughput at the two Centres is down by 17%, with almost 2,200 tonnes less waste being deposited in the last 12 months. Rubble and waste disposal, most commonly associated with builders and small traders, accounted for almost two thirds of this reduction, whilst green waste also fell significantly, suggesting that small landscaping businesses are also being deterred and prevented from accessing the Centres. Overall, the scheme is very successful; helping to reduce the

Council's costs of dealing with 'commercial waste' deposited at the Centres whilst continuing to operate without complaints from members of the public.

Open Space Services

Runcorn Hill and Heath Park

Having been successful with the Parks for People (Heritage Lottery Fund) bid the recruitment process has begun for the two posts that are funded as part of the project. The posts are *Park Community Engagement Officer* and *Conservation Partnership Officer*. They will support the community and third sector organisations to encourage volunteer activity in the park.

Sankey Interlocks Project

Work has continued in quarter 4 on the feasibility study for bringing the Sankey Canal between Spike Island and Fiddlers Ferry back into navigation. This is a joint project with Warrington Borough Council and has industrial partners such as Fiddlers Ferry Power Station. There is a working group for the project that meets every two months.

Procurement of New Cremators

The procurement of new cremators from Widnes Crematorium is being undertaken through a framework contract with the Yorkshire Purchasing Organisation (YPO). Open days were held in Q4 for the three suppliers on the YPO list. It is anticipated that the new cremators will be installed in Q3 of 2013/14.

School Meals

Free School Meals Entitlement

There was great concern that the eligibility for free school meals may change as part of the Universal Credit review. It has been confirmed that the entitlement process will remain the same. Halton has over 4,500 registered free school meal pupils.

Service Level Agreement Sign Up

All Halton schools and Academies have committed this year to use Halton School Catering service except for St Chads. The catering service has not been provided to St Chads for nearly 10 years, it is very unusual for Academies to use the local authority caterer.

All Pay Trial

Three schools are taking part in a trial which allows parents to pay for their children's meals on the internet, mobile phones, and Pay points or at the Post Office.

The trial started with quite a lot of problems, however these problems have now been reduced and more confidence is needed in the system before it can be considered to be used by more schools.

Horsemeat DNA

As soon as the horsemeat DNA problem arose all our suppliers were immediately contacted to provide reassurance that all food used in producing our school meals is supplied in accordance with the highest standards of traceability.

All our meat suppliers were able to provide the certification that all the meat used in schools did not contain any horsemeat DNA.

The biggest scare centred around “ready meals prepared off site” Halton Council School Catering service does not serve ready-made meals in any of our schools. All school meals are prepared freshly each day by our own chefs in each school kitchen. This means we have full traceability and control over the quality of ingredients, recipe preparation and cooking.

N.B. It should be noted that St Chads is the only school in Halton that uses an external catering provider.

Stadium

Matches/Pitch Activities:

- Widnes have opened their Super League campaign in better form than last year, it is disappointing to note however that attendances have decreased slightly since last year.
- The largest crowd to date was 9,271 versus Warrington Wolves on Good Friday, the artificial pitch enabled three games to be played on the one day including the England Under 16 v France Under 16 (arranged at the last minute)
- Liverpool Ladies have had four friendly games including a four game tournament with 90 young players being involved in a separate tournament before the game.
- First game of the season was Liverpool Ladies v Everton Ladies in the Continental Cup shown on ESPN – over 1,300 attended on what was a very cold, wet night, this was the only match played in the first round of matches due to the weather.
- North West Regional Boys Rugby League Finals held for the second year running over two days
- Widnes Vikings spring training camp for youngsters attracted over 200 youngsters over a three-day period
- Liverpool Ladies spring training camp for youngsters is planned for early April 2013.

Events:

In the past quarter (January – March), a number of events have been held at The Stadium and it is becoming obvious, however, that disposable income is becoming very tight. People are booking functions with “no frills” as the norm, leaving out reception drinks and refreshments wherever possible.

Some recent events include:-

- Crucial Crew here for two weeks, this is a multi-agency event aimed at raising various awareness issues to youngsters, over 1,500 school children attended the Stadium over a two-week period.
- The Maureen King Pink Ball, this event held annually attracts over 300 people and helps raise awareness of Breast Cancer, this is the sixth year this has been held and in that time it has raised over £35,000.
- The Rainbow Ball, similar to the Pink Ball is aimed at raising awareness to Breast Cancer this is the fourth year this event has been held at the Stadium.
- Conferences have included – Mid Mersey LMC where Secretary for Health attended.
- Over 25 parties of different types
- 8 weddings three of whom had the Civil Ceremony here.

Miscellaneous:

- Facebook now has 1600 likes (regular followers)
- Website 75% new visitors in this period, 18 % Widnes, 14% London and 10% Liverpool
- Receive on average 28 requests each week for details of dates free/prices/details of Stadium Fitness etc. and most of these have resulted in bookings.
- Following the recent improvements to disabled seating in both the West and East stands further improvements have been made in the Bridge Suite allowing for wheelchair access on to the fixed staging area, further improvements are being scheduled in to further improve disabled provision at The Stadium.

Stadium Fitness

Stadium Fitness has seen an increase in membership both pay-as-you-go and monthly.

January saw the introduction of a one-off payment membership offer, £50 for 4 months membership. This has proven to be one of our most successful offers ever, cash membership income £50 and casual payments - January to April is £10,170.

After conducting a customer survey, we have also changed the class timetable; adding more Zumba and introducing H.I.T (High Intensity Training) Circuits, both have proven to be extremely popular with our members. Due to the success of one of our most popular classes; karate, we have hosted a karate grading evening in the sports hall.

Already this year at Stadium Fitness, we have hosted several charity nights in the marquee suite; Pink Ball, Rainbow Ball and Mayors Ball. The 'Maureen King' Pink Ball this year raised £6,500, over the past 6 years in total has raised over £35,000 for Breast Cancer Awareness.

We have also hosted several table tennis tournaments both national and regional including Cheshire School Table Tennis Competition; this particular competition saw over 15 schools across Cheshire entering pupils to take part.

Since the arrival of Liverpool Ladies at the stadium, we have accommodated pre-match activities and training via the use of our gym facilities for the players. We have also been welcome to a new community group on regular Thursday for a 'Tea Dance' similar to our current Sequence Dancers, this community ran group encourages both dance and a regular meeting place for vulnerable members of our area.

Type of membership	April 2012	April 2013
FULL	691	784
CASUAL ADULT	1676	1720
CASUAL JUNIOR	460	537
Halton Leisure Card	83	112

Sports and Recreation

The Councils Leisure Centre user figures continue to increase, but at a much slower rate than in previous years. The 2012 Olympics and Paralympics did generate more enquiries. Sports clubs and community classes have reported a decline in adult membership/attendance due to financial pressure.

There has been an increase in the number attending free taster sessions, walking/jog programmes, with Continued support for existing clubs, groups as well as organising and

encouraging the use of the natural environment. The Council won an England Athletic award for its “Jog in Halton” project.

Clear statistical evidence exists that the current difficult economic situation, which began 2008 and still continues, has had a statistically significant effect on the level of sports participation. NI 8 is report as a 2 year cumulative rate falling from 24.5% October 2009 to October 2011 to 21.7% October 2010 to October 2012, published in December 2012. This could take account of the removal of the free swim for over 60s.

Libraries

The public library services in the North West and Yorkshire & Humber regions (30 in total) have been successful in their joint bid to the Arts Council for “Grants for Arts: Libraries” funding for the creative project called “Try Reading”. The project will celebrate the Rugby League World Cup 2013 and encourage people to read more and engage in writing and drama.

Over 150 events, including author talks, writing workshops and drama events will take place across the regions between April and November 2013. We will be working with local clubs and supporters’ groups as well as schools and other interested organisations. Further details about the events in Halton will be available shortly. The project website has now been launched: www.tryreading.org

The Supporting Change lottery funded project at Halton Lea Library aimed to help reduce the social isolation of older people through engagement in a variety of social activities. It has enabled us to bring in new partners to provide a range of activities, events and services within Halton Lea Library and although the project has now finished we have established a self-sustaining programme of activities and events through volunteers supporting and delivering these added value sessions.

These include a Reading Aloud group, dementia café and knit & natter sessions. Other activities have been mainstreamed including the IT support classes, and community history events. The project helped to raise the profile of the service overall and highlighted the role that libraries play in providing neutral, accessible and non-threatening community venues.

The Reading Activists project gets young people aged 11-19 to volunteer and organise creative reading and writing events alongside librarians. They gain new skills and meet writers, artists and other creative people.

Of the 18 projects nationally, Halton has been selected as one of the five authorities to participate in an additional strand of the project funded by the Dulverton Trust. The Digital Reading Club will provide training and workshops for young people to help them develop their creative media and digital skills whilst encouraging them to engage with reading. This will allow them to lead, manage and develop their own online content. The young people will also interact with journalists and industry professionals to develop their skills

Each Digital Reading Club aims to:

- Provide an introduction to digital technology and creative media;
- Provide training and resources in a variety of creative mediums enabling young people to become social reporters around reading;
- Provide visits from authors and artist to provide participants with opportunities to produce digital content;

- Provide support for young people by skilled professionals covering digital (video, audio) production enabling them to be co-creators of content;
- Provide participants with an accreditation.

Online access is a fundamental part of the Library Service as is a key priority in the Library Strategy - this covers access to appropriate computer facilities and well trained staff to support and assist with digital access. The draft Library Strategy has been subject to a delay and will now be presented to Employment, Learning, Skills & Community Policy & Performance Board in June 2013.

Civic Catering and Coffee Shops

A range of initiatives have been tried at a number of Coffee Shops including the HOT WOK Noodle bar which has been a huge success and is now put on twice a week, with a view to the improving weather, the coffee shops are looking to introduce a bespoke packed lunch option.

Victoria Park coffee shop has changed the menu slightly in anticipation of get busy for the summer. Halton Lea café bar is also proving very popular with staff and visitors.

The Brindley Coffee shop is proving to be a popular meeting place during the day and was exceptionally busy during the Pantomime season. Following on from this success, plans are in place to introduce children's parties and pre-dinner meal options.

On the 25th March Community Meals came back "in house", this service produces and delivers meals to around 150 of the Borough's most vulnerable adults. Comments have been received regarding the improved quality of the Tea Time packs and a detailed Action Plan is being implemented that will see the introduction of more "home-made" products following detailed consultation with the users.

Sports and Recreation

The Councils Leisure Centres continue to perform well achieving 1% increase in visits target, despite the current economic climate. Numbers of visits for each centre now total:

- Kingsway Leisure Centre 347,407
- Runcorn Swimming Pool 71,736
- Brookvale Recreation Centre 260,865

The total Leisure Card sold 1,525 (year-end total not yet available). The 2013/14 Leisure card is now on sale and has new benefits on offer, such as, savings at Silver Blades Ice Rink and Mersey Valley Golf and Country Club.

The Sports Development Grant Scheme continues to assist local sports clubs and individuals to provide sporting benefits to residents of the borough. £27,748 distributed supporting 18 group and 49 individuals.

The Coaching bursary scheme has supported 25 individuals gain coaching qualification during 2012/13. These coaches are delivering within 12 different sports clubs in Halton.

Year 2 Sportivate Halton Plan has delivered all its activities and is expected to exceed its target of providing 1,338 contacts with young people aged 14 to 25 years. Merseyside Sports Partnership monitor the Lottery's national programme in Merseyside and have selected Table Tennis at Riverside College as an excellent example of organisations in

their area working together to attract young people who would not normally take part in sport in their own time.

3.0 Emerging Issues

3.1 A number of emerging issues have been identified during the fourth quarter that will impact upon the work of the Directorate including:-

I COMMISSIONING AND COMPLEX CARE SERVICES

Mental Health Services:

Work is continuing to implement a pilot programme for the Mental Health Outreach Team within Primary Care, to support people with lower level needs, intervening at an earlier stage to prevent a harmful deterioration in their condition. The project has been approved in principle by the Clinical Commissioning Group; some additional development work needs to take place but it is anticipated that the project will start within the next Quarter.

Policy and Performance Services:

Following an Efficiency Review, the responsibility for delivering performance data and supporting policy development for the Directorate will revert to the Directorate. The work programme for the policy team is currently being finalised, and there will be considerable work going on within the performance team to develop and implement the significant changes in performance reporting which are being brought about by the Government's Zero-based review.

II PREVENTION AND ASSESSMENT SERVICES

Deprivation of Liberty Safeguards

From 1st April 2013 Local authorities will become the Supervisory Body for the Deprivation of Liberty Safeguards in hospitals - a role currently undertaken by Primary Care Trusts. Hospitals will apply to local authority Supervisory Bodies where they think they may need to deprive a patient of their liberty to treat them.

The Independent Living Fund (ILF) has published details of its transfer review programme, which it has designed in partnership with stakeholders to deliver an effective transfer of support for ILF users. This follows the Government announcement to close the ILF on 31 March 2015 and transfer responsibility for supporting ILF users to local authorities in England. Work is being undertaken locally to support this transfer programme.

Vision Services

In order to check progress in delivering the UK Vision strategy, we are supporting a Joint Review of Halton Low Vision Services. A report went to the Clinical Commissioning Group requesting their support for the review to be included in the 2013/14 work programme. And this has been agreed.

Learning Disability Nurses

The Nursing team have identified via the Friendships and Relationships training they have recently delivered, that Learning Disability awareness training would be beneficial across

the council and other providers. A course is being developed and will be delivered within the next 3 months.

Urgent Care

The development of a joint Urgent Care Strategy between Halton Borough Council and Halton CCG has supported a number of work areas that will improve people's use of urgent care services. During 2013 wider consultation will be undertaken to support the development of services within the borough to provide suitable alternatives for people who currently to attend and are admitted to acute hospitals.

Community Multi-disciplinary Teams

During 2013/14 work will commence to develop community based Multi-disciplinary Teams focused around GP practices and neighbourhoods. Bringing together staff from different professional groups and organisations in the borough to jointly assess and plan treatment, care and support for people with long term conditions and frailty this development will support Halton CCG and Halton Borough Council to commission services that deliver care closer to people's homes.

III COMMUNITY AND ENVIRONMENT SERVICES

Waste Management

Landfill Allowance Trading Scheme (LATS)

As first announced in the 2011 Government Waste Review, the Landfill Allowance Trading Scheme (LATS) will end after the 2012/13 scheme year in England - Defra has decided to end LATS after a careful analysis of the range of policies needed to enable England to meet landfill diversion targets in 2013 and 2020, as it has shown that LATS is no longer the major driver for diverting waste.

Sport and Recreation

The Playing Pitch Strategy proposals will require further consultation with local sports clubs to ensure that pitch provision meets the playing requirements in future years. The action plan will require investment and changes to current service delivery.

School Meals

The Grange All Through School

The Grange schools become one school from 15th April 2013. Previously there were four separate kitchens. The new school only has one kitchen fortunately all kitchen staff are able to transfer to the new kitchen on their existing permanent hours, the new kitchen will present the school meals service a fantastic opportunity to both improve the provision and also increase the products on offer.

4.0 Risk Control Measures

Risk control forms an integral part of the Council's Business Planning and performance monitoring arrangements. During the development of the 2012/13 Business Plan, the service was required to undertake a risk assessment of all key service objectives with high risks included in the Directorate Risk Register.

As a result, monitoring of all relevant 'high' risks has been undertaken during Quarter 4. Progress against the application of the risk treatment measures can be found at the end of this report.

5.0 Progress against high priority equality actions

The Council must have evidence that it reviews its services and policies to show that they comply with the Public Sector Equality Duty (PSED) which came into force in April 2011. The PSED also requires us to publish this information as it is available.

As a result of undertaking a Departmental Equality Impact Assessments no high priority actions were identified for the Directorate to quarter 2 2012 – 2013.

6.0 Performance Overview

The following information provides a synopsis of progress for both milestones and performance indicators across the key business areas that have been identified by the Communities Directorate. The way in which the Red, Amber and Green, (RAG), symbols have been used to reflect progress to date is explained at the end of this report.

I Commissioning and Complex Care Services

Key Objectives / milestones

Ref	Milestones	Q4 Progress
CCC1	Conduct a review of Homelessness Services to ensure services continue to meet the needs of Halton residents Mar 2013 (AOF4)	
CCC1	Review Community Safety Team in line with reductions in funding arrangements Mar 2013 (AOF9 & 11)	
CCC1	Monitor effectiveness of changes arising from review of services and support to children and adults with Autistic Spectrum Disorder. Mar 2013 . (AOF 4)	
CCC1	Implement the Local Dementia Strategy, to ensure effective services are in place. Mar 2013 . (AOF 4)	
CCC1	Implement 5Boroughs NHS Foundation Trust proposals to redesign pathways for people with Acute Mental Health problems and services	

	for older people with Mental Health problems. Mar 2013 (AOF 4)	
CCC2	Ensure Healthwatch is established and consider working in partnership with other Councils to deliver this. Mar 2013 (AOF 21)	
CCC2	Continue to negotiate with housing providers and partners in relation to the provision of further extra care housing tenancies, to ensure requirements are met (including the submission of appropriate funding bids). Mar 2013 (AOF18 & 21)	
CCC3	Consider with our PCT partners the recommendations and implications of the review of Halton's section 75 agreement in light of the publication of the Government White Paper 'Equity and Excellence: Liberating the NHS'. Mar 2013 . (AOF21, AOF 24 & AOF 25)	

SUPPORTING COMMENTARY

Review of Homelessness Services

A draft review of homelessness services was completed February 2013 and a consultation event was held on 27th March 2013. The event allowed the authority to consult with all stakeholders which was considered a successful day and all the consultation details will be included in the final review document.

It is anticipated that the Strategy review and Action Plan will be completed and circulated by August 2013 and the relevant Homeless Forum Sub Groups and Strategic Commissioning Group will form part of the development and implementation of the strategic review process.

Review Community Safety Team

Review completed.

Autistic Spectrum Disorder

Review recently updated and is on target.

Local Dementia Strategy

There are a small number of actions from the original dementia strategy that have not been implemented, however, the strategy and all actions have been reviewed and the strategy is being refreshed. This refresh will include a number of new actions mainly relating to the effective use of the dementia pathway as well as the commissioning of the new Later Life and Memory Service planned for June 2013.

5 Boroughs NHS Foundation Trust Mental Health redesign proposals

The 5 Boroughs Partnership has successfully completed its first full quarter of service since the redesign of the Acute Care Pathway. Initial findings have been extremely positive in both the quality and the timeliness of delivery of care. Progress will continue to be monitored.

The redesign of the Later Life and Memory Service for older people is currently being undertaken. Findings from an agreed pilot in Wigan have been analysed and implementation plans for Halton have been developed. The redesign will be in place by April 2013.

Establishment of Local Healthwatch

Healthwatch Halton went live on April 1st. The organisation has been set up as a

community interest company and two non-paid Directors have been recruited. The contract and service specification has been completed and a separate tender exercise to commission the Independent Complaints Advocacy Service took place with Liverpool City Council as the lead commissioner. A six month action plan is being developed to ensure statutory workload is managed and completed.

Development of Extra Care Housing Provision

Bids have been submitted to the Homes and Communities Agency for two extra care schemes, each of 50 units, on land at Halton Brook and Pingot. The outcome of the bids is expected in May 2013.

Section 75 Agreements

Aligning Public Health, the Clinical Commissioning Group and Directorate priorities is underway. The Executive Board has approved a proposal to establish a pooled budget across Health and Social Care. Work is also underway of reviewing commissioning priorities across Health and Social Care.

As an example the new integrated strategy for Mental Health is being developed.

Key Performance Indicators

Ref	Measure	11/12 Actual	12/13 Target	Q4	Current Progress	Direction of travel
<u>CCC 7</u>	Total number of clients with dementia receiving services during the year provided or commissioned by the Council as a % of the total number of clients receiving services during the year, by age group. (Previously CCC 8)	3.4%	5%	4.0%		
<u>CCC 8</u>	The proportion of households who were accepted as statutorily homeless, who were accepted by the same LA within the last 2 years (Previously CCC 9).	0	1.2	0		
<u>CCC 9</u>	Number of households living in Temporary Accommodation (Previously NI 156, CCC 10).	6	12	6		
<u>CCC 11</u>	Carers receiving Needs Assessment or Review and a specific Carer's Service, or advice and information	21.64%	25%	18.87%		

	(Previously NI 135, CCC 14).					
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SUPPORTING COMMENTARY

CCC 7

Target not met, however performance for Q4 is better than performance reported in Q4 in the previous year (3.4%).

It is clear that there are issues on how dementia is recorded within Carefirst. This is particularly challenging as people diagnosed with dementia may well have dual diagnosis and this would be how they are categorised on Carefirst.

In addition, there has been a significant increase in the number of people supported by both 5 Boroughs Partnership and the Alzheimer's Society, but neither cohort is currently recorded on Carefirst. A solution to this is being sought.

CCC 8

The Authority signed up to the Merseyside Sub Regional, No Second Night Out scheme in 2012. The service provides an outreach service for rough sleepers and has a close working partnership with Halton to identify and assist this vulnerable client group.. The Authority will continue to strive to sustain a zero tolerance towards repeat homelessness within the district.

CCC 9

Established prevention measures are in place and the Housing Solutions team will continue to promote the services and options available to clients.

There has also been a change in the TA process and accommodation provider contracts. The emphasis is now focused on independence, which has developed stronger partnership working and contributed towards an effective move on process for clients. The Authority will strive to sustain the reduced TA provision.

CCC 11

Performance in this area has dipped this year. This is mainly due to major reorganisation in the way social work services have been set up, which has meant that some performance delivery has reduced. A project is currently being established to look at how carers assessments can be delivered more efficiently in 2013-14, and how this links in a more structured way to services delivered by the Carers Centre, and this is expected to lead to an improvement in performance.

II Prevention and Assessment Services

Key Objectives / milestones

Ref	Milestones	Q4 Progress
PA1	Support the transition of responsibility for Public Health and Improvement from NHS Halton & St Helens to Halton Borough Council. Mar 2013. (AOF 2 & 21)	
PA1	Implementation of the Early Intervention/Prevention strategy with a key focus on integration and health and wellbeing. Mar 2013. (AOF 3 & 21)	
PA1	Review current Care Management systems with a focus on integration with Health (AOF 2, AOF 4 & AOF 21) Aug 2012	
PA1	Continue to establish effective arrangements across the whole of adult social care to deliver self-directed support and personal budgets. Mar 2013 (AOF 2, AOF 3 & AOF 4)	

SUPPORTING COMMENTARY

Transfer of Public Health to Halton Borough Council

The Public Health team has now successfully transferred to Halton Borough Council. Preparation for the transfer has been on-going since March 2012. This has included a review across NHS Merseyside which is made up of the 4 Primary Care Trusts of Halton & St Helens, Knowsley, Liverpool and Sefton of all Public Health functions and services.

Halton Borough Council has developed and led a Transition Group which has overseen the safe transfer of all necessary functions including staff transfer and measures letter, public health reports, information governance, emergency resilience, contracts, data connections, risk register, budget transfer and final Public Health Annual Report.

Implementation of the Early Intervention/Prevention strategy

HBC, HCCG and Bridgewater Community NHS Trust have been reviewing the current approach to the delivery of Health Improvement Services delivered by both health and local authority providers. One of the areas specifically addressed has been to align the services provided by the Health Improvement Team (Older People) based at Bridgewater Community NHS Trust to those provided by HBC's Sure Start to Later Life. Building on this and other developments such as the work taking place on Falls Prevention and the Community Wellbeing Practice initiative, further work has taken place on the development of an overall model for the delivery of Health Improvement Services across Halton in the future. It is anticipated that the Service (being implemented from April 2013) will play a significant role in addressing the five priorities contained in Halton's Health and Wellbeing Strategy. The new Service will bring significant benefits through increasing efficiency, improving the patient experience, introducing a consistent approach and changing the culture to one of joint ownership and strong partnership working.

Review of current Care Management Configuration.

A new model for adult services has been launched at the beginning of June 2012. An Initial Assessment Team (IAT) is now responsible for all new referrals, screening, signposting and initial assessments. There are two Operational teams dealing with complex work, (one in Widnes and one in Runcorn) that are to become locality based care management teams with workers aligned to GP practices. This will be supported by Social Care in Practice (SCIP) in the coming year.

Self-directed support and Personal Budgets

Self-directed support is offered across the whole of Adult Social Care and with personal budgets to all Service Users. Systems are continually monitored and reviewed for improvement. There is a working group reviewing the direct payments and self-directed support policy and guidance.

Key Performance Indicators

Ref	Measure	11/12 Actual	12/13 Target	Q4	Current Progress	Direction of travel
PA 1	Numbers of people receiving Intermediate Care per 1,000 population (65+) (Previously EN 1)	91.67	99	84.35		
PA 4	Number of people receiving Telecare Levels 2 and 3 (Previously PA 6)	240	259	262		
PA 5	Percentage of VAA Assessments completed within 28 days (Previously PA 8)	90.80%	82%	86.73%		
PA 11	% of items of equipment, and adaptations delivered within 7 working days (Previously CCS 5, PA 14)	97.04%	97%	94%	N/A	N/A
PA 12	Clients receiving a review as a percentage of adult clients receiving a service (Previously PCS 6 PA16)	80.77	80	82.87		
PA 18	Repeat incidents of domestic violence (Previously NI 32, PA 28)	27.6%	27%	36%		
PA 19	Number of people fully independent on discharge from intermediate care/reablement services	58%	42%	57%		

	(Previously PA 5)					
PA 25	a) % of scheduled Local Air Pollution Control audits carried out	81%	93%	90%		
	b) % of Local Air Pollution Control Audits being broadly compliant. (Previously PA 18)	85%	78%	95%		

SUPPORTING COMMENTARY

PA 1

This is a cumulative figure of 1573 and equates to 409 people in receipt of Intermediate Care this quarter in the 65+ age bracket. This indicator is subject to increases in the estimated population of older people in Halton.

PA 4

This target has been exceeded.

PA 5

We have exceeded this target. The discrepancy from last year's figure may be due to dedicated work and considered approach to changes to the Safeguarding threshold.

PA 11

Unable to access full March 2013 data from Helena Partnerships website. Therefore 94% is data as at 08/04/2013.

PA 12

We have exceeded this target and the performance from the previous year. Better performance is likely to be as a result of Carefirst 6 now practitioners are loading their own assessments.

PA 18

(27%) is a local historical target and we should be looking to move away from it 2013-14; CAADA (Coordinated Action Against Domestic Abuse) is the National lead for all things MARAC, I have included their guidance in the update, CAADA suggest that for a mature MARAC such as Halton's the range should be between 28% 40% so in that sense we are in fact on target and I would suggest that in the future we should be looking to their National expertise rather than local historical targets.

Research has shown that it takes the average victim of domestic abuse more than 35 incidents of domestic abuse incidents against them before they call the Police – consequently and particularly if a victim chooses to stay in the relationship and the case has appeared at MARAC once and not again, it is very likely domestic abuse is continuing in the household but they are choosing not to seek support, a worse scenario especially if there are children or vulnerable adults in the household. There is an argument to suggest that repeat cases at MARAC could be indicative that victims have a growing confidence in local statutory agencies and their ability to assist not only them but their children.

PA 19

Intermediate Care services have continued to work together and with community,

primary and acute care sectors to support more people to live independently in their own homes and arranging long term services as required.

PA 25

Annual figure for audits falls slightly below the target, this equates to one inspection. The broadly complaint figure exceeds the target and demonstrates the improvement in performance of pollution processes we inspect.

III Community and Environmental Services

Community Services

Key Objectives / milestones

Ref	Milestones	Q4 Progress
CE 1	Commence development of new Sports Strategy (2012-2014) March 2013.	
CE 4	Undertake CIPFA PLUS Survey (public library user survey for Adults) due to take place - September 2012.	

Supporting Commentary

CE 1

Halton Sports Strategy 2012 – 2015 was adopted in July 2012.

CE 4

CIPFA Public Library User Survey (PLUS) was undertaken during October 2012. The questionnaire was completed by 948 people.

Key Performance Indicators

Ref	Measure	11/12 Actual	12/13 Target	Q4	Current Progress	Direction of travel
<u>CE LI 7</u>	% of adult population (16+) participating in sport each week (NI 8)	24.5%	24.0%	21.7% (Dec 2012)		

SUPPORTING COMMENTARY

CE LI 7

Rolling results are next due June 2013 and the survey will be extended to include 14 & 15 year olds.

Catering & Stadium

Key Objectives / milestones

Ref	Milestones	Q4 Progress
CE3	Deliver a promotion and educational campaign - September 2012 and January 2013.	
CE3	Review and update the strategy and action plan to increase the uptake of free school meals - July 2012.	
CE3	Develop effective joint working and agree funding, with the private/public sector to address childhood obesity - September 2012.	

Educational Campaign

The campaign has been successfully completed.

Free School Meals Strategy

This on-going campaign is having a positive effect on free school meals uptake. Further pilot schemes are planned that could also have a positive effect.

Childhood Obesity

Excellent work on-going with Public Health that will see the School Catering staff offering after school support to the Public Health Healthy Eating agenda.

Key Performance Indicators

Ref	Measure	11/12 Actual	12/13 Target	Q4	Current Progress	Direction of travel
<u>CE LI 8</u>	% Take up of free school meals to those who are eligible - Primary Schools (Previously SH LI 8a).	77.71%	82%	77.46%		
<u>CE LI 9</u>	% Take up of free school meals to those who are eligible - Secondary Schools (Previously SH8b).	72.81%	72.50%	76.59%		
<u>CE LI 10</u>	Take up of school lunches (%) – primary schools (Previously NI52a).	50.34%	52%	51.71%		
<u>CE LI 11</u>	Take up of school lunches (%) – secondary schools (Previously NI52b).	53.74%	53%	53.64%		
CE LI 21	Food cost per primary school meal	65p	75p	68p		

	(pence) (Previously SH6a).					
CE LI 22	Food cost per secondary school meal (pence) (Previously SH6b).	85p	94p	88p		

SUPPORTING COMMENTARY

CE LI 8

Although this target was not met, it is very similar to last year which is still above the National average by some margin.

CE LI 9

An exceptional result when compared with both last year's results and National statistics

CE LI 10

Further increases in take up are very encouraging and the difficult target set last year has almost been reached

CE LI 11

An exceptional result when compared with both last year's results and National statistics

CE LI 21 & 22

Despite the fact that food inflation is running at around 9% the food cost per meal has been kept under control, at the same time user numbers increased.

Open Spaces

Key Objectives / milestones

Ref	Milestones	Q4 Progress
CE5	Runcorn Hill Park (Parks for People bid) - Work up bid to 'Second Round' submission stage (subject to success of First Round) - March 2013 .	
CE5	Woodland Expansion - Additional 200m ² of Woodland planted Borough wide - March 2013 .	

SUPPORTING COMMENTARY

Runcorn Hill Park

The Council was informed that it has been successful with its bid in late December 2012 and external for funding of £1.3 million has been secured for Runcorn Hill & Heath Park.

Woodland Expansion

Borough wide tree and woodland planting took place in Q4 2012/13.

Key Performance Indicators

Ref	Measure	11/12 Actual	12/13 Target	Q4	Current Progress	Direction of travel
<u>CE LI 13</u>	Greenstat-Survey, Satisfaction with the standard of maintenance of trees, flowers and flower beds. (Previously EAR LI8).	97.5%	78%	83%		
<u>CE LI 18</u>	Satisfaction with the standard of cleanliness and maintenance of parks and green spaces. (Previously EAR LI2).	95.9%	92%	97.23%		
<u>CE LI 19</u>	Number of Green Flag Awards for Halton (Previously EAR LI3).	12	12	12		

SUPPORTING COMMENTARY**CE LI 13 & 18**

Taken from the Greenstat survey. At least 40 questionnaires are completed every quarter at a number of different parks.

CE LI 19

Green Flag Awards have been retained at Clincton Woods LNR, Hale Park, Hough Green Park, Phoenix Park, Pickerings Pasture, Rock Park, Runcorn Hill Park, Runcorn Town Hall Park, Spike Island, Victoria Park, Victoria Promenade, and Wigg Island.

Waste & Environmental Improvement**Key Objectives / milestones**

Ref	Milestones	Q4 Progress
CE6	Publish a revised Waste Management Strategy - March 2013 .	
CE6	Continue to review and assess the effectiveness of projects and initiatives to help improve energy efficiency and reduce CO ₂ emissions - March 2013 .	
CE 6	Develop and publish a Waste Communications Plan and implement actions arising from the Plan - March 2013 .	
CE 7	Continue to develop Action Plans and Protocols with External Agencies to effectively prevent and tackle a range of waste and	

environmental offences - **March 2013.****SUPPORTING COMMENTARY****Publication of Revised Waste Management Strategy**

A review of the Waste Management Strategy has been completed and a draft has been produced.

Energy Efficiency and CO₂ Reduction

An energy management toolkit has been created to help building managers monitor energy usage in all council buildings fitted with automatic meter reading. An internal energy consumption monitoring and reporting process has now been introduced to help reduce energy consumption within corporate buildings.

Waste Communications Plan

A draft Waste Communications Plan has been produced.

Waste and Environmental Offences

As reported in previous quarterly reports, joint working arrangements with external agencies have been on-going throughout this financial year and will continue. Officers are currently working on a programme of activities in partnership with a number of Housing Associations to reduce fly-tipping and other waste related problems.

Key Performance Indicators

Ref	Measure	11/12 Actual	12/13 Target	Q4	Current Progress	Direction of travel
<u>CE LI 14</u>	Residual household waste per household (Previously NI191).	655.18 Kgs (Estimated Cumulative)	700 Kgs (Cumulative)	636 Kgs Estimated		
<u>CE LI 15</u>	Household waste recycled and composted (Previously NI192).	38.42% (Estimated)	40%	39.02% Estimated		
<u>CE LI 16</u>	Municipal waste land filled (Previously NI193).	61.36% (Estimated)	61%	57.07% Estimated		

SUPPORTING COMMENTARY**CE LI 14**

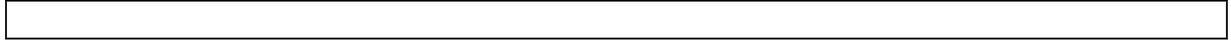
This is an estimated figure; however, indications at this stage are that this target will be met.

CE LI 15

This is an estimated figure however; indications at this stage are that this target will not be met. Despite kerbside recycling and composting increasing by 400 tonnes, there was a reduction of 721 tonnes in recycling and composting at the Household Waste Recycling Centres (HWRCs) which affected overall performance.

CE LI 16

This is an estimated figure however; indications are that this target will be met.



Risk Control Measures

Ref	Risk Identified	Treatment Measure	Progress	Supporting Commentary
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Commissioning & Complex Care

Ref	Description
CCC1	Working in partnership with statutory and non-statutory organisations, evaluate, plan, commission and redesign services to ensure that they meet the needs and improve outcomes for people with Complex Care Needs.

1	Not implementing the Local whole system Dementia Strategy.	Review existing action plans to ensure consistency.	<input checked="" type="checkbox"/>	The local Dementia strategy has been reviewed and refreshed, although there are a small number of actions that have not been completed the strategy and action plan have been refreshed to clearly react to the new commissioning requirements of the Clinical Commissioning group.
2	Failure to implement 5 Boroughs NHS Foundation Trust proposals to redesign pathways for people with acute Mental Health problems and services for Older People with Mental Health problems.	Monitor the usage of inpatient beds at 5boroughs and resulting pressures on the associated systems.	<input checked="" type="checkbox"/>	The planned rollout has taken place from January 2013. All of the processes are in place and the new pathway and associated referral processes will go live in June 2013. Although this is later than originally planned, it has been important to ensure that the rollout is ready and not rushed.

Ref	Risk Identified	Treatment Measure	Progress	Supporting Commentary
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Prevention & Assessment

Ref	Description
PA 1	Working in partnership with statutory and non statutory organisations, evaluate, plan, commission and redesign services to ensure that they meet the needs and improve outcomes for vulnerable people.

1	Transition of responsibility for Public Health and Health Improvement to HBC not fully embedded and appropriately embedded.	Ensure sufficient transfer of finance associated with Public Health to ensure effective delivery of statutory responsibilities.		The announcement of the ring fenced public health grant allocations on 10th January was favourably received with national figures of £2.5billion for 2013/14 and £2.8billion for 2014/15 representing real term growth. The allocation for Halton is £8,510 million for 2013/14 and £8,749 million for 2014/15 which is an increase from the anticipated initial allocation of 2.8% each year.
2	Uncertainties in relation to the future direction the Department of Health will take in terms of the impact the wider health changes will have.	Work with Mersey region transition group to ensure effective and appropriate responses to changes can be made.		Halton's Transition Group has effectively worked with the Merseyside Transition Group to ensure all key milestones have been met for a smooth transfer. A paper has been signed off by Halton's Executive Board to this effect. Halton's Public Health Team are working with PHE, the NHS Commissioning Board and Merseyside Commissioning Support Unit to ensure services commissioned and delivered by parties other than the LA are in place.

Ref	Risk Identified	Treatment Measure	Progress	Supporting Commentary
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COMMUNITY AND ENVIRONMENT SERVICES

None identified by Directorate.

APPENDIX

Symbols are used in the following manner:

Progress	Objective	Performance Indicator
Green	 Indicates that the <u>objective is on course to be achieved</u> within the appropriate timeframe.	<i>Indicates that the annual target <u>is on course to be achieved</u>.</i>
Amber	 Indicates that it is <u>uncertain or too early to say at this stage</u> , whether the milestone/objective will be achieved within the appropriate timeframe.	<i>Indicates that it is <u>uncertain or too early to say at this stage</u> whether the annual target is on course to be achieved.</i>
Red	 Indicates that it is <u>highly likely or certain</u> that the objective will not be achieved within the appropriate timeframe.	<i>Indicates that the target <u>will not be achieved</u> unless there is an intervention or remedial action taken.</i>

Direction of Travel Indicator

Where possible performance measures will also identify a direction of travel using the following convention

Green	 Indicates that performance is better as compared to the same period last year.
Amber	 Indicates that performance is the same as compared to the same period last year.
Red	 Indicates that performance is worse as compared to the same period last year.
N/A	Indicates that the measure cannot be compared to the same period last year.

Performance Overview Report - Policy & Resources Directorate

Reporting Period: **Quarter 4 – Period 01st January 2013 to 31st March 2013**

1.0 Introduction

1.1 This report provides an overview of issues and progress within the directorate that have occurred during the period.

2.0 Key Developments

2.1 There have been a number of developments within the Directorate during the period which include:-

- The 2013/14 budget of £115.114m was approved by the Council on 6th March 2013. The net budget will be part funded from an increase of 1.9% to Council Tax which will result in a 2013/14 Council Tax requirement of £36.165m. In balancing the budget further savings of £2.57m were approved.
- The Medium Term Financial Forecast has been updated for 2014/15 and 2015/16. The funding gap for 2014/15 as included in the budget report is £15.54m. As part of the Chancellor of the Exchequers 2013 budget, published on March 20th, he announced Local Government spending would be reduced by a further 1% in 2014/15 which will add approximately £0.70m to the budget gap for the Council
- The processing of Housing Benefit and Council Tax Reduction Scheme applications, and the collection of Council Tax and Non-Domestic Rates, continue to follow a positive trend and performance at year-end remains favourable when compared to our regional neighbours.
- The final phase of the 'Tell Us Once' programme, led by the Department of Work and Pensions, will be implemented during quarter 1 (2013-14). This will allow residents to provide information to central government and local authorities only once in relation to bereavement thereby simplifying the process and minimising the emotional impact upon individuals at a time of loss.
- Grant Thornton, the Councils external Auditor, have provided assurance on the work of Internal Audit and confirmed the authority's compliance with the CIPFA Code of Practice.
- Changes are being made to the way the personal injury claims are handled through a 'package of reforms' to be introduced in stages up until August 2013. As a result the authority's existing processes are being reviewed to ensure that they remain fit for purpose.

- New legislation came into effect in March which is intended to encourage debtors to settle accounts as soon as possible. Should the Council fail to settle accounts within 30 days (currently over 90%) it will be required to add a daily interest payment to any outstanding amount due. As a result current processes and systems are being reviewed in order to maximise compliance.
- The Operational Fleet & Client Transport Efficiency Workstream concluded during quarter 4 with savings of £400, 000 being achieved. Additionally the new structures in relation to the review of Policy & Performance, Research & Intelligence, and Communications & Marketing will be implemented during the first quarter (2013 – 14). This will see the devolution of the Policy and Performance functions and the creation of a new Customer Intelligence Unit which will sit alongside a Marketing Design and Communications Unit within the Legal & Democratic Services Department. As a result savings of £580, 000 have been achieved.
- Following the closure of consultation on budget proposals that had staffing implications staff affected where placed at risk on the 4th January 2013. They then had a period of 90 days to apply for alternative posts within the Council or to seek voluntary redundancy / early retirement. The slight overrun of the Policy & Performance, Marketing & Communications efficiency work stream has resulted in a small number of staff remaining at risk at the time of writing this report.
- The final stage of the transfer of Public Health to the Council continued with the statutory exchange of information between the two organisations and communications with employees and their representatives to ensure a smooth transfer of staff to the Council on 1st April. In addition, the TUPE transfer of employees at The Wade Deacon School was implemented on 1st March with staff transferring to the new Academy.
- Phase I of the Wi-Fi upgrade, to the Municipal Building, Runcorn Town Hall and Rutland House, has now been completed. In addition Wi-Fi installations for those schools with a Service Level Agreement are now underway. These chargeable upgrades are aimed at setting the platform for future service provision as well as meeting the demands of imminent curriculum requirements for mobile devices.
- The new Picow Farm Data Centre, which will accommodate the Records Management Unit, the new Data Centre, and the Printing Team, is now at the planning stage with the building is expected to be operational in September.
- In relation to Information Governance the annual report by the Senior Information Risk Owner (Strategic Director Policy & Resources) has been published. The report summarises progress in relation to information risk management across the Council and concludes that *'Halton Borough Council is in healthy position with regards to Information Security and the public can be assured that all the requirements placed up on the Council are being adhered to, monitored and improved upon constantly'*. The report can be accessed via <http://intranet/search/Pages/Results.aspx?k=SIRO%20REPORT&s=All%20Sites>

- New contracts have been put in place for advertising services – spend on advertising has been reduced annually through keener contract rates, negotiation with suppliers, use of online alternatives and a more targeted approach to use of advertising. The current contract value is estimated at £75k reflecting a spend reduction of almost 90% when compared to 2004-05.
- New social media monitoring software is now operational and will provide a more detailed analysis of our emerging social media presence. To demonstrate the growing influence of social media, during the recent bridge closures (due to snow), our Facebook updates had a reach of more than 20,000 users, with over 300 retweets of our update on the bridge closure.
- Due to the loss of staff within the Legal and Democratic Services Department recruitment will need to take place during the forthcoming first quarter period in order that continuity of service can be maintained.
- The jointly-procured Contracts for the provision of highway improvement and maintenance works in Halton and Warrington have been awarded to Lafarge Tarmac Ltd. Initial meetings and mobilisation processes have commenced with a view to contract start on 1 June 2013.
- Lafarge Tarmac submitted a highly rated bid which it is anticipated will allow both authorities to achieve their objective of providing a high quality, value for money service which focuses on delivering continuous improvement in highway maintenance.
- During the highways winter maintenance season 64 primary gritting runs were undertaken using approx. 1400 tonnes of grit, a 60% increase compared to last year resulting in a significant impact upon budget costs. Current stock of grit is approx. 550 tonnes and deliveries are programmed to increase this to 1300 tonnes by the end of April 2013.
- In March, the DfT confirmed £1.67m funding under the Local Pinch Point Programme for Halton's proposal to increase traffic capacity, at three junctions on the Daresbury Expressway which will support housing and employment growth in the Daresbury Enterprise Zone. This is one of only ten schemes across the country, approved under the first tranche of schemes as part of the Budget.
- Trials are currently underway, in collaboration with the Halton's Clinical Commissioning Group (CCG), using the Council's in-house fleet spare capacity in the evenings and weekends to provide patient discharge journeys from both Warrington & Whiston hospitals to the patients' respective place of residence. A review meeting to consider usage and options, including the continuation of the service, have been scheduled during the first quarter of 2013 – 14.
- The Mersey Gateway Project Team entered into a Competitive Dialogue procurement process with three bidders in March 2012. The current Dialogue programme will extend into 2013 with the Final Tenders expected to be submitted in spring 2013.

- Following extensive consultation, draft Directorate Business Plans (2013-16) were presented and approved by Executive Board on 7th February 2013. Following some organisational restructuring the plans will be slightly revised during quarter 1 before final publication.
- The Draft Housing Strategy has been approved for consultation with adoption being expected toward the end of quarter 1. Work is also underway with the Procurement Team colleagues to develop a Social Value Policy for Halton in response to the requirements of the Public Services (Social Value) Act 2012, which came into effect in January 2013.
- Processes in relation to identifying Assets of Community Value have been developed and approved by Executive Board and a first request has now been received and is being progressed in collaboration with colleagues from Property Services.
- Work has now been completed to gather and analyse data on the Council's workforce profile and information has been updated on the Council's website in order to ensure continued compliance with the Public Sector Equality Duty.
- In addition to a number of presentations being provided on the subject the Welfare Benefit reforms were discussed by the Halton Strategic Partnership Board at its March meeting. As a result a programme of activity has been endorsed including the mapping of provision and the production of information leaflets and online resources

3.0 Emerging Issues

- 3.1 A number of emerging issues have been identified during the period that will impact upon the work of the Directorate including:-
- I. The changes to the Welfare Benefits system begin to be implemented as of 01st April and the heavy demand on the Revenues and Benefits service is expected to grow during the first half of the year. This situation will be closely monitored in order to remain alert to any resource issues which may arise
 - II. As part of the changes a local Discretionary Support Scheme has been established for Halton and will be implemented from 1st April 2013. A booklet containing a summary of the Scheme has been circulated to Members and other interested parties. Detailed monitoring of applications and decisions will be undertaken and reported regularly to Members via the Corporate Policy and Performance Board.
 - III. Additionally changes in Council Tax (unoccupied property discounts) and Non-Domestic Rates (50% local retention) arrangements will also increase resource demand. Systems will be reviewed regularly to ensure collection rates, which have historically been high, remain effective.

- IV. Changes will shortly be introduced to reduce the threshold for advertising via the procurement Chest to £1,000 in order to bring about increased savings and the Council's procurement processes will be made fully automated and web based from 1st May 2013. Additionally work is underway to develop more joint procurement arrangements with other public sector partners and the Council's updated Procurement Strategy will be presented to the Business Efficiency Board in May 2013.
- V. An extensive communications exercise will be undertaken during to the coming quarter to inform all staff by letter of their individual position in relation to new arrangements for Pension's Auto Enrolment.
- VI. The Disclosure and Barring Service (DBS) has now replaced the Criminal Records Bureau (CRB) and is responsible for assisting employers in making safe recruitment decisions and prevent unsuitable people from working with vulnerable groups, including children. National guidance from the DBS has now been delayed until summer 2013 and in the meantime discussions are taking place with Directorates concerning the cost implications and options available to the Council in dealing with referrals.
- VII. ITC related work will progress across a number of areas during the coming year including:
- The continued development of the HBC Website to enable greater integration of documentation and enhance the interactive experience for service users. Additionally the development of the SharePoint based Extranet will allow the secure transit and sharing of information between local partner organisations e.g. the NHS, Care Agencies etc.
 - The Agile office environment is a key element of the corporate strategy enhancements to technology and Home Working opportunities will continue to be developed and supported. In addition Phase 2 of the Wi-Fi upgrade will see an expansion into all Council owned buildings and it is intended to further develop public access in buildings used for community purposes;
 - The next Microsoft and Apple Operating systems will be tested, looking at the suitability of application deployment through the HBC Cloud, which would allow users to log onto a normal web browser and access an application e.g. Windows 7. Additionally application enhancements to major systems such as CareFirst, Agresso and Revenues and Benefits will continue to be a priority together with a considerable number of smaller applications supported by the technical and administrative teams.
- VIII. The latest phase of major bridge maintenance work within the Silver Jubilee Bridge (SJB) Complex using DfT Major Maintenance Capital funding commences on 8th April 2013. The majority of work in the next two quarters is confined to below deck level so the traffic management consequences for SJB users will be less significant than in previous years. There will however be a

need for some weekend lane closures in May to finish off painting in areas of the Widnes side span which were obstructed by scaffold last year.

- IX. Bids have been submitted to the Liverpool City Region (LCR) for four major local transport schemes in Halton. These are SJB Maintenance, the M56 Junction 11A, the Daresbury Enterprise Zone (EZ) Access Bridges (over Bridgewater Canal) and the Widnes Waterfront Employment Access (Johnsons Lane - Bayer). Further information concerning the bid will be provided as this becomes available.
- X. An 'expression of interest' has also been submitted in the Local Infrastructure Fund & Affordable Homes Guarantees Programme, administered by the Homes and Communities Agency. This is for the provision of two new bridges over Bridgewater Canal to access employment and Housing land at the Daresbury Enterprise Zone. Further information is anticipated late in quarter 1 (2013).
- XI. From April 2013 the element of the Bus Service Operators Grant (BSOG) which has previously been paid to operators for the operation of bus services under contract will now be paid directly to the Council. This change in practice could result in operators now seeking compensation from the Council in the form of increased subsidy or through increases in passenger fares.
- XII. During 2013, the Council will establish a Special Purpose Vehicle (SPV) which will manage the Mersey Gateway Project during the construction and operational phase of the development. It is expected that the SPV will be operational prior to financial close.
- XIII. The fire at JL Sorting in October 2012 has left a large amount of waste on site at Johnsons Lane. Discussions have been taking place with the Environment Agency with a view to resolving the situation as soon as is possible.
- XIV. Due to the imminent demise of Remploy Managed Services, the CCTV Monitoring service is being transferred in-house from 1 June 2013. This will involve seven staff being transferred and the service will continue to operate from the CCTV Control Room at Runcorn Town Hall.

4.0 Risk Control Measures

Risk control forms an integral part of the Council's Business Planning and performance monitoring arrangements. During the development of the 2012/13 Business Plan, the service was required to undertake a risk assessment of all key service objectives with high risks included in the Directorate Risk Register.

As a result, monitoring of all relevant 'high' risks has been undertaken in quarter 2 and quarter 4.

Currently all high risk mitigations measures are being implemented as planned and therefore there are presently no mitigation measures being reported by exception.

5.0 High Priority Equality Actions

The Council must have evidence that it reviews its services and policies to show that they comply with the Public Sector Equality Duty (PSED) which came into force in April 2011. The PSED also requires us to publish this information as it is available.

As a result of undertaking a Departmental Equality Impact Assessments no high priority actions were identified for the Directorate to quarter 2 2012 – 2013.

6.0 Performance Overview

The following information provides a synopsis of progress for both milestones and performance indicators across the key business areas that have been identified by the Directorate.

Financial Management

Key Objectives / milestones

Ref	Milestones	Q4 Progress
FS O1	Report Medium Term Financial Strategy to Executive Board November 2012	
FS O3	Complete the Draft Abstract of Accounts for certification by Chief Financial Officer by 30th June 2012 . Publish the Abstract of Accounts by 30th September 2012 .	

Supporting Commentary

The Medium Term Financial Strategy will be reported to Executive Board on 29th November and the Abstract of Accounts was approved and published as planned.

Key Performance Indicators

Ref	Measure	11 / 12 Actual	12 / 13 Target	Q4 Actual	Q4 Progress	Direction of travel
FSLI 05	Proportion of Council Tax that was due that was collected	97.11	96.00%+	97.11		
FSLI 06	The % of Business Rates due that were collected	97.11	96.00%+	97.13		

Supporting Commentary

The established trend of consistently high rates of collection has been maintained. This is a notable achievement given the prevailing economic conditions and levels of individual disposable income.

Human Resources & Organisational Development

Key Objectives / milestones

Ref	Milestones	Q4 Progress
HRLD O1	To further enhance the existing coaching programme - September 2012	
	Further develop the capacity for e-learning opportunities and undertake promotional activities December 2012	
	Promote and take forward the delivery of actions identified within the Corporate Peoples Plan March 2013	
HRLD O2	Further develop the HR Self-serve portal - September 2012	

Supporting Commentary

Accreditation for the delivery of coaching skills has been successfully achieved and this now forms an element of the ILM programme. In addition to the continued delivery of the actions within the Corporate Peoples Plan there are now a total of 31 e-learning modules available to staff which provides a greater flexibility and whilst minimising the costs associated with staff travel and time away from the workplace.

In relation to the HR Portal The Amendment to Establishment process has been delayed as iTrent was implemented. It is intended to now commence to test the new electronic process during the coming year

Key Performance Indicators

Ref	Measure	11 / 12 Actual	12 / 13 Target	Q4 Actual	Q4 Progress	Direction of travel
HRLD LI 1	The number of working days / shifts lost due to sickness.	9.03	8.5	10.06		
HRLD LI 6	a) women	58.27	50.00	55.04		
	b) From BME communities.	2.73	1.0	2.91		
	c) With a disability	0.61	5.0	0.65		
HRLD LI 7	No of staff declaring that they meet the Disability Discrimination Act as a % of the total workforce.	2.21	7.50	1.36		
HRLD LI 8	Minority Ethnic community staff as % of total workforce.	0.89	1.0	0.89		

Supporting Commentary

In relation to the workforce profile the position remains, as expected, broadly in line with that of the preceding year, and with the exception of disabled people, is reflective of the wider community profile.

When compared with the position for Q4 last year there has been a slight increase in the levels of sickness absence. As we move into 2013 – 14 work will continue with managers to determine cause and effect relationships in order that as far as possible steps can be taken to promote individual health and well-being and to reduce levels of absence where possible.

These include recognising good attendance and analysing patterns of absence in order to undertake root cause analysis. This provides the opportunity to develop alternative means by which situations can be managed e.g. considering reasonable adjustments, variation of working patterns, mutually agreeable reduction in working hours etc.

The HR / Employee Relations teams currently offer surgeries to assist managers with specific issues and develop appropriate action plans.

ICT Infrastructure

Key Objectives / milestones

Ref	Milestones	Q4 Progress
ICT O1	Upgrade of the virtualization platform to version V6 – Dec 2012	
	Development of Cloud Application Distribution Platform - Feb 2013	
	Site to site dual Backup system - September 2012	
	Schools Cloud Services Trial and the development of a future primary trial site - September 2012	
	Interactive Web Services and SharePoint Integration – June 2012	

Supporting Commentary

The upgrade to V6 has been completed as has the dual back up system which will further enhance the strategic management of the Council's Data Assets. Additionally SharePoint is now the Council's intranet platform and old services have been decommissioned.

The Cloud Application Distribution Platform will be deployed as proof of concept in April 2013 and following a period of testing is expected to become fully operational later in the year. The Schools Cloud Services Trial, which will provide bespoke ICT solutions to Schools, and is anticipated to provide a source of income for the Council, is now underway with a Primary School and additional services are in development.

Key Performance Indicators

Ref	Measure	11 / 12 Actual	12 / 13 Target	Q4 Actual	Q4 Progress	Direction of travel
ICT LI 1	Average availability of the Council's operational servers (%).	100	99	99		
ITC LI 2	Average availability of the Councils WAN infrastructure (%).	100	99	99		
ITC LI 4	% Of all responsive repairs completed within 2 working days.	92	80	92		
ITC LI 6	Member Support: % of calls responded to within 1 working day	95	99	99		
ITC LI 8	Average working days from order to completion of a new PC	10	10	9		

Supporting Commentary

The position at year-end is very positive with a number of measures achieving their ceiling. This provides an assurance that the ICT infrastructure remains resilient and provides the necessary capability and foundation for the successful and consistent delivery of front line services to residents.

Legal & Democracy**Key Objectives / milestones**

Ref	Milestones	Q4 Progress
LD O1	Secure renewal of Lexcel & ISO Accreditation January 2013	
LD O3	To ensure that all members have been given the opportunity of a having a MAP meeting March 2013	
	To induct all new members – by October 2012	

Supporting Commentary

Both Lexcel and ISO accreditations have been secured as planned providing the authority with continuing assurance of professional standards of practice are being maintained.

All Members were provided with the opportunity of a MAP meeting and all newly elected Members taking part in the induction programme.

Key Performance Indicators

Ref	Measure	11 / 12 Actual	12 / 13 Target	Q4 Actual	Q4 Progress	Direction of travel
LDLI 01	No. Of Members with Personal Development Plans (51 Total)	51 (100%)	50 ¹ (100%)	46 (79%)		
LDLI 06	Members of Public attending Council Meetings (Council, PPBs, Exec Board, Exec Board Sub, Area Forums) – For information	138	N/A	204		
LDLI 07	No. Of Questions asked by Members of the Public at Council Meetings (Council, PPBs, Exec Board, Exec Board Sub, Area Forums) – For information	20	N/A	42		

Supporting Commentary

Although the annual target has not been achieved all Members were given the opportunity of having a MAP meeting during the course of the year. Additionally it is recognised that personal choice and individual circumstances will also be influential and Members views of existing support arrangements remains positive.

Both attendance and the number of questions being asked by members of the public have increased as compared to the same period last year. Whilst both measures can be influenced by the nature of an agenda item work continues to ensure meetings and agendas remain publicly accessible.

¹ 6 Members have expressed a wish not to partake in this programme.

Policy, Planning and Transportation

Key milestones

Ref	Milestones	Q4 Progress
PPT O1	Progress the Core Strategy to adoption October 2012 Progress the Waste Development Plan document to adoption February 2013	 
PPT O4	Respond as appropriate to the Munro Review of Child Protection to ensure that the Children and Enterprise Directorate have effective quality assurance and performance management frameworks in place by September 2012 . Support statutory inspections in CYP Directorate March 2013	
PPT O5	Review progress, revise SJB maintenance strategy document and deliver 2012/13 major bridge maintenance works programme. March 2013	
PPT O7	Commence the procurement process for the construction of the Mersey Gateway : <ul style="list-style-type: none"> • Bidders submit draft final tenders November 2012 • Issue invitation to submit final tender February 2013 • Deadline for return of key tenders March 2013 	
PPT O9	To deliver the 2012/13 LTP Capital Programme. March 2013	

Supporting commentary

Both the Core Strategy and Waste Development Plan documents have been completed and will be presented to Members for consideration / formal adoption during quarter 1 of the new financial year.

In light of the Munro review support has been provided to developing revised performance management arrangements along with support for the inspection of the Warrington Rd Children's Centre during quarter 4.

The major bridge work programme was delivered as planned within budget availability.

The delivery of the Mersey Gateway Project has largely progressed as planned although receipt of final tenders will now occur during quarter 1 (2013-14) rather than Q4 (2012-13). The impact of this slippage will be negligible.

Key Performance Indicators

Ref	Measure	11 / 12 Actual	12 / 13 Target	Q4 Actual	Q4 Progress	Direction of travel
PPT LI 07	Processing of planning applications (major / other % < 13 weeks / minor % < 8 weeks)					
	a) 'major' applications	25	60	66.7%		
	b) 'minor' applications	34	80	60.9%		
	c) 'other' applications	55	80	70.4%		
PPTLI 07	To ensure a 5 year rolling supply of housing land available for 2,000 homes over 5 years (%)	128.8	100	158.8%		
PPT LI 28	No. of passengers on community based accessible transport	253,682	267,000	275,518		
PPT LI 31	Local bus passenger journeys originating in the authority area in one year (000's)	6,060	6,200	5,491		
PPT LI 16	% dangerous damage to roads & pavements repaired within 24 hours.	94.4	98.0	74.0		

Supporting Commentary

Additional resources have been allocated to the processing of planning applications with permanent staff recruitment scheduled for quarter 1 (2013-14). This will have a positive effect upon processing times as illustrated by the year-end position.

A total of 199 housing sites were deemed deliverable within the five-year period, yielding a total of 4270 dwellings and one traveller site yielding 12 plots.

The year-end position in relation to the use of Community Based accessible transport is very positive and has been influenced by services being marketed more widely e.g. through Area Forums and the distribution of leaflets. Additionally the improved scheduling and optimisation of the in-house fleet has resulted in less use of external providers. Local bus passenger journeys have been adversely affected by the current economic climate and the need for operators to rationalise services in order to maintain financial viability of their operations.

Due to an increase in inspections the number of identified road defects has increased which has impacted upon repairs, however the most safety critical repairs are given priority. Additionally the new term contract (effective in June 2013) includes features which will provide greater contractual control to the Council, and incentives to the provider, which are likely to have a positive impact on performance as we move forward into the new financial year.

7.0 Application of symbols

Symbols are used in the following manner:

Progress		<u>Objective</u>	<u>Performance Indicator</u>
Green		Indicates that the <u>objective is on course to be achieved</u> within the appropriate timeframe.	<i>Indicates that the annual target <u>is on course to be achieved</u>.</i>
Amber		Indicates that it is <u>uncertain or too early to say at this stage</u> , whether the milestone/objective will be achieved within the appropriate timeframe.	<i>Indicates that it is <u>uncertain or too early to say at this stage</u> whether the annual target is on course to be achieved.</i>
Red		Indicates that it is <u>highly likely or certain</u> that the objective will not be achieved within the appropriate timeframe.	<i>Indicates that the target <u>will not be achieved</u> unless there is an intervention or remedial action taken.</i>

Direction of Travel Indicator

Where possible performance measures will also identify a direction of travel using the following convention

Green		Indicates that performance is better as compared to the same period last year.
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REPORT TO: Executive Board

DATE: 23rd May 2013

REPORTING OFFICER: Strategic Director Policy and Resources
and Strategic Director Children and
Enterprise

PORTFOLIO: Resources

SUBJECT: Disposal Surplus Land and Buildings

WARDS: All

1.0 PURPOSE OF THE REPORT

- 1.1 To present recommendations for the disposal of surplus infill land and buildings

2.0 RECOMMENDATION: That Executive Board

- (1) approves the recommendation to declare the sites on the schedule as surplus and bring forward for disposal;**
- (2) approves the recommendation to review the sites on hold by February 2014; and**
- (3) a further report be brought to Executive Board following this review.**

3.0 BACKGROUND

- 3.1** The Council has a number of property assets which are no longer used operationally nor fulfilling a role in support of the Council's priorities. The sites identified as surplus on the schedule accompanying this report represent the land and buildings left for disposal. They are predominantly infill plots in secondary locations and are unlikely to yield high returns.
- 3.2** From sites already identified as surplus and available for sale over the previous financial years 2010/11 , 2011/12 and 2012/13 there were 18 number of sites sold bringing in capital receipts amounting to £2,251,750. Excluding Runcorn Town Centre and HBC Fields, there are currently 9 deals with the Borough Solicitor, with anticipated receipts phased over three years amounting to,

2013/14	2014/15	2015/16
£3,726,500	£2,875,000	£350,000

The aim is to continue to dispose of the surplus sites to sustain the flow of capital receipts although the values are not high it remains worthwhile committing resources to the programme.

- 3.3** Although the property market remains subdued and likely to continue so over the next couple of years, it is recommended the remaining assets available for disposal should be identified, and disposals undertaken when market conditions allow.
- 3.4** Following the process adopted at the Executive Board meeting 23 September 2010, a schedule of additional assets has been compiled with a recommendation that these properties should be declared surplus and available for sale. The schedule includes a marketing and sale strategy with anticipated timescale and management plan if required until disposal. Subject to Executive Board approval it is anticipated that the disposal programme would be implemented over a period of 5 years depending when issues affecting the sale, market conditions allow and the resources available to bring forward the sites for disposal. In addition to the receipts summarised at 3.2, the receipts for those identified as available for disposal over the 5 year programme are estimated at (excluding the assets on hold to be reviewed):

2013/14	2104/15	2015/16	2016/17	2017/18	Total
£565,000	£1,280,000	£650,000	£10,750	£1,049,000	£3,554,750

- 3.5** Following a consultation with the relevant Ward Councillors the schedule is divided into two categories, those available for immediate disposal and those on hold subject to review. The assets on hold will be reviewed by the Asset Management Working Group and the Portfolio Holder for Resources by February 2014. These sites will be brought back to Executive Board for further consideration in due course.

The summarised estimated receipts are provided for the purposes of the context of this report only. Authority to sell individual assets at particular prices will be governed by standing orders at the time of the disposal. The summary of estimated receipts at 3.4 above are quoted net of 'clawback' due to Homes and Communities Agency where the land was transferred to the Council from their predecessor Commission for the New Towns. Further sites identified as potentially surplus and available for disposal will be disposed of in accordance with established protocols.

- 3.6** In addition to the sites identified a number of other disposals are underway and will be reported separately at the appropriate time. The

sales already underway and regeneration projects are excluded from the schedule.

3.7 The surplus sites following the construction of the Mersey Gateway scheme are not readily identifiable until the preferred bidder stage which is anticipated May 2013. A schedule will be prepared with recommendations and submitted to AMWG for approval to add the sites to the disposal programme. The timescale for disposal is unlikely to be before construction has been completed in 2016/17.

3.8 It is anticipated that these disposals can be managed within the Asset Management current staff resources. However it should be noted that this programme will demand support from already stretched resources in legal, planning and highways. The progress of the programme is to be monitored through the Asset Management Working Group and reported on a quarterly basis to the Portfolio Holder for Resources.

4.0 POLICY IMPLICATIONS

4.1 Disposing of surplus assets is a contribution to the Council's options to reduce costs without affecting frontline services.

5.0 OTHER IMPLICATIONS

None

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

6.1 Children and Young People in Halton

The realisation of the capital receipt will support the Council's priorities

6.2 Employment, Learning and Skills in Halton

The realisation of the capital receipt will support the Council's priorities

6.3 A Healthy Halton

The realisation of the capital receipt will support the Council's priorities

6.4 A Safer Halton

The realisation of the capital receipt will support the Council's priorities

6.5 Halton's Urban Renewal

The disposal of these surplus plots of land will bring them forward for economic development wherever possible

7.0 RISK ANALYSIS

7.1 Some of the capital receipt may be claimed by Homes and Communities Agency as subject to 'clawback' and this has been taken in to account by deducting an estimate to cover this item.

7.2 The estimates of capital receipts are as at April 2013 valuations and may be subject to variations over the 5 year programme. The Asset Manager to review the estimates every 6 months and report any significant variance to the Asset Management Working Group.

7.3 The sites may not sell when brought to market. If this occurs the sites will be withdrawn and the marketing strategy reviewed. Where assets have to be retained this will be reported through the Asset Management Working Group.

8.0 EQUALITY AND DIVERSITY ISSUES

None.

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

None.

Potential surplus sites Sorted by Recommendation

10.5.2013

UPRN	Ward	Property	Marketing Strategy	Estimated date of Receipt	Site Area
Sites Recommended for Disposal					
1610019	Birchfield	Land at Rock Lane/Campsey Ash	Private Treaty	14/15	1455m2
1510033	Broadheath	Land at Wilsden Road, Widnes	Public Auction	13/14	1010m2
2110016	Broadheath	Ditton Direct Link Widnes	Private Treaty	13/14	665 m ²
1350008	Ditton	Garage site Hale Road, Widnes	Private Treaty	17/18	2526m2
1510021	Ditton	Mersey View Rd (land r/o Mersey View Pub), Widnes	Private Treaty	17/18	1406m2
1520005	Ditton	Edinburgh Road Widnes	Public Auction	13/14	1114m2
3110110	Ditton	Site of former Castaway Club, Ditton junction Widnes	Private Treaty	17/18	5601m2
1510017	Farnworth	Farndale (land at), Widnes	Private Treaty	15/16	1365 m ²
1510020	Halton Brook	Latham Avenue (land at), Runcorn	Sale by Auction	14/15	654m2
1620011	Halton Brook	Land r/o 80 - 86 Stenhills Crescent, Runcorn (passageway)	Private Treaty	16/17	86 m ²
2530001	Halton Castle	Halton Village Hall	Sale by Auction	14/15	65m2
3110502	Halton Castle	Phase 2 Lakeside, Castlefields	Private Treaty	15/16	4.61 hectares
1510053	Halton View	Caretakers Bungalow Castle Street, Halton View	Private Treaty	15/16	613m2
1510047	Hough Green	Land at Northern Lane Widnes	Offer to Halton Housing Trust	15/16	502 m ²

Potential Surplus Sites for Disposal

UPRN	Ward	Property	Marketing Strategy	Estimated date of Receipt	Site Area
Sites Recommended for Disposal					
1320006	Mersey	Land adj to Percival Lane	Private Treaty	14/15	430m2
1510055	Mersey	Irwell Lane/Old Quay Street.	Public Auction	17/18	276m2
1520028	Mersey	Fisher Street - Stanley Street Runcorn.	Public Auction	17/18	270m2
1610044	Mersey	Irwell Lane/Stanley Street Runcorn.	Public Auction	15/16	2103m2
7310001	Mersey	Picow Farm Road Playing Fields	Private Treaty	14/15	1.55 hectares
1110004	Mersey and Halton Castle	Land at Mason St Runcorn.	Private Treaty	16/17	2037m2
1310006	Norton North	Eanleywood Farm Land, Tower Lane	Public Auction	14/15	1.44 hectares
7420013	Norton North	Former Marina Village Playground	Private Treaty	15/16	1197m2
1320013	Norton South	Jolly Brewer, Murdishaw	Finalise the interest from Liverpool Housing Trust and then	13/14	2899m2
1610005	Riverside	Ted's Shed, Parsonage Road	Public Auction	13/14	332m2
2510003	Riverside	Transporter Bridge House, 143-145 Mersey Rd, West Bank	Public Auction	13/14	186m2
3110109	Riverside	Land at MacDermott Rd	Public Auction	13/14	4286m2
4110010	Riverside	Land at Irwell Street / St Mary's Road, West bank.	Public Auction	14/15	548m2
3110501	Windmill Hill	Canalside Castlefields	Private Treaty	17/18	7.23 hectares

Potential Surplus Sites for Disposal

UPRN	Ward	Property	Marketing Strategy	Estimated date of Receipt	Site Area
On Hold Review	Feb-14				
1210010	Beechwood	Beechwood Avenue, Runcorn.	Public Auction	14/15	1520m2
1710005	Beechwood	Wood Lane Beechwood	Discussions needed with Home and Communities Agency about	15/16	1.1 hectares
1310002	Daresbury	Land at Chester Road adj Whitehouse	Private Treaty	17/18	1.91 hectares
1520025	Grange	Thorn Road, Runcorn	Private Treaty	13/14	970m2
1610016	Grange	Heath Road Crescent, Runcorn	Private Treaty	13/14	2759m2
8232712	Grange	Land adj Halton Lodge Primary School	Private Treaty	13/14	0.5 ha
1350002	Halton View	Houghton Close, Widnes	Private Treaty	16/17	492m2
4110002	Halton View	Bishops Way Car Park, Widnes	Private Treaty	16/17	789 m ²
7310010	Halton View	Playing fields Warrington Road, Naylor Road Widnes	Private Treaty	14/15	1.8 hectares
1520007	Hough Green	Arley Drive , Widnes	Offer to Halton Housing Trust	15/16	727m2
1520010	Hough Green	Brandon/Eversley Widnes	Offer to Halton Housing Trust	15/16	1677m2
1520011	Hough Green	Brandon, Widnes	Offer to Halton Housing Trust	15/16	1687m2
1520013	Hough Green	Bechers, Widnes	Offer to Halton Housing Trust	15/16	1430m2
1520014	Hough Green	Afton/Hough Green Road Widnes	Offer to Halton Housing Trust	15/16	1490m2

REPORT TO: Executive Board

DATE: 23 May 2013

REPORTING OFFICER: Chief Executive

PORTFOLIO: Resources

SUBJECT: Release of restrictive covenant on part of Brentfield St Marie's

WARDS: Broadheath and Hough Green

1.0 PURPOSE OF THE REPORT

1.1 To seek Board approval for the recommended variation to the restrictive covenant on Brentfield St Marie's.

2.0 RECOMMENDATION: That Council be recommended to approve the variation to the restrictive covenant on Brentfield St Marie's subject to the following conditions:

- (1) The release of the covenant shall apply only to the frontage land formerly used as clubhouse, car park, etc and identified on plan at Appendix 1. The Operational Director, Legal to ensure that the release is only implemented when the following conditions have been satisfied;**
- (2) The land released from the covenant shall be used for the development of social housing only;**
- (3) The restrictive covenant shall continue for the remaining two rugby pitches at Brentfield; and**
- (4) A new restrictive covenant in favour of the Council shall be applied to the land shown at Appendix 2 at Prescott Road playing fields for the land to be used for playing pitches and leisure only.**

3.0 SUPPORTING INFORMATION

3.1 St Marie's club had been struggling to survive as a private members club for a number of years. It was purchased by Steppingstones who have approached the Council with a proposition to develop part of the land for social housing and secure the future use of playing pitches.

- 3.2 Plans at Appendix 1 show the frontage land where it is proposed to sell the land to HHT for social housing, subject to planning permission, and the remaining two playing pitches to be transferred to the Wids. The removal of the restrictive covenant will apply to the frontage land only.
- 3.3 The other land forming part of Steppingstone's purchase of St Marie's is part of the Prescott road playing fields and is shown edged red on the plan at Appendix 2. A new restrictive covenant to limit the land for playing pitches and leisure uses in favour of the Council shall be applied to this land.
- 3.4 The alternatives for the Council are to refuse to release the covenant or seek a financial consideration for the release. Refusal to release the covenant would run the risk that sustainability of use of the rugby pitches could be undermined and the land would become overgrown, derelict and a nuisance. The Council would also be denied the new social housing on the frontage land. Financial consideration for the release of the covenant presents a challenge to the viability of Steppingstone's investments in buying St Marie's and seeking a sustainable future for the rugby teams. These alternatives were rejected in favour of securing a restriction over the land at Prescott Rd which is a much larger area of land than the area being released from restriction and also secures the much needed new social housing.

4.0 POLICY IMPLICATIONS

- 4.1 The proposal supports the Borough's Housing and Leisure objectives and is in line with the UDP and upcoming Core Strategy.

5.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

5.1 A Healthy Halton

The development will support the sustainability the town's sporting offer for families

5.2 A Safer Halton

One of our key corporate aims is to make Halton a great place to live with an attractive quality of life and excellent local environment. In safer Halton terms, the condition of their local environment is often of most concern to residents. Therefore, this development will aim to increase the confidence of communities in their neighbourhoods. This development supports the principle of improving local conditions and encouraging people to get involved in helping to shape what happens in their local area.

5.3 Halton's Urban Renewal

The development will contribute to the Council's objective of supporting and sustaining thriving neighbourhoods and open spaces that meet people's expectations and add to their enjoyment of life.

6.0 RISK ANALYSIS

6.1 In section 3.4 of the report, reference is made to the risks associated with the non-release of the covenant. This is potentially a complex scheme, the success of which will be reliant on the deployment of adequate staff resources to oversee the respective permissions, transfers and approvals for the scheme. The Economy, Enterprise and Property department is setting aside resources to achieve this

7.0 EQUALITY AND DIVERSITY ISSUES

The land released from the covenant will provide social housing, and therefore, will also be more accessible to our less affluent residents.

8.0 REASON(S) FOR DECISION

To ensure a sustainable use of playing pitches and provide new social housing.

9.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

The 'do nothing' option has been considered but this will impact on the long-term viability of the rugby pitches.

10.0 IMPLEMENTATION DATE

10.1 Once approval is received recommendations will immediately be acted upon.

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

Document	Place of Inspection	Contact Officer
Appendix 1 and 2	5 th Floor, Municipal Building	Wesley Rourke



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DK-Architects



Job: **1038 / Brentfield : Heath Road : Widnes**
 Client: **Steppingstone Developments**
 Drawing Title: **Demise: Land off Brentfield, Heath Rd.Widnes**
 Date: **12.12.12**
 Drawing no: **1038/LR-01** revision: -
 Scale: **1:1250 @ A4**
 Drawn: **dd**

revision notes:



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DK-Architects



Job: **1038 / Brentfield : Heath Road : Widnes**

Client: **Steppingstone Developments**

Drawing Title: **Demise: Playing Fields, Brentfield. Widnes**

Date: **12.12.12**

Drawing no: **1038/LR-02** revision: -

Scale: **1:1250 @ A4**

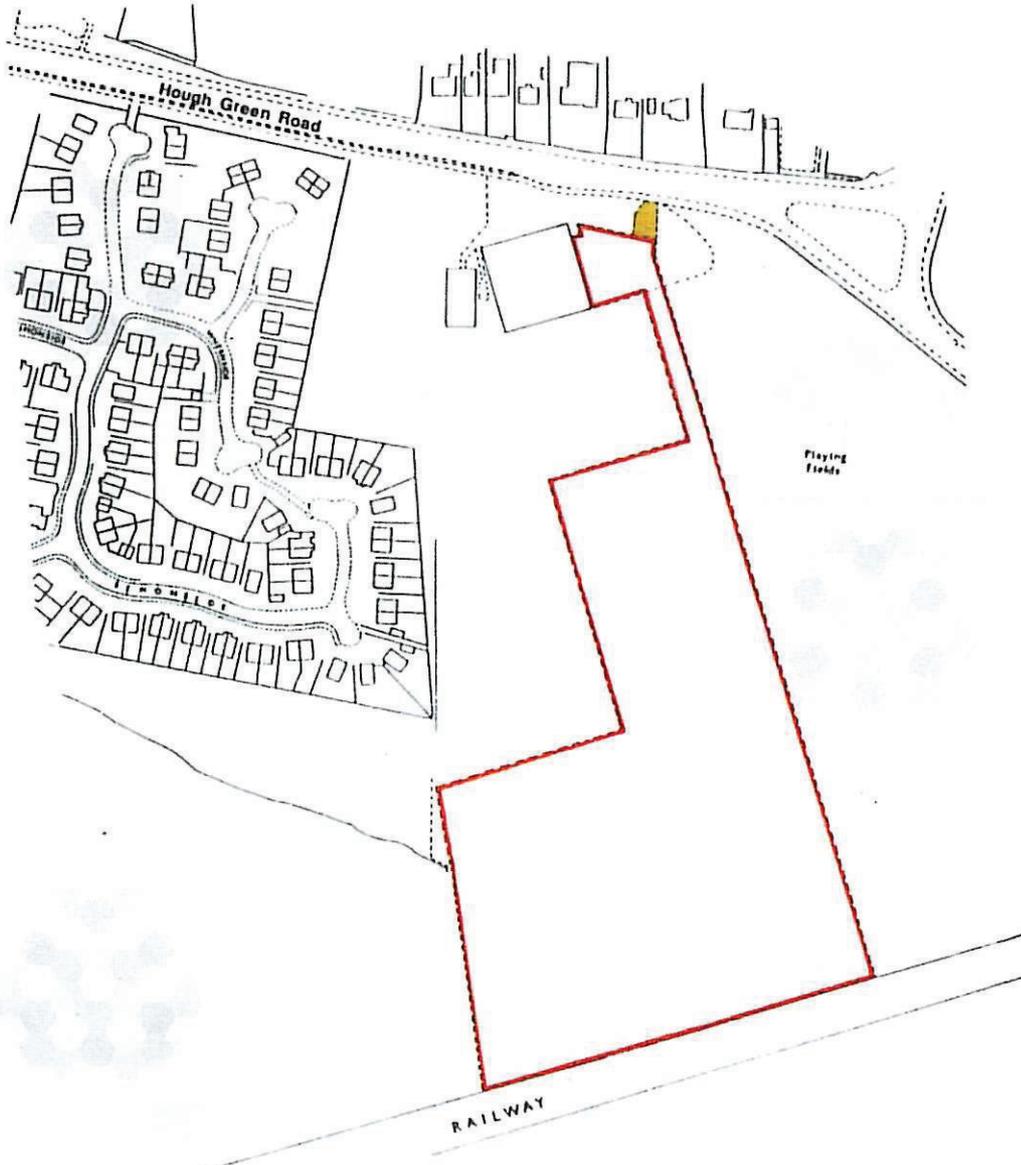
Drawn: **dd**

revision notes:

H.M. LAND REGISTRY		TITLE NUMBER	
		CH336796	
ORDNANCE SURVEY PLAN REFERENCE	SJ4986 SJ4987	SECTION	Scale 1/ 2500
COUNTY CHESHIRE	DISTRICT HALTON	© Crown copyright	



The boundaries shown by dotted lines have been plotted from the plans on the deeds. The title plan may be updated from later survey information



REPORT TO: Executive Board

DATE: 23rd May 2013

REPORTING OFFICER: Operational Director – Finance

PORTFOLIO: Resources

SUBJECT: Liverpool City Region Submission to the 2013 Spending Review

WARD(S): Borough-wide

1.0 PURPOSE OF REPORT

1.1 To seek agreement to the Liverpool City Region submission ahead of the Government's 2013 Spending Review.

2.0 RECOMMENDED: That the Liverpool City Region submission to the 2013 Spending Review as set out in the Appendix, be approved.

3.0 SUPPORTING INFORMATION

3.1 The Spending Review is an HM Treasury-led process to allocate resources across all government departments, according to the Government's priorities. Spending Reviews set firm and fixed spending budgets over several years for each department. It is then up to departments to decide how best to manage and distribute this spending within their areas of responsibility.

3.2 The 2013 Spending Review will be published by HM Treasury on June 26th 2013. The spending review will be effective from 2015/16 but no confirmation has been given to how many years it will cover.

3.3 The last Spending Review was published in October 2010 and covered the period 2011/12 to 2014/15. It was reported at the time that Local Government would suffer from budget cuts of 28% over the four year period with the majority of the cuts being front loaded ie. larger cuts in the first two years. In reality Local Government has had to deal with cuts of 33% in real terms over four years.

3.4 The Chancellor announced in his 2013 budget report, that the themes driving the 2013 Spending Review will be growth, efficiency and public service reform. He confirmed revenue expenditure will continue to fall to 2017/18 at the same rate as the 2010 spending review.

3.5 The Liverpool City Region submission has sought views from Finance and Policy leads in the six Councils, along with Merseyside Police & Fire Services, Merseyside Recycling and Waste Authority and Merseytravel.

- 3.6 The submission has been drafted to emphasise the level of cuts the region has had to deal with before and during the 2010 Spending Review. In particular it stresses how the more deprived Councils, such as Halton, are more reliant upon Government grant funding and have therefore suffered disproportionately from the large cuts in such grants compared to their budget requirement.
- 3.7 Both financial and policy concerns are covered by the submission, as these are inextricably linked. As such the outcome of the Spending Review will have significant implications for both Halton and the whole of the Liverpool City Region's local priorities and policy objectives.
- 3.8 The submission sets out the key areas of concern and risk for the Liverpool City Region authorities, including;
- Localisation of Council Tax Support
 - Council Tax Referenda
 - Protection of Specific Grants including Public Health Funding
 - Increasing costs of Adult Social Care
 - Business Rate Retention
 - New Homes Bonus
 - Scope for Further Cuts
- 3.9 The submission will be presented to the Liverpool City Region Cabinet on 24th May 2013. It will then be sent to HM Treasury and the local MPs. It will also be provided to the LGA, Sigoma, LGIU and NLGN for consideration as part of their submissions.

4.0 POLICY AND OTHER IMPLICATIONS

- 4.1 None.

5.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

- 5.1 The Council's revenue and capital budgets are part-funded by Government grant and support the delivery and achievement of all the Council's priorities.

6.0 RISK ANALYSIS

- 6.1 There is a financial risk to the funding of the Council's budget if Government funding cuts continue at the current pace. The Council's Medium Term Financial Strategy provides a mechanism for identifying and managing funding changes in a managed way.

7.0 EQUALITY AND DIVERSITY ISSUES

- 7.1 None.

8.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1072

8.1 There are no background papers under the meaning of the act

Liverpool City Region Submission to 2015/16 Spending Review

1. Introduction

In advance of the 2015/16 Spending Review announcement, this submission sets out the collective 'asks' of Government and views from Liverpool City Region Director's of Finance and Liverpool City Region Policy Leads, who represent the following organisations:

- Knowsley Metropolitan Borough Council
- Halton Borough Council
- Liverpool City Council
- St. Helens Metropolitan Borough Council
- Sefton Metropolitan Borough Council
- Wirral Metropolitan Borough Council
- Merseyside Police & Crime Commissioner
- Merseyside Fire & Rescue Service
- Merseyside Recycling and Waste Authority
- Merseytravel

2. Background

2.1 About the Liverpool City Region

The Liverpool City Region (LCR) comprises the boroughs of Halton, Knowsley, Sefton, St. Helens, Wirral and the City of Liverpool. It is home to 1,506,935 people, of whom 980,326 are of working age. The region has a long history of partnership working across shared policy objectives and a proven track record in delivering results through LCR wide programmes.

Driving economic growth is a central priority for the City Region. Substantial progress has been made over the last decade in restructuring the economy through reinforcing existing high value sectors and attracting new investment, however significant challenges remain.

The percentage of working age residents with qualifications (all levels) has improved since 2007, but closing the gap with the national average remains a challenge, particularly for the over 24s. In August 2012, there were 176,830 residents (18.1%) claiming key out-of work benefits, although this follows a pattern of improvement since 2005, the rate is still significantly higher than both regional and national averages (14.4% and 11.8% respectively). There is a distinct imbalance between the total number of jobs in the LCR local economy and the number of economically active residents, representing a jobs deficit of around 90,000. Such imbalances are common across the UK, though the deficit in the City Region is more pronounced than elsewhere. The impacts of the

welfare reforms are also a serious and growing concern, with research showing that the Liverpool City Region is one of the worse affected areas¹.

2.2 Financial Overview

The Government is aware that the largest contribution to its national deficit reduction plan has come from local government. In the current Comprehensive Spending Review period, local government funding has fallen by 33% in real terms. The impact of these cuts within local government has varied with the most deprived communities facing the largest cuts. Indeed, the last grant settlement for the authorities in the Liverpool City Region over the two year period demonstrated that the most deprived authorities, such as Liverpool - the most deprived borough per the Index of Multiple Deprivation 2010, were being subjected to above average cuts. However, the Liverpool City Region authorities have sought as far as possible to protect the frontline services the local community values and rely upon.

The Liverpool City Region is disappointed that the Chancellor, in the 2013 Budget, has already opened up the two year local government finance settlement to reduce the local government funding by 1%. This cut is unsustainable without impacting on service delivery. It follows that further reductions in 2015/16 are equally unsustainable. Finally, there is a risk that the services through which local government promotes growth will be hardest hit and there will be cost impacts on other public services.

Our submission outlines what we believe the Government can do to ensure that the Liverpool City Region is not further disproportionately affected by the deficit reduction programme. The LCR remains strongly committed to driving economic growth and supporting community resilience, and there are several important measures that the government can take to support this.

3. Spending Review Proposals

3.1 Localisation of Council Tax Support

The Liverpool City Region was disappointed that the Government has pushed ahead with the transfer of Localised Council Tax Support into the Revenue Support Grant (RSG) element of the Business Rates Retention System. The City Region believes that the allocations of **Localised Council Tax Support should remain transparent and protected** to ensure areas in receipt of RSG do not receive cuts to its Localised Council Tax Support Grant. In previous consultation responses the Liverpool City Region have outlined this as the most significant risk to the future funding of authorities, such as those in the Liverpool City Region, reliant on RSG and with a high proportion of Localised Council Tax Support Schemes to net revenue budgets.

Sefton has assessed that if the Localised Council Tax Support Grant is funded by RSG, within six years the funding provided by the Government will diminish to

¹ Sheffield Hallam University, (April 2013), *Hitting the poorest places hardest: The local and regional impact of the Welfare Reforms*.

the point where Sefton cannot fund, in full, the national scheme for pensioners (see table below):

Year	Council Tax Support Funding	Change %	Cost of Pensioner Claimants (November 2012)	Available for Working Age Claimants
2013/14	£24,202,400	-13.3%	£13,302,400	£10,900,000
2014/15	£21,733,700	-10.2%	£13,302,400	£8,431,300
2015/16	£19,516,900	-10.2%	£13,302,400	£6,214,500
2016/17	£17,526,200	-10.2%	£13,302,400	£4,223,800
2017/18	£15,738,500	-10.2%	£13,302,400	£2,436,100
2018/19	£14,133,200	-10.2%	£13,302,400	£830,800
2019/20	£12,691,600	-10.2%	£13,302,400	Nil

The Government has claimed that it has not cut the amount of Council Tax Support Grant i.e. the quantum provided to local government. **However, the mechanics of the Business Rates Retention System as it stands does actually result in cuts via overall RSG cuts.** Therefore, the Government should allocate the grant as a **Specific Grant** to ensure transparent allocations of the Council Tax Support Grant.

Most local authorities have had no alternative but to pass on the savings they require onto working age adults previously in receipt of Council Tax Benefit. However, there is an alternative (that the Liverpool City Region has previously proposed); if the Government remains committed to the policy of localising support for Council Tax it should give local authorities the autonomy and funding required to design and deliver local schemes. This should include powers to make decisions about who should be protected within such a scheme, as well as **local control over the award of discounts and exemptions, including single person discount.**

3.2 Council Tax

The Liverpool City Region does not feel that the introduction of a referendum for excessive Council Tax rises was an improvement on capping. Indeed, it adds an unnecessary extra burden on councils over and above the normal democratic processes. As has been stated by the LGA, in their Spending Review submission to HM Treasury, local authorities feel that true localism should be reflected in the ability of local communities to decide whether a referendum is appropriate and at what level.

If the Government is to persist with Council Tax referendums as a policy for controlling Council Tax then it is important that local authority short and medium-term financial planning is supported by the advance publication (multi years) of the proposed percentage and methodology to be used in the calculation. Also, the power to set the percentage should be removed from the Secretary of State and as a minimum be linked to cost pressures (indexation) faced by local authorities.

The Liverpool City Region also believe that the Government was not fully aware of the way in which budgets have been balanced year-on-year, inclusive of levies, by some authorities. Whilst the Government's intention to alleviate the pressure on authorities where levies are rising was acknowledged, this should be done in a manner which does not penalise authorities where levies are falling.

3.3 Merseyside Fire & Rescue Service - Flexibility Around Council Tax

Liverpool City Region notes that Government did afford flexibility to a small number of Fire and Rescue Authorities, with the lowest quartile of Council Taxes, in relation to the referendum limit for 2013/14. Liverpool City Region believes that the Government should consider affording the same flexibility to all Fire and Rescue Authorities in future years.

- (i) The Council Tax levels for all Fire and Rescue Authorities is relatively low with nearly all lying within plus/minus 20% of the 2012/13 national average council tax of £64.12;
- (ii) Council Tax levels for Fire and Rescue Authorities are as much an accident of historical decisions and policy choices by previous Governments dictated by two previous decisions by predecessors of the Secretary of State in 1996/97 and 2003/04, which effectively endorsed / caused large Council Tax increases; and
- (iii) The Liverpool City Region believes the Government should take account of longer term restraint around Council Tax increases as much as the absolute level (which is to some degree arbitrary) in deciding any freedoms.

3.4 Council Tax Freeze Grant

There is a concern that Council Tax Freeze Grants reward high tax-base authorities at the expense of low tax-base authorities, such as those in the Liverpool City Region that also have higher relative needs. This will become a permanent feature of the new local government finance system as the proposal is for the Council Tax Freeze Grant to be included in the baseline funding i.e. it is not based on needs, but on tax base.

If the Government persists with the policy of Council Tax freeze grants the **funding should be permanent and additional** to the local government control total.

3.5 Police and Crime Commissioner

The Merseyside Police Crime Commissioner (PCC) supports the points made above, around the Localisation of Council Tax Support, the Council Tax Referendum and the Council Tax Freeze grant. In respect of the freeze grant and the referendum, the PCC recognises the importance of minimising Council

Tax increases for Council Tax payers in the current economic climate. However, the City Region believes that it undermines the democratic mandate of recently elected PCCs. If additional funding is available for police (i.e. freeze grant), the PCC believes this should be included in the core funding for police; leaving PCCs to make decisions on Council Tax changes, free from the constraint of the Government.

It is also important to highlight that overall cuts to police budgets will necessarily see the police cutting back in areas, such as neighbourhood policing and multi-agency preventative work, as they need to focus a larger proportion of shrinking budgets on the key risks of threat and harm. This could see local Community Safety Partnerships experience increasing pressure to fill gaps around multi-agency provision on areas such as low level Anti Social Behaviour and Integrated Offender Management. In light of these points, the Liverpool City Region asks that the Spending **Review does not mean further significant reductions to police and community safety partnership resources.**

3.6 Business Rates Retention System

The Liverpool City Region supports the retention of the Small Business Rate Relief scheme during these difficult economic times. Currently, 12,790 businesses benefit in the Liverpool City Region from £19m. Indeed, the City Region would support the **Small Business Rates Relief remaining outside the Business Rates Retention System** and funded by the Government as part of the 2015/16 Spending Review to deal with the ongoing economic crisis and treated on a similar basis to transition relief.

Mandatory Reliefs are set by the Government and cover matters over which local authorities have little control and only marginal influence. This has already been referred to in previous Liverpool City Region responses to consultation on the Business Rates Retention System. Therefore, **Mandatory Reliefs should be taken outside of the Business Rates System** as they will unfairly affect authorities. For example, there is a significant risk that local authorities will pick up the bill for future reliefs allowed that they have no control over, including Government policy, such as school conversions into academies across the Liverpool City Region, which will eventually cost more than £7m.

Another example of the significant risk faced by local authorities was the Magistrates' Court decision in Cheshire to approve as legal a scheme whereby a vacant office building was let to a charity, the Public Safety Charitable Trust. Through this scheme, the charity housed a Wi-Fi installation and the charity claimed 80% charitable relief

The Liverpool City Region would also like to remind the Government that there is still uncertainty around future appeals and empty property relief that are passed onto Council Tax payers. However, due to the funding arrangements these can only be delivered by further cuts in front line services. The Liverpool City Region also have concerns going forward about what would happen if there are a number of successful appeals following revaluation and interest payments increase. For example, an adjustment was required to Sefton's national non-domestic rate (NNDR3) data to remove backdated rates issued to the occupiers of Port properties transferred on to the Council's rates list in 2008/09.

3.7 New Homes Bonus

The New Homes Bonus rewards local authorities that have available land and demand for housing, especially for large homes in high council tax bands. This policy therefore tends to reward wealthier areas at the expense of more deprived communities where developers are less likely to want to build, or where land can be more expensive to redevelop. This is of concern to the Liverpool City Region given that the region contains a comparatively high proportion of deprived communities. Furthermore, the resources now identified (£2bn) by the Government to fund the New Homes Bonus is double that proposed in the current Comprehensive Spending Review, which inevitably leads to even greater top slicing of resources in the new Business Rates Retention system.

For example, a projection of future New Homes Bonus likely to be received by 2018/19 and of funding lost as a result of an eventual £2bn top slice shows Liverpool City Council could lose over £26 million as a result of the funding being distributed as part of New Homes Bonus rather than forming part of the start up funding allocations under the Business Rates Retention System.

The National Audit Office has also stated that the policy has failed to deliver its policy objectives. Therefore, the Liverpool City Region believes that the **New Homes Bonus should be revoked** as part of the Spending Review. If the Government persists with the scheme, it should as a minimum be funded outside the local government finance system to stop the top slicing of resources allocated on a needs basis. To redress the balance, the scheme should also offer developers more incentives to build homes in areas that require affordable housing and regeneration.

3.8 NHS Funding for Social Services

The integration of Health and Social Care is critical to the delivery of services that make the best use of resources to support people effectively. The Liverpool City Region is pleased that the Government throughout the current Comprehensive Spending Review period has acknowledged that funding for health and social care services are at risk from the ongoing cuts by continuing with the NHS grant funding until 2014/15. The purpose of this funding is to mitigate against an increase in admissions and costs to the NHS budget.

This funding now supports essential social care budgets and is funding that the NHS has not required. Therefore, the Liverpool City Region supports the **permanent transfer of this funding** from the Department of Health control total to the Local Government control total as part of the Spending Review.

However, it is important that any treatment of Department of Health resources subject to transfer to local authorities as part of the Spending Review is protected like all other Department of Health resources and that **funding also increases to accurately reflect the demand for adult social care services**. Along with demographic pressures, the policy to deliver care closer to the home is placing additional financial demands on community based services such as social care and reablement.

3.9 Adult Social Care Reforms

Liverpool City Region authorities are doing what they can to constrain increasing costs in adult social care. The Government's proposed reforms in adult social care (Dilnot proposals) will mean little if the system itself is not adequately funded to take account of the ongoing pressures posed by rising demand and increasing costs. The Liverpool City Region does not consider this to be just an issue about the increase in the number of older people, but also increasingly includes working age adults living longer with disabilities. The levels of savings in adult social care achieved by local authorities in the current Comprehensive Spending Review are not sustainable going forward.

The City Region asks the Government to continue the reform of adult social care with clear, transparent and meaningful dialogue on how social care will be funded in the future. **It is imperative that policy changes are fully funded to ensure that they can be implemented without impinging further on already stretched adult social care budgets.**

3.10 Public Health Grant

The Liverpool City Region is concerned about how this grant will be treated in the forthcoming Spending Review and also about the workings of the future allocation formula proposed by ACRA in last year's Department of Health engagement on Public Health funding.

The Liverpool City Region believes that the Public Health Grant should be:

- A Specific Grant that is adequately weighted to take into account levels of need and deprivation;
- Protected alongside other Department of Health funding;
- Progressively increased in real terms to help control expenditure on high cost health care in the future;
- Subject to a slow and long term pace of change; and
- That the introduction of payment by results should be delayed.

The Liverpool City Region would welcome early discussions on the health premium incentive. We believe that financial incentives need to be balanced with additional resources to support individuals that have the least assets and the greatest challenges in relation to health improvement.

3.11 Specific Grants

The Liverpool City Region continues to support the **use of Specific Grants for new Government initiatives or new burdens** on local authorities. This method of grant allocation helps local authorities to meet the demands of the Government.

The Liverpool City Region believes a number of grants within the Business Rates Retention System should be reverted to Specific Grants in the Spending Review to ensure they cannot be subject to generalised cuts in funding in future years as RSG is cut by the Government, for example:

- Concessionary Fares - It is not possible to determine how much individual authorities receive for concessionary fares to ensure the costs of the national scheme are fully funded by the Government in accordance with the new burdens regime.

3.12 Waste

The Liverpool City Region authorities are disappointed that the Government has withdrawn the Waste Infrastructure Credits for the region's waste project, worth approximately £6m per annum over the life of the contract. The project to date has incurred significant investment by the district authorities and future savings that could be made are going to be more difficult to achieve in future years. The Liverpool City Region authorities ask the Government to provide recompense for costs incurred by the Liverpool City Region that could then be used to support operational cost pressures faced by authorities in the region that limits improvements in recycling.

Despite the withdrawal of government funding, the region has agreed to continue the project and has confirmed the preferred bidder for the Resource and Recovery Contract. The contract will run from 2016 and will mean that 90% of the waste stream will be treated, reducing landfill to only 10%.

It is in our view that the landfill tax escalator has now served its purpose and has provided sufficient incentive for authorities to divert waste from landfill. From a Liverpool City Region perspective, further increases to landfill tax will not deliver any further environmental benefits, but may only serve to raise new income to the Treasury. The City Region recognise locally, that our efforts now need to focus on resident behaviour change, for example by making it easier for people to recycle and incentivising change.

3.13 Scope for Further Cuts

The Government has already made it clear that it expects pay restraint in the public sector through 1% pay awards and cessation of incremental progression and has stated that as part of the Spending Review it will adjust the funding control totals accordingly. The Liverpool City Region is concerned how this translates into the funding control total for local authorities as previous pay restraint has meant reductions to the overall local government control total, not based on employee costs. This unilateral approach is not appropriate, especially now funding is distributed via the Business Rates Retention System.

In the recent Budget, the Chancellor announced significant changes to how pensions will be funded, including the cessation of **contracting out of National Insurance** for employees and employers. The changes will save HM Treasury significant costs that were previously saved by local authority employers. Therefore, the Liverpool City Region ask that the Government makes the equivalent transfer to ensure the overall **transfer is cost neutral** to local authority budgets.

Liverpool City Region authorities are doing what they can to constrain increasing costs in adult social care. The City Region asks the Government to be **honest about what services are actually being cut** as part of the Spending Review

such as core services i.e. adult social care, and children's services plus Tailored Grants like Supporting People. For example:

- (i) The Government claims it has maintained the localisation of Council Tax Support Grant quantum within the Business Rate Retention System, which actually means services supported by RSG were cut in 2013/14 by 23% and not 17%; and
- (ii) In 2011/12, the Government claimed that the cuts to Supporting People were not as great as claimed by some local authorities after taking account of Floor Grant. However, damping was never applied to this specific area and was only provided in general terms, which did expose Supporting People budgets to large cuts in funding.

The Liverpool City Region would support the review of any other primary legislation that could be amended to allow local authorities to recover costs of services from the private sector to contain future liabilities they face, especially in the context of cuts in funding. For example, highways maintenance budgets continue to receive significant cuts in funding, which make it more difficult for local authorities to maintain the condition of the public highway. However, if Section 38 of the Highways Act 1980 was amended to make it clear that local authorities could charge developers for commuted sums for highways maintenance this would allow local authorities, if they so wish, to adopt new highways with full budget provision received against future liability and thus not increase the pressure on current highways maintenance budgets.

3.14 Roll-out of Community Budgets

The Liverpool City Region is keen to see the extent to which the four whole place community budget pilots could deliver local public service reforms, and significant financial benefits over the longer term. However, it is felt that this will only be **achieved with the complete buy in from all Whitehall departments**. Indeed, since the majority of the financial benefits of integrated local approaches to public service delivery would accrue to the Department for Work and Pensions, Department of Health, the Home Office, and the Ministry of Justice, the Liverpool City Region feel it is essential that these departments benefiting from the approach share in the upfront investment needed to deliver it in each area.

The **Government also needs to ensure that the right pre-conditions are in place that will help to facilitate budget alignment and data sharing** across local government organisations and Whitehall departments. The Liverpool City Region remains concerned that the differential treatment of VAT between local authorities and other public agencies remains as a barrier to limit the most effective delivery of services across Government departments in the region. Therefore, the Government should allow other public agencies to receive VAT exemptions to enable shared services and efficient cross sector working.

3.15 Dedicated Schools Grant

Liverpool City Region local authorities have sought to protect early intervention services from the full effect of budget reductions, due to the positive impact that these services have on tackling child poverty, improving life chances and reducing costs to statutory services in the long-term. However, this position is difficult to sustain, given the restrictions to how schools can contribute to early intervention through the Dedicated Schools Grant. Indeed, the most recent reforms have also stopped Schools Forums from entering into 'pooling' arrangements of this sort.

Without increased flexibilities, there is a risk that schools and services such as child protection and children social services will bear a greater financial burden in future years, as problems that present later are typically more complex and costly.

The Liverpool City Region, therefore, ask the Government to:

- Change the rules on the use of the Dedicated Schools Grant to allow schools to work with councils to support early intervention;
- Commit to finding ways to provide local authorities with a stable funding outlook and support effective financial planning including funding for schools and removing ring-fences in children's services; and
- Formalise the School Forums' flexibilities and responsibilities to enable them to best meet local needs.

3.16 Capital

The Liverpool City Region was disappointed that the Government top-sliced the Local Government Finance Settlement by £100m in 2013/14 to support capitalisation across local government. This seems primarily to be a central government financial accounting issue as local authorities already pay for capitalisation out of future revenue streams. Therefore, the Liverpool City Region would like future **capitalisation to be allowed without any further top-slice of local authority funding**.

Accessing capitalisation resources usually comes with stringent conditions with an emphasis on authorities using reserves first. Clearly, this will pass immense pressure onto Council budgets and will impact the delivery of local services. The Liverpool City Region would also like the Government to be more flexible than it has been previously with regards its approach to capitalisation, such as allowing unsupported borrowing for all aspects of capitalisation. In addition, the Government could allow capitalisation beyond redundancy, for example short term invest to save schemes that will deliver the efficiencies and savings required to balance their budgets i.e. shared services investment.

Local authorities have seen significant reductions in capital allocations during the current Comprehensive Spending Review. The Government should acknowledge the role it must play in helping areas, such as the Liverpool City Region to grow. London and the South East has benefited significantly from investment for the Olympics and Cross Rail. A review is needed to ensure that **more capital support is directed to the regions**. The Liverpool City Region believes that a significant proportion of the increased capital expenditure (£3bn

per annum) announced by the Chancellor in the Budget should be allocated to local authorities or partners in the region (i.e. Local Enterprise Partnership (LEP) and Integrated Transport Authority).

3.17 Promoting Growth

The Liverpool City Region has a long history of partnership working on economic development. We believe that greater decentralisation through local growth deals will support the Liverpool City Region to make a step change in the performance of its economy. The government's decision to devolve more growth funding to a single pot at LEP-level is a significant step towards this. However, the policy detail is still unclear.

The Liverpool City Region asks that the **Government creates a cross-government single investment pot for LEPs with a long period of budget certainty**. The broadest and largest possible pots will give regions the best opportunity to accelerate economic growth. Also, any process for allocating funding takes into account the significant jobs deficit in the Liverpool City Region of around 90,000 and impact of welfare reforms on the local economy (as detailed below).

LCR local authorities are keen to benefit from growth through business rate retention as this funding can help to protect and sustain front line services. In light of this, we ask that **any increases in the local share of business rates be retained by local government**, and that Government considers ways of increasing the local share.

The Liverpool City Region would also support HM Treasury to work closely with the LGA to develop a local authority bonds agency to provide alternative sources of public finance [capital].

3.18 Single Property Board

The LGA has prepared its own submission to government ahead of the Spending Review announcement. The Liverpool City Region is largely supportive of the response; however it does have concerns about the proposed Single Property Board. The LGA suggests that the model for local growth deals could incorporate a Single Property Board that would set the strategy for the use and disposal of local and national public sector land and assets.

This may have potential to bring some benefits, for example, it could encourage a more strategic approach to the release of public land for development across an area. However, there are also many risks and uncertainties attached to the proposal. For example, how would the Single Board fit with existing local authority level governance and political decision making processes? Could a Single Board serve to add another level of bureaucracy? **The Liverpool City Region would welcome further discussion on the value and purpose of a Single Property Board.**

3.19 Transport

The Liverpool City Region welcomes the proposal to devolve transport funding into a Single Growth Pot. The principle of devolution is a fully supported and established policy position in the Liverpool City Region. The City Region has recently created a Local Transport Body (LTB) to manage policy making and funding decisions. It includes senior representation from the LEP, the Merseyside Integrated Transport Authority, and all local authorities. The LTB demonstrates the Liverpool City Region's commitment to joint working on major transport schemes and that governance arrangements are in place to support the funding process for the Single Growth Pot.

The Liverpool City Region has concerns about the national proposals to reduce the role of the Highways Agency and to engage the private sector in the maintenance of the strategic network. There is a risk that this could lead to a reduction in the level of infrastructure investment (due to the focus on profit generation) and regional differences in the charge for maintenance work. **The Liverpool City Region ask the Government to ensure that the DfT Feasibility Study addresses these concerns.**

In line with our commitments to localism and devolution the Liverpool City Region also supports:

- Greater local flexibility across the English National Concessionary Travel Scheme – The concessionary scheme prescribes who is eligible for a travel pass, the times it can be used and on what form of transport. Increased local flexibility would enable local authorities to use the limited funding more effectively to meet local demands;
- Greater Powers through the Traffic Management Act (Part 6) – Greater powers to allow local authorities to determine parking restrictions locally without applying to the Secretary of State would enable local areas to manage issues such as traffic congestion more efficiently and effectively; and
- More local influence over future rail franchises and the targeting of funding – Liverpool City Region believe that increased local control over rail services, by devolving greater responsibility for commissioning and managing franchise arrangements, will support activity to drive economic growth. Government will recall that this is also an 'ask' in the Liverpool City Region Growth Deal.

3.20 Skills

The Liverpool City Region authorities are committed to raising the level and relevance of skills to reflect employer demand and boost productivity. This is being progressed on a City Region scale through the LEP and Employment and Skills Board. However, current skills policy and funding is fragmented across age groups. This can hinder efforts to establish a responsive and effective skills system. **The Liverpool City Region would welcome greater devolution of skills policy and funding to the Liverpool City Region Skills for Growth Bank.**

The Liverpool City Region supports that local authorities and their partners should:

- secure employer led place based mechanisms to set and deliver skills priorities;
- become the default commissioners of all programmes seeking to get the most disengaged young people up to 24 years old back into work training and education;
- build on pilots that deliver outcome based funding to provide incentives to providers to focus that provision that is mostly aligned to economic outcomes;
- coordinate Information, Advice and Guidance resources and services to maximise the impact on Raising the Participation Age and NEET;
- co-design, with Jobcentre Plus and Work Programme providers, joint packages and employment programmes for hardest to reach young people and ensure that these link to the £100m Big Lottery Talent Match programme; and
- commission wage subsidies announced as part of the Youth Contract, engaging small and medium enterprises and targeting young people with most to gain from public subsidies.

The Liverpool City Region also asks that government also consider the re-introduction of some form of targeted maintenance allowance to encourage young people into education and training where there are financial barriers to engagement.

3.21 Welfare Reforms / Universal Credit

The Government has implemented significant welfare reforms over the last couple of years, in advance of the introduction of Universal Credit in 2013. Evidence shows that the reforms have had a disproportionate impact on the Liverpool City Region authorities. It is estimated that when the welfare reforms come into full effect, the average loss per working age adult in Britain will be £470 a year. In the Liverpool City Region, this loss rises by more than £190, to £663 per working age adult. In terms of the wider economic impacts, the reforms are projected to take £650m away from the City Region economy; this is equivalent to 2.7% of the local economy².

The welfare reforms place significant new burdens on local authorities and their partners such as housing providers. The Liverpool City Region seek a commitment from the Government that **all additional costs faced by local authorities and their partners as a result of welfare reform, both direct and indirect, are fully met through new burdens funding.**

For example, early feedback on the implementation of Local Welfare Assistance Schemes suggests that wider council services (such as debt advice, social care and children's services) are experiencing increased demand, as those that administer assistance are able to identify problems and signpost residents to a wide range of appropriate support services. However, this indirect cost is not recognised in the Social Fund allocation.

² Sheffield Hallam University (April 2013) Hitting the poorest places hardest: The local and regional impact of the Welfare Reforms.

Greater freedoms and flexibilities for DWP to share information with local authorities will also help to reduce the administration costs of Local Welfare Assistance. For example, basic details on whether a client has previously applied, been awarded or rejected from support by DWP could help Local Authorities to speed up the application process.

The Liverpool City Region also asks that the Spending Review **commits funding for Local Welfare Assistance schemes after 2014/15**.

The change to **Universal Credit will also place significant new burdens on local authorities** to deliver the large scale transfer of millions of claimants between 2013 and 2017.

For example, public access to IT via libraries and one stop shop services where residents can access the internet at low or no cost, plus guidance on how to use IT will be a fundamental requirement of the Government's Universal Credit proposals – implemented by digital default. However, an estimated 204,200 adults in the Liverpool City Region have never used the internet³; national evidence suggests that a significant proportion of these residents will be RSL tenants. Therefore, local authorities will be required to support these residents; the increased demands in services must be reflected in the funding for Universal Credit.

The Liverpool City Region accepts that as claimants transfer to Universal Credit there will be reductions in the number of Housing Benefit claimants and there will be a requirement for Government to reduce the Housing Benefit and Council Tax Benefit Administration Grant. However, the City Region authorities do not agree that the current methodology should continue to be used because local authorities will be left with fixed costs that will not reduce as claimant numbers dwindle. Indeed, costs could remain within local authorities for several years after the last Housing Benefit claimant transfers onto Universal Credit and the Government must ensure that adequate funding is still provided.

4. Conclusion

The Liverpool City Region was concerned by the significant level of risk transfer from central government to local government in the current Comprehensive Spending Review period. Currently, there is a rising level of risk that local authorities are expected to resolve, without the resources available to the Government i.e. taxation powers or borrowing. The examples of risk transfer that have, or will, occur are:

- a. Moving away from a 'needs' basis for allocating resources;
- b. Requiring large savings without commensurate flexibilities to implement them i.e. capitalisation;
- c. The changes to the Business Rate regime;
- d. Welfare Reform (i.e. Universal Credit);
- e. Council Tax capping; and
- f. Council Tax Benefits localisation, a reduction in funding, and an inability to share that reduction across the whole population.

³ City of London Digital Inclusion Dashboard Tool (2012).

In areas, such as the Liverpool City Region, the above changes represent an unprecedented fiscal challenge, threatening the livelihood of the community and essential services. The Government has not quantified or acknowledged the varying cumulative impact by region or authority, of these combined initiatives. Therefore, the Liverpool City Region asks the Government to engage with authorities on evaluating this regional impact prior to the Spending Review and seek to mitigate the impact of the changes to date on the worst affected areas in the Spending Review.

Finally, the Liverpool City Region believes that there should be an Equalities Impact Assessment of the collection of changes made by the Government in the current Comprehensive Spending Review period plus its proposed Spending Review plans for 2015/16 and beyond to determine the effects on wider outcomes, for example, health, child poverty, vulnerable groups and educational attainment.

REPORT TO: Executive Board

DATE: 23 May 2013

REPORTING OFFICER: Strategic Director, Children and Enterprise

PORTFOLIO: Physical Environment

SUBJECT: Waiver of Standing Orders under Emergency Procedures in respect of Daresbury RGF Project.

WARD(S) Borough-wide

1.0 **PURPOSE OF THE REPORT**

1.1 The purpose of the report is to notify members that a waiver of standing orders was granted in respect of the Scottish Power element of the Daresbury Regional Growth Fund Programme.

2.0 **RECOMMENDATION: That Members note that a waiver of standing orders under SO1.8.1, “emergency waiver via the Chief Executive”, was obtained to allow us to contract for the electricity connection for Daresbury Laboratory with SP Power Systems Ltd in the sum of £3.93m. This allowed us to enter into the contract within the timescales necessary for Regional Growth Funding.**

3.0 **SUPPORTING INFORMATION**

3.1 **Regional Growth Fund**

The application for Daresbury Enterprise Zone for £9.77m was approved on 19th October 2012 and includes four key components:

Project Tech Space - the construction of grow-on high quality, office and specialised laboratory space meeting demands for growing lab-based businesses; £10.1m

Power (Phase1) - increasing power supply to 20 MVA to facilitate the Science and Technology Facilities Council future R&D programmes and collaborations with private sector; £6.965m

3.2 **Environmental Improvements** - site acquisitions, site clearance, and landscape improvements to create a critical mass of development land within a high impact environment; £2.12m

Transport Improvements - to provide enhanced public transport provision to and from Sci-Tech Daresbury and improving access to job opportunities for all (especially young people) and maximising business growth through access to the right skills; £350k

We are currently in the due diligence period for RGF, with a final offer letter expected by 19th May.

- 3.3 As part of the process STFC colleagues met with Scottish Power (SP) and at the meeting the criticality of timing became clear and if SP is to complete the works within the timeframe allowed by RGF, the SP offer letter would have to have been accepted by the end of April 2013. STFC advised that this would have significant procurement issues for STFC and to ensure the timetable could be met a proposal was made to the Chief Executive that Halton Borough Council should enter into the contract with Scottish Power.

A further extension for the SP contract to 31st May to coincide with the RGF Offer was secured.

- 3.4 The SP works include contestable and non-contestable works. Advice has been sought from Arups regarding a single tender case, contracting for both contestable and non-contestable works with SP. Given the extent of the works and level of investment by SP being such a significant proportion of the contestable works, Arups consider the best option for Halton Borough Council is to place an order directly with SP. Further details in Section 7 Risk Analysis.

- 3.5 The power element is an integral part of the RGF programme and without it there is a risk to securing the RGF funding for the whole programme.

- 3.6 In view of the above it was imperative that the contract was entered into by mid-May. Following discussions with the Head of Procurement it was agreed that the most appropriate course of action was to obtain a waiver of standing order 4.1 Competition requirements under SO1.8.1, "emergency waiver via the Chief Executive" to allow us to contract with Scottish Power. The waiver was duly requested and obtained.

- 3.7 Value for Money

The contract value is £3.93m, therefore below EU thresholds. Scottish Power also advised that SP Manweb have a licence obligation to determine the cost of any connection in accordance with the Ofgem approved Connection Charging Methodology Statement to ensure a consistent approach in the way your Connection Charge is calculated (for clarity Ofgem is a statutory body). In doing so, they must determine the minimum scheme which is the lowest overall capital cost to provide the required capacity.

- 3.8 Transparency
The contract will be subject to the standard audit process.
- 3.9 Propriety and Security
The usual integrity clauses will be built into the contract document and only staff with a need to know will have information about the contract.
- 3.10 Accountability
Accountability would remain with the Operational Director awarding the contract.

4.0 **POLICY IMPLICATIONS**

- 4.1 The Daresbury strategic site is included in the Council's Corporate Plan, the Halton Partnership and Halton Borough Council Urban Renewal Strategy and Action Plan, and supports the Council's Urban Renewal corporate priority. Grant funding is essential to facilitate the delivery of Daresbury.

5.0 **OTHER/FINANCIAL IMPLICATIONS**

- 5.1 The funding would come directly to Halton Borough Council as the accountable body from the RGF grant, this is subject to a Final Grant Offer which we expect to receive around the 19th May.

There is also a VAT element to the project of approximately £830k which STFC would need to pay. STFC have been made aware of this.

We would not enter into the contract with Scottish Power before the RGF funding is in place and a commitment is given by STFC.

Providing we can secure the RGF and the STFC funding, we would have all the funding in place to procure the Power and no Council funding would be required. A funding code will be set up for the Daresbury programme in order to receive the RGF for the whole programme and to pay partners for the individual elements.

As with any grant there is a risk of clawback in the event the outputs, jobs in this case, are not delivered. As with the 3MG project we would propose to use a back to back contract between the Council and the JV so that all the risks are passed to the JV.

The JV Board on the 26 April were asked to endorse the action and to accept the risk of clawback. The contract with SCP needs to be entered into before the 31st May. However, if the JV Board fail to

agree or if either funding source is not confirmed we will not enter into the contract.

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

6.1 Children & Young People in Halton

None

6.2 Employment, Learning & Skills in Halton

None

6.3 A Healthy Halton

None

6.4 A Safer Halton

None

6.5 Halton's Urban Renewal

The Daresbury strategic site is included in the Council's Corporate Plan, the Halton Partnership and Halton Borough Council Urban Renewal Strategy and Action Plan, and supports the Council's Urban Renewal corporate priority. Grant funding is essential to facilitate the delivery of Daresbury.

7.0 RISK ANALYSIS

7.1 There was urgency to contract with Scottish Power before the end of April in order to secure the project and the RGF Funding. Due to the complexity of the specification and evaluation of tenders there would be a risk to award the contract in time in a formal tender process.

Advice has been obtained from Arups regarding a single tender case in support of contracting with Scottish Power for both the contestable and non-contestable works. They advise that there are principally two viable options for procurement of the new connection for Daresbury Laboratories:

1. Placing an order directly with SP for £3.9M; or
2. Placing an order with a suitably qualified contractor to undertake the contestable works and co-ordinate SP's non-contestable works.

In their experience, option 2 could save 10%. However, with option 2, the following points are worthy of note:

- The contract value would be of the order of £7.3M (£7.9M less 10% of £6.5M contestable works).
- There would need to be an agreement negotiated with SP for them to pay their around £4M of investment to the client.
- The cashflow for the client could be significantly greater than

with option 1 where £3.9M is paid to SP.

- As SP will have to approve all the works, there will remain the possibility that the client will have to pay for their contractor constructing work to SP's satisfaction.

Arups are not aware of a contestable works arrangement being undertaken where a DNO pays the client for their investment elements. Arups consider option 2 to have several significant risks for the client.

8.0 **EQUALITY AND DIVERSITY ISSUES**

8.1 There are no equality and diversity issues.

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

Document	Place of Inspection	Contact Officer
Daresbury RGF Offer Letter	Regeneration, 5 th Floor Municipal Building	Helen Roberts
SP Power Systems Contract	Regeneration, 5 th Floor Municipal Building	Helen Roberts

REPORT TO:	Executive Board
DATE:	23rd May 2013
REPORTING OFFICER:	Strategic Director – Policy and Resources
PORTFOLIO:	Physical Environment
SUBJECT:	Statement of Community Involvement (SCI) Local Plan Document
WARDS:	Boroughwide

1.0 PURPOSE OF THE REPORT

- 1.1 This report seeks the approval of the Executive Board to publish the consultation draft Statement of Community Involvement (SCI) 2013 for a four week period of public consultation.
- 1.2 The SCI outlines the standards that the Council will employ to meet the legal requirements for involving the community effectively in the planning system.

2.0 RECOMMENDATION: That

- (1) the consultation draft SCI (Appendix A) is approved by Executive Board for the purposes of public consultation for a four week period; and**
- (2) any minor drafting amendments which may be made to the consultation draft SCI prior to public consultation be delegated to the Operational Director – Policy, Planning and Transportation in consultation with the Executive Board Member, Physical Environment.**

3.0 SUPPORTING INFORMATION

- 3.1 The Statement of Community Involvement, or SCI, sets out the way the Council will involve the local community, stakeholders and statutory bodies in the preparation and revision of Local Plans. The SCI informs the community about how and when they can get involved. The SCI also describes the council's procedures and arrangements for involving the community when considering planning applications and major proposals for development. The procedures contained with an adopted SCI must be followed for consultation on all Local Plan documents and all planning applications within Halton.

3.2 The council's first SCI was adopted in 2007. It is being updated in 2013 because there have been a number of legislative changes to the way that planning documents are prepared. In addition, technological advances have seen the emergence of online and electronic communication as the preferred media for many individuals and organisations.

4.0 POLICY IMPLICATIONS

4.1 The SCI has been produced to ensure that through its function as a Local Planning Authority; the Council is in accordance with National Planning Policy and Regulations.

5.0 OTHER IMPLICATIONS

No other known implications

6.0 RISK ANALYSIS

No legal or financial risks to the Council can be identified so long as the statutory procedures for the preparation of the SCI are met.

Continuing with the original SCI entails minor financial risk as its requirements become increasingly out-of-date and out of step with modern communication practices impeding potential cost savings.

7.0 EQUALITY AND DIVERSITY ISSUES

No equality and diversity implications have been identified.

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

Document	Place of Inspection	Contact Officer
Planning and Compulsory Purchase Act (2004 as amended) Section 18	Municipal Building	Alasdair Cross
Town and Country Planning (Local Planning) (England) Regulations 2012	Municipal Building	Alasdair Cross
Halton Local Development Scheme	Municipal Building	Alasdair Cross

Consultation Draft
Statement of
Community
Involvement 2013

Operational Director
Policy, Planning and Transportation
Halton Borough Council,
Municipal Building,
Kingsway,
Widnes,
WA8 7QF

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I. Introduction and Purpose

Statutory basis for this Statement of Community involvement (SCI)

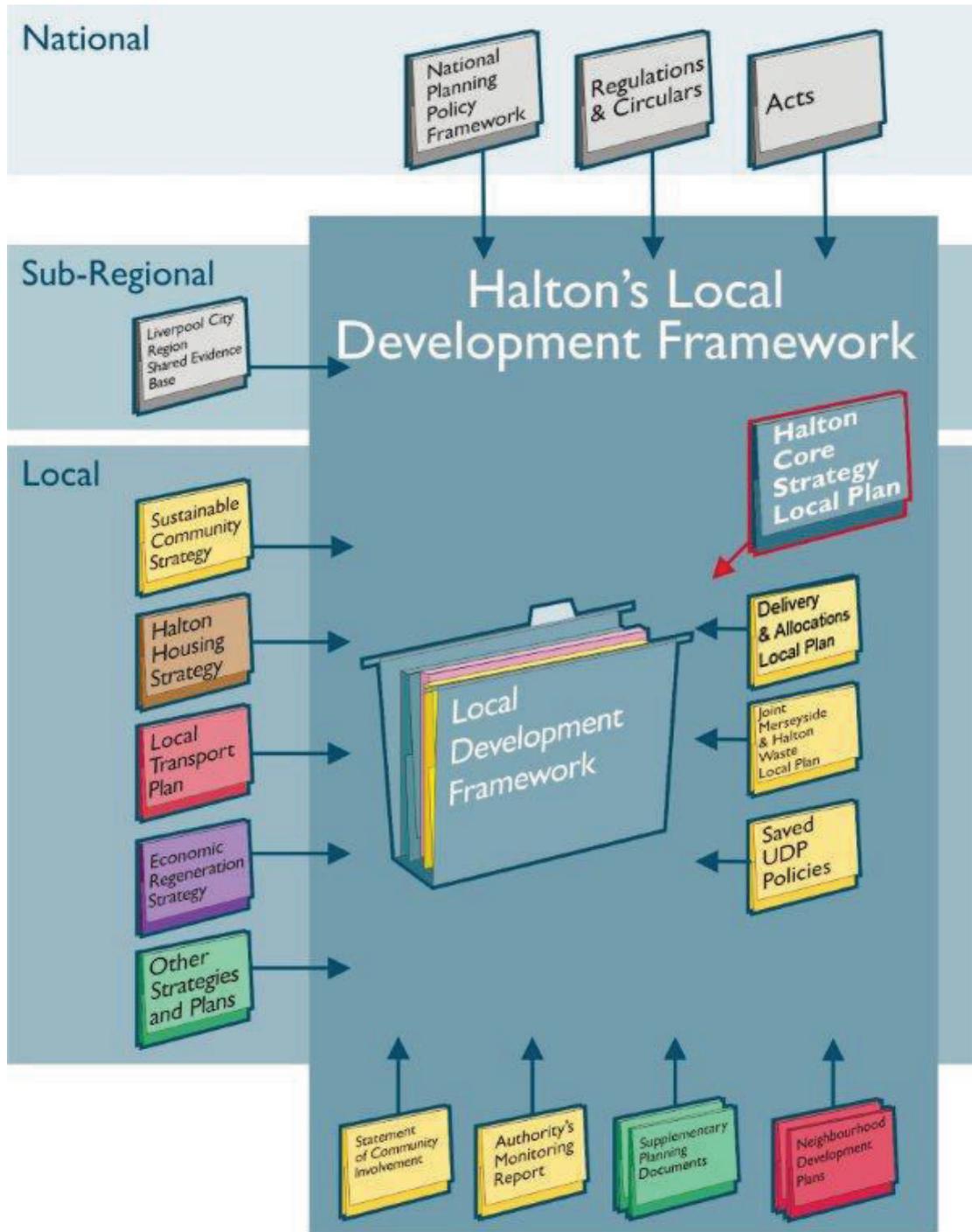
- I.1 The requirement to prepare a SCI was introduced by section 18 of the Planning and Compulsory Purchase Act 2004. A SCI is a statement of the Council's policy as to the involvement of interested parties in the exercise specified under sections 19, 26 and 28 of this Act and Part 3 of the Town and Country Planning Act 1990. This relates to persons who appear to the authority to have an interest in matters relating to development in their area.
- I.2 The functions specified for the purpose of SCI's are the Council's functions relating to:
- I.2.1 The preparation and revision of local development documents (including joint local development documents) and
- I.2.2 The provisions relating to the control of development in Part III Town and Country Planning Act 1990.

Our Statement of Community Involvement (SCI): Role and Purpose

- I.3 The role and purpose of the SCI is to provide the community with clarity on the levels of involvement that they should expect in planning processes. This statement explains how the Council will involve the community in planning for the future use of land in the Borough. It gives a level of certainty to key stakeholders and the general public as to how they can be involved in plan making and development control processes.
- I.4 The Council is responsible for preparing planning documents used to shape the future development of the Borough. Together, these documents are known as the Local Development Framework (LDF). The policies within these documents need to take into account local, regional, sub-regional and national policies, needs and interests. This document is the second Statement of Community Involvement (SCI) Halton Borough Council has produced and is part of the LDF. The first SCI was adopted in 2006 but now requires revision because of:
- Recent changes in the planning regulations and procedures governing plan making.
 - The introduction of the 'Duty to Inform, Consult and Involve' arising from the Local Government & Public Involvement in Health Act 2007.

- 1.5 The LDF is a folder made up of a number of different Local Plan Documents (LPDs), Supplementary Planning Documents (SPDs) and process documents such as the Authority’s Monitoring Report (AMR) and the Statement of Community Involvement (SCI). These plans and documents can be prepared and reviewed separately, increasing opportunities for community involvement, as different LPDs and SPDs will be prepared at different times in response to changing circumstances. The Halton LDF is illustrated in figure 1 below.

Figure 1: SCI Policy context



2 How to interpret this document

- 2.3 The Central part of this document is divided into Part A and Part B to reflect the requirements of Section 18 Planning and Compulsory Purchase Act¹.
- 2.4 **Part A** deals with the preparation and revision of local development documents (including joint local development documents and supplementary planning documents).
- 2.5 **Part B** deals with the provisions relating to the control of development in Part III of the Town and Country Planning Act 1990².

¹ HMSO (2004) The Planning and Compulsory Purchase Act

² HMSO (1990) The Town and Country Planning Act

3 Regulatory Framework

- 3.1 The Council's first SCI³ was prepared in the context of the Town and Country Planning (Local Development) (England) Regulations 2004⁴. It was adopted in July 2006.
- 3.2 The Government has since made changes to the planning process through legislation⁵ and associated revised regulations⁶, together with revised policy in the National Planning Policy Framework (NPPF)⁷. This second version of the SCI has been prepared in the context of these changes and to ensure that the legal requirements for community involvement will be met.
- 3.3 The requirements set out in the regulations can be summarised as follows:
- Formal consultation for a defined period: this must be for a minimum of six weeks for Local Plan (LP) documents and a minimum between four six weeks for Supplementary Planning Documents (SPDs).
 - Notification and issue of information to specific consultation bodies which the Council considers would have an interest in the subject matter.
 - Notification to 'general' consultees which the Council considers appropriate or have expressed an interest in the preparation of a LP or SPD and whose details are held on the LDF database.
 - Information made available on the Council's website.
 - Make information available at 'deposit locations' as identified in Appendix A.
 - Publish a statement setting out who has been consulted during the preparation of the LP documents and how the consultation was undertaken. The statement will also include a summary of the main issues raised and details as to how the issues have been addressed in the document.

³ HBC (2006) Statement of Community Involvement

⁴ CLG (2004) Town and Country Planning (Local Development)(England) Regulations

⁵ CLG (2008) The Planning Act

⁶ CLG (2012) Town and Country Planning (Local Planning)(England) Regulations 2012

⁷ CLG(2012) National Planning Policy Framework

- Publish an adoption statement on the website, and post to consultees who had requested to be notified of the adoption of a LP document.
- 3.4 The 2011 Localism Act introduced the ability for local communities to shape their local communities and have a greater say in the planning of their areas, Section 110 setting out a new 'duty to co-operate'. This applies to all local planning authorities and to a number of other public bodies. The new duty relates to sustainable development or use of land that would have a significant impact on at least two local planning areas or on a planning matter. It requires that councils set out planning policies to address such issues and requires that councils and public bodies 'engage constructively, actively and on an on-going basis' to develop strategic policies.
- 3.5 The National Planning Policy Framework (NPPF) was published in April 2012; Paragraph 156 of the NPPF sets out the strategic issues where co-operation might be appropriate. Paragraphs 178-181 of the NPPF give further guidance on 'planning strategically across local boundaries', and highlight the importance of joint working to meet development requirements that cannot be wholly met within a single local planning area, through either joint planning policies or informal strategies such as infrastructure planning.
- 3.6 The Halton Core Strategy was adopted by the Council in April 2013 and became the principal local development document against which planning applications will be tested and which begins the process of replacing the saved policies from the Unitary Development Plan.
- 3.7 Nothing in this SCI overrides any statutory provision relating to the preparation, adoption or revision of local development documents (including joint local development documents).

PART A:

Preparation and Revision of Local Plan Documents

4 Community Involvement in the Local Development Framework

- 4.1 Halton Borough Council is responsible for preparing a LDF to guide development in the borough. This framework includes the saved policies from the Halton Unitary Development Plan (UDP)⁸ and a range of adopted SPDs. These documents will be in place until superseded by the adoption of new LPDs which are subject to examination in public by an independent inspector, appointed by the Secretary of State. An update on the production of the various documents that make up the Local Development Framework is provided annually, in December, with the production of the Authority's Monitoring Report and made available on the Council website.

Key Contacts and LDF Consultation Database

- 4.2 The Council holds a database of contact details for organisations and community groups. It contains details of people who have responded to previous consultations or have requested to be informed of the production of LPDs and SPDs. This is a 'live' database, updated on a regular basis to ensure only those who wish to be kept informed are on the database, and new content added.
- 4.3 The database will be used to identify which groups can be involved in specific and more general issues, and contains the contact details for consultees. All data held is pursuant to the principles of the Data Protection Act ⁹(1998).

When and how can the community get involved in the production of the LDF documents?

Local Plan Documents

- 4.4 Each Local Plan Document (LPD) that the Council prepares has to go through a number of stages, with consultation taking place along the way. The stages are described below and illustrated in Figure 2.

Pre-Production

- 4.5 The Council will seek the involvement of the relevant groups in the formation of evidence; this will be used to support planning policies. The Council will

⁸ HBC (2005) Halton Unitary Development Plan

⁹ HMSO (1998) Data Protection Act

ensure that based upon the relevance of the subject of the LPD, the most appropriate consultees will be selected from the LDF consultation database.

- 4.6 Information will be made available for viewing at deposit locations (as listed in Appendix A) and made available on the Council's website. As a method of reducing duplication and achieving greater efficiency, the Council anticipates that where topics overlap it will be possible to consult jointly on two or more documents.
- 4.7 Planning Authorities must undertake a Strategic Environmental Assessment (SEA) on documents which are likely to have significant environmental effects under European Directive 2001/42/EC¹⁰. It is also mandatory for LPDs to produce a Sustainability Appraisal (SA)¹¹. The SA process ensures that we assess the environmental, economic and social effects of policies and proposals as the LPD is being produced. The overall aim is to check whether our policies and plans are contributing towards achieving sustainable development. The SA takes place alongside the preparation of the Local plan document and includes opportunities for involvement at key stages of the document's production. Whilst the SA and SEA tests are distinct, it is possible to carry them out in one appraisal process. At the production stage of a LPD the SA and SEA will be made available at deposit locations and on the Council website.

Production

- 4.8 Using extensive evidence previously gathered or commissioned, the Council will begin work on preparing a draft document that;
- a) has considered alternative approaches and is justified in the selected approach, and;
 - b) is underpinned by both the evidence base and SA.
- 4.9 The draft LPD will be subject to a six week public consultation period. Appropriate stakeholders, stored in the LDF consultation database will be contacted. The draft LPD and supporting documents will be placed at deposit locations and will be made available on the Council website.
- 4.10 Representations received following the public consultation will be taken into consideration and the LPD altered as appropriate. A concise report called a 'Statement of Consultation' will be prepared summarising the representations received and how they are to be, or have been, addressed in the 'submission' version of the LPD.

¹⁰ European Union Directive (2001) The European SEA Directive 2001/42/EC

¹¹ Sustainability Appraisal

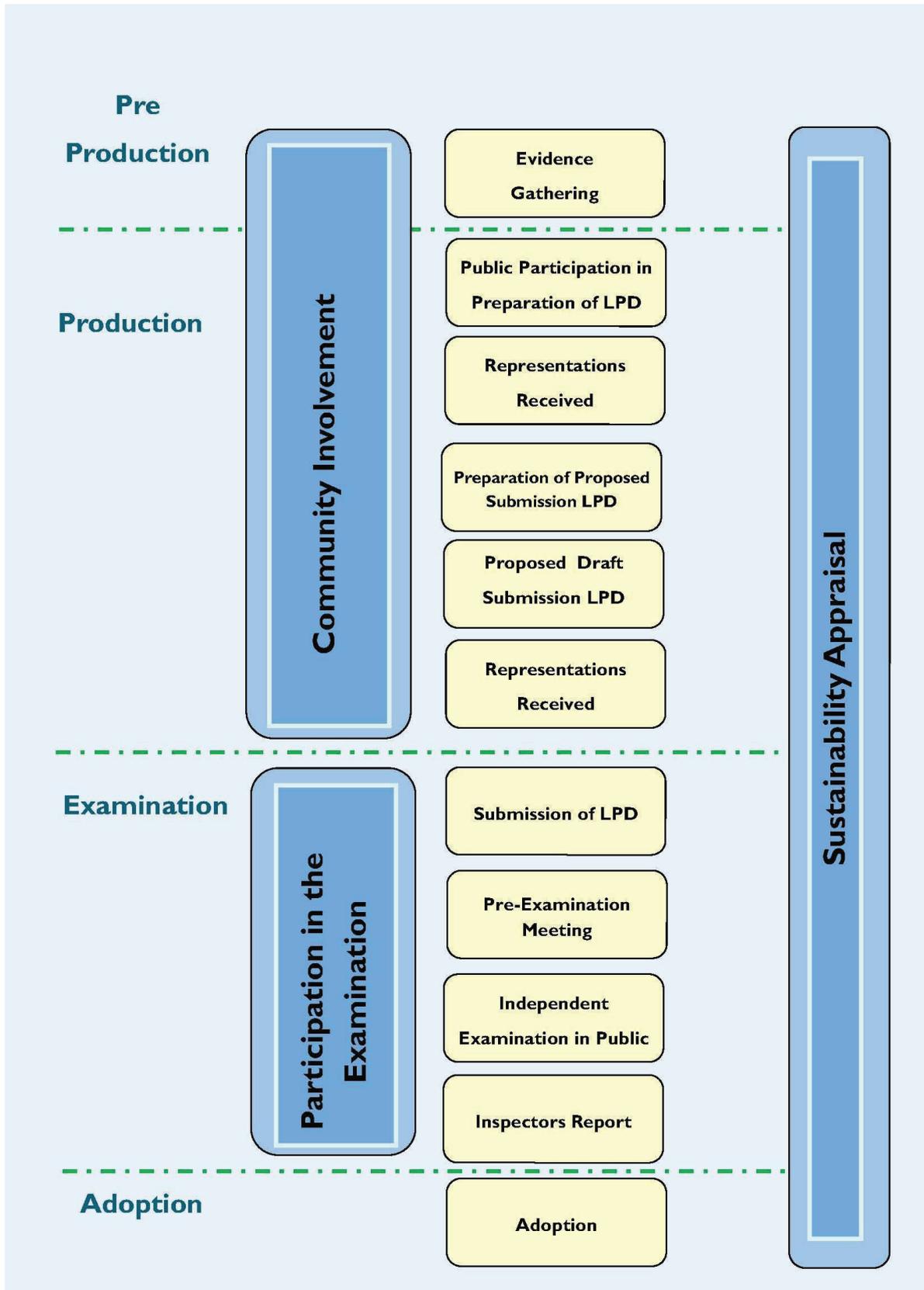
Examination - Submission

- 4.11 The 'submission' version of the LPD, the SA and supporting documents will be placed at deposit locations and on the Council website. These documents will also be sent to the Secretary of State. Representations can be made at this stage, however, they will not be considered by the Council, but by an independent Inspector, appointed by the Secretary of State.
- 4.12 At least six weeks before the examination begins all details of the examination will be advertised in the local press and on the Council website. This information will include times, dates and the location of the examination and the name of the inspector appointed.
- 4.13 It is at the inspectors' discretion as to whether a 'pre examination' meeting is called. This would take place 8 weeks prior to the start of an examination.

Adoption

- 4.14 Following an examination, the Inspector will produce a report which informs the Council of his or her findings. If no major changes to the LPD are required the Council can proceed to adoption.
- 4.15 The Council will produce an adoption statement; this will be advertised in the local press and will be available on the Council's website. A notification letter will also be posted to all consultees that have previously requested to be notified of the adoption of the LPD.

Figure 2: LPD production stages



Supplementary Planning Documents (SPD)

- 4.16 Supplementary planning documents are produced to provide more detailed planning policy guidance to applicants or their agents seeking planning permission. They supplement existing Local Plan documents. The following section describes when and at what stage public consultation takes place in the production of an SPD and is illustrated in figure 3 below.
- 4.17 Unlike a LPD, an SPD is not required to be examined by the Secretary of State, as the content of the SPD is intended to ‘supplement’ policies within a LPD which will have undergone an examination in public.

Pre-Production

- 4.18 At this stage evidence is gathered to support policies to be written. As previously stated SPDs supplement existing LPD policies or saved Unitary Development Plan (UDP) policies. Therefore, evidence will exist in support of the SPD. Where additional evidence is required, consultation will occur with selected groups determined by the Council on their relevancy to the SPD content.

Production

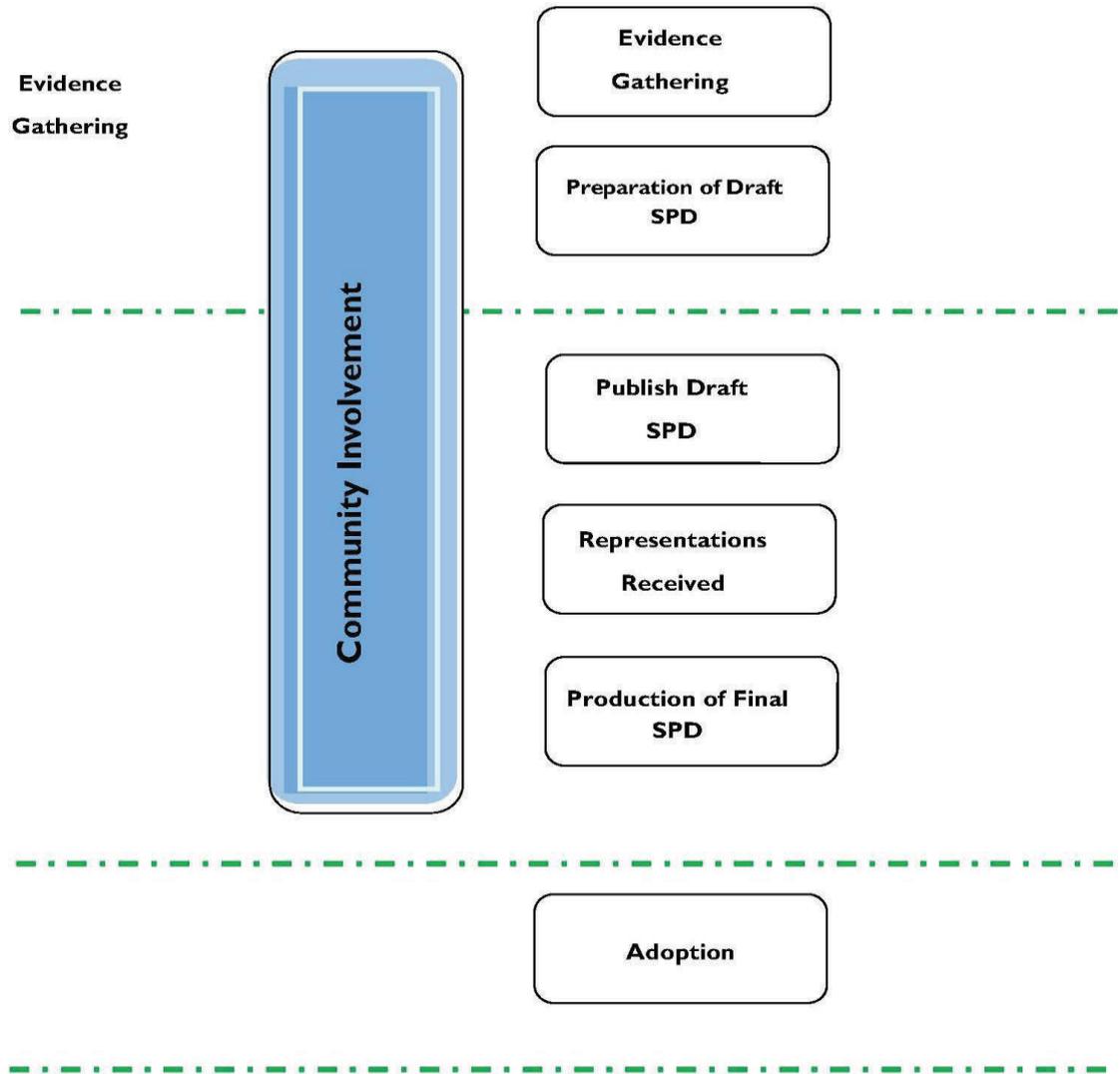
- 4.19 A draft SPD is prepared and is subject to a minimum four week consultation period. Appropriate stakeholders stored on the LDF database and any organisation or person requesting to be kept informed of the production of SPDs will be contacted and informed that the SPD is available at deposit locations. The SPD consultation will be advertised and made available on the Council’s website.
- 4.20 In accordance with Regulation 17 (d)(i) of the Town and Country Planning (Local Planning)(England) 2004 Regulations 2012¹² a ‘Statement of Consultation’ will be produced. This will list all representations received as a result of the consultation and will explain how they have been taken into consideration and where appropriate the SPD altered.

Adoption

- 4.21 Following an internal approvals process, the Council will advertise the adoption of an SPD in accordance with Regulation 14(a) and (b) of the Town and Country Planning Act. Copies of the SPD, a statement of consultation and an adoption statement will be made available on the Council website and at deposit locations. An adoption statement will be posted to any person who had requested to be notified of the adoption of the SPD.

¹² CLG (2012) Town and Country Planning (Local Planning)(England) Regulations

Figure 3: SPD production stages



PART B:

Community Involvement and Planning Applications

5 Provisions relating to the control of development in Part III Town and Country Planning Act 1990.

5.1 In addition to setting standards of community involvement in the preparation of the Local Development Framework, this SCI also identifies how we engage the community who have an interest in planning applications. When planning applications are received by the Council, the Council will follow the requirements relating to publicity set out in the Town and Country Planning (Development Management Procedure) (England) Order 2010. These provisions in relation to a valid planning application consist of the following:

- Public notices in the local press,
- On-site or 'near to site' publically visible site notice, and;
- Letters of notification to occupiers and owners of adjoining properties.

The extent to which these minimum requirements may be extended will depend on the facts of any given application for planning permission.

5.2 The results of consultation are considered by officers and Members when making decisions on the acceptability of planning applications, known as development control or development management.

5.3 The obligations on the Council relating to publicity in the 2010 Order are supplemented in the case of certain planning applications by requirements on applicants to engage in consultation before submitting a planning application. These requirements are set out in sections 61W to 61Y of the Town and Country Planning act 1990¹³. Development orders will designate the types of applications caught by these provisions.

¹³ Inserted by section 122 of the Localism Act 2011

6 Further Planning Advice

6.1 The aim of the SCI is to set out a clear set of guidelines on how the consultation process will take place. This is to ensure that all parties are aware of their rights and responsibilities throughout the process and to shift to a system of earlier and more open engagement on planning issues. However, it must be appreciated that consensus will not always be possible in every instance, as the results of community involvement, are one of many factors that need to be taken into account when arriving at decisions. The Council has to take into account, amongst other considerations:

- Legislation including European Directives;
- The Government's national planning policies, including changes;
- Regional and sub-regional planning policies and the policies of surrounding areas; and;
- Legal rulings

6.2 Engagement, negotiation and discussion activities are at the heart of participatory planning. The implementation of the SCI and Engagement Strategy will ensure that Halton continues to engage the community.

6.3 The Royal Town Planning Institute (RTPI) is helping to encourage public participation in planning issues by setting up a Planning Aid system in every region. The advice offered to community groups and individuals is complementary to the advice given by the local authority. Planning Aid England provides free, independent and professional planning advice to communities and individuals who cannot afford to pay professional fees.

Planning Aid England (PAE)

Tel: 0330 123 9244

(www.advice@planningaid.rtpi.org.uk)

6.4 The planning portal is a web based source of planning information. (www.planningportal.gov.uk). The information provided allows members of the public to learn more about how the planning system works and find out how they can become involved. The planning portal provides comprehensive information for both planning policy and development control/development management.

7 Monitoring

- 7.1 The Council will continue to maintain the LDF consultation database which will continue to be the main source to identify individual consultees for future consultation exercises. The Council will seek to work with partners and land owners to pursue delivery against the Vision and Strategic Objectives of the Sustainable Community Strategy and Core Strategy LPD, which is the overarching strategic planning policy document within the LDF.
- 7.2 The Authority's Monitoring Report (AMR) published on the Council's website annually, specifically charts the progress of the LDF and the success of its planning policies.

Appendix A

Availability of Consultation Material - Deposit Locations

- Halton Lea Direct Link, Halton Lea, Runcorn
- Widnes Direct Link, Brook Street, Widnes
 - Open 9:00am – 5:30pm Mon to Fri (*correct at time of writing*)

- Runcorn Direct Link, Granville Street, Runcorn
 - Open: 9.30 – 4.45pm Mon, Tue, Thurs and Fri (*correct at time of writing*)

- Halton Lea Library, Runcorn
- Widnes Library (Kingsway)
- Runcorn Library, Granville Street, Runcorn
- Ditton Library, Widnes
 - Opening times of the Council's Libraries can be found online at:
<http://www3.halton.gov.uk/educationandlearning/libraries/>

REPORT TO: Executive Board

DATE: 23rd May 2013

REPORTING OFFICER: Strategic Director – Policy and Resources

PORTFOLIO: Physical Environment

SUBJECT: Shared Services: Historic Environment Service Level Agreement 2013-2018 and Service Level Agreement for Merseyside Environmental Advisory Service 2013-2018

WARDS: Boroughwide

1.0 PURPOSE OF THE REPORT

- 1.1 The Council's Planning Service utilises shared services for the provision of 'rare expert' advice in relation to ecological and also heritage and conservation matters. These shared service arrangements are in place with Sefton Council and Cheshire West and Chester Council respectively. These shared service contracts are due for renewal.
- 1.2 This report seeks approval for a five-year renewal of the existing Service Level Agreements (SLA). The SLA with Cheshire West and Chester Council is in respect of historic environment services provided by the Archaeology Planning Advisory Service and with Sefton Council for the Merseyside Environmental Advisory Service (MEAS) that provides technical environmental advice (such as Habitat Regulations Assessment).

2.0 RECOMMENDATION: That

- (1) The Service Level Agreement between Halton Borough Council and Cheshire West and Chester Council for the provision of historic environment services through the Archaeology Planning Advisory Service is renewed for a period of five years from 1st April 2013, to 31st March 2018 for an annual sum of £14,693.74. The Operational Director - Policy, Planning and Transportation to be delegated the power to agree the sum payable annually under the contract within the limits of the existing budgetary provision;**
- (2) The Service Level Agreement between Halton Borough Council and the Merseyside Environmental Advisory Service for the provision of environmental technical advice in connection with planning matters be renewed for a period of five years from 1st April 2013, to 31st March 2018 for an annual sum of £14,660.**

The Operational Director - Policy, Planning and Transportation to be delegated the power to agree the sum payable annually under the contract within the limits of the existing budgetary provision; and

- (3) Agree to use Procurement Standing Orders 1.8.4 (e) and (f) to waive Procurement Standing Order 4.1 for contracts up to but not exceeding £173,934 in value to allow the Archaeology Planning Advisory Service and the Merseyside Environmental Advisory Service to supply services as outlined in 1.2.**

3.0 SUPPORTING INFORMATION

Historic Environment Service Level Agreement

- 3.1 The Archaeology Planning Advisory Service (APAS) provided by Cheshire West and Chester Council is a sub-regional service which provides advice on the archaeological implications of development for Cheshire West and Chester, Cheshire East, Halton and Warrington Borough Councils. The service operates as a shared service between Cheshire West and Chester, Cheshire East, Halton and Warrington via service level agreements. The service to Halton also includes the provision of advice on the implications of development on the built historic environment.
- 3.2 On 8th July 2010, the Executive Board Sub Committee resolved that the Service Level Agreement (SLA) for the provision of historic environment services be renewed for a period of three years from 1st April 2010, to 31st March 2013 at a cost of £14,693.74 for the first year. The subsequent years were to be subject to adjustment for annual inflation and would be reviewed at the end of each year. The cost of £14,693.74, however, remained fixed over the three year period.
- 3.3 It is recommended that the SLA is renewed for a further period of five years (2013 – 2018). The cost for year one of the SLA (2013 – 2014) will be £14,693.74. The subsequent years will be subject to an adjustment for compound annual inflation. This will be reviewed at the end of each year.
- 3.4 The waiver shall be effective from 1st April 2013, to 31st March 2018 for an annual sum of £14,693.74. This will be met from existing budgetary commitments.
- 3.5 The Historic Environment SLA represents good value for money in terms of ensuring continual and permanent access to specialist advice on the historic environment. A private sector alternative would be significantly more expensive, and the appointment of a full time member of staff with the relevant qualifications and experience would also lead to a much greater cost for the Council. Additionally, the SLA incorporates the development and maintenance of Halton's Historic Environment Record which is a statutory requirement. As the SLA is a shared service

arrangement with neighbouring local authorities it offers a unique benefit in that the CWAC officers providing HBC with advice are also delivering the statutory functions in CWaC and this provides both economies of scale and ensures professional knowledge is regularly under scrutiny.

Merseyside Environmental Advisory Service – Service Level Agreement

- 3.6 MEAS provides a range of specialist advisory services to subscribing authorities (Halton, Knowsley, Liverpool, Sefton, St. Helens and Wirral). These services include advice on current and emerging European and national environmental policies, assistance with site specific environmental matters including those arising from administration of Development Control processes and support for the implementation of sub-regional initiatives. A Directing Group, with a representative from each of the local authority areas meets periodically to review the work priorities of MEAS. The Divisional Manager for Development Services attends the Directing Group on behalf of Halton.
- 3.7 Executive Board Sub-Committee approved the renewal of the SLA between Halton Borough Council and Merseyside Environmental Advisory Service (MEAS) in December 2008 for the period 1st April 2008 to 31st March 2009 at a cost of £15,943. The SLA was rolled forward year on year from 1st April 2009 to 31st March 2013. The cost of the MEAS SLA for 2012 to 2013 was £12,910 due to the negotiation of efficiencies.
- 3.8 It is now recommended that the SLA is renewed for a further period of five years (2013 – 2018). The cost for year one of the SLA (2013 – 2014) will be £14,660. The increase in amount over 2012/13 reflects the need to undertake monitoring of the implementation of the Waste DPD and update evidence such as the Needs Analysis (capacity of sub-regional waste facilities to handle waste arisings). The subsequent years will be subject to an adjustment for annual inflation. This will be reviewed at the end of each year.
- 3.9 The waiver shall be effective from 1st April 2013, to 31st March 2018 for an annual sum of £14,660. This will be met from existing budgetary commitments.
- 3.10 The MEAS SLA represents good value for money in terms of ensuring continual and permanent access to specialist advice on environmental matters, particularly when compared against the charges made by private consultants for equivalent services. Part of the reason for MEAS offering good value for money is that they are able to draw upon existing local knowledge and technical expertise. Additionally, when required, MEAS provide advice or project manage work on behalf of all six local authorities meaning that the cost can be shared between the six rather than borne by an individual authority.

- 3.11 Some of the evidence required for Halton's planning policy framework relating to environmental matters cannot be produced 'in house' and requires specialist knowledge and support. Similarly, on occasion expertise does not exist within Halton Borough Council to consider environmental information submitted with a planning application and again, this can be dealt with by MEAS.

4.0 POLICY IMPLICATIONS

- 4.1 Both SLA's will ensure that the Council is able to comply statutory duties and with national policy in the form of the National Planning Policy Framework (2012) and the accompanying technical guidance.
- 4.2 The Historic Environment SLA will uphold the historic environment and archaeological based policies contained within the adopted Core Strategy Local Plan and the saved policies of the Halton Unitary Development Plan (UDP). Specialist advice will be provided in terms of progressing documents contained within Halton's planning policy framework namely the Delivery and Allocations Local Plan.
- 4.3 The MEAS SLA will assist in the production of Sustainability Appraisals and Habitats Regulation Assessments required for planning documents such as the Delivery and Allocations Local Plan. The services will also include advice on current and emerging European and national environmental policies.

5.0 OTHER IMPLICATIONS

- 5.1 The continued provision of the Historic Environment SLA and the MEAS SLA has cost implications for the Council (as set out in Section 3, Supporting Information). This is considered to be a cost-effective solution to the provision of historic environment and environmental advice that is necessary for the effective delivery of planning services for the Council.

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

- 6.1 **Children and Young People in Halton**
No implications envisaged.
- 6.2 **Employment, Learning and Skills in Halton**
No implications envisaged.
- 6.3 **A Healthy Halton**
No implications envisaged.
- 6.4 **A Safer Halton**
No implications envisaged.

6.5 Halton’s Urban Renewal

Both the Historic Environment SLA and the MEAS SLA make provision for expert advice to be given with regard to the production of planning documents and planning applications, hence improving the Council’s capabilities to deal with historic and environmental issues efficiently. This has an impact on the Borough’s built and natural environment and can in turn assist in Halton’s urban renewal.

7.0 RISK ANALYSIS

7.1 The risk from Halton not having recourse to the services of APAS or MEAS could result in a degree of failure to deliver on statutory obligations, provide a suitable evidence base in connection with the Halton planning policy framework and a lack of advice on certain planning applications.

7.2 Any risk of Cheshire West and Chester Council or MEAS failing to meet their obligations as stated in the appropriate SLA would entitle Halton Borough Council to terminate the future provision of services by written notice and to not make a payment if the services in question are not being provided or performed.

8.0 EQUALITY AND DIVERSITY ISSUES

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

9.0 REASON(S) FOR DECISION

9.1 The provision of high quality specialist advice on the historic and natural environment is of significant importance to the Borough and in particular it’s planning services. This is set out in more detail in Section 3, Supporting Information.

10.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

10.1 No alternative options have been considered due to these being existing SLAs with neighbouring local authorities.

11.0 IMPLEMENTATION DATE

11.1 The implementation of both the Historic Environment SLA and the MEAS SLA will be dated in the legal agreements which will be formalised following the outcome of the Executive Board’s decision.

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

Document	Place of Inspection	Contact Officer
Service Level Agreement	Legal Services, Municipal	Tim Gibbs

Document	Place of Inspection	Contact Officer
between Halton Borough Council and Cheshire County Council for the provision of Historic Environment Services	Building	
Report to Executive Board Sub Committee of 8 th July 2010, 'Historic Environment Service Level Agreement'	Policy and Development Services, Municipal Building	Tim Gibbs
Service Level Agreement between Halton Borough Council and Merseyside Environmental Advisory Service for the Provision of Technical Advice	Legal Services, Municipal Building	Tim Gibbs
Report to Executive Board Sub Committee of 4 th December 2008, 'Renewal of Service Level Agreement with Merseyside Environmental Advisory Service for the Provision of Technical Advice'	Policy and Development Services, Municipal Building	Tim Gibbs

REPORT TO: Executive Board

DATE: 23rd May 2013

REPORTING OFFICER: Strategic Director – Policy & Resources

PORTFOLIO: Physical Environment

SUBJECT: Joint Merseyside and Halton Joint Waste Local Plan (WLP) - Adoption of Plan

WARDS: All

1.0 PURPOSE OF THE REPORT

- 1.1 The purpose of the report is four-fold:
- 1.2 To report back on the results of public consultation on the proposed modifications to the Merseyside and Halton Joint Waste Local Plan that was undertaken between November 2012 and January 2013.
- 1.3 For Members to receive the report from the Planning Inspector which concluded that, subject to the proposed modifications, the Plan “meets the criteria for soundness in the National Planning Policy Framework” and “provides an appropriate basis for waste planning for Merseyside and Halton over the next 15 years.”
- 1.4 For Members to agree that the Plan (Appendix 3) be formally adopted as part of the statutory “development plan” under planning legislation and that this should take place on a single date one working day after the last of the six Councils has approved the Plan for adoption.
- 1.5 For Members to note that from the date of adoption, several of the adopted Unitary Development Plan saved policies (listed in Table 1 of this Report) will be replaced by Waste Local Plan policies including the site allocations.

2.0 RECOMMENDATION: That the Council be recommended

- (1) To note the results of public consultation on the proposed modifications to the Merseyside and Halton Joint Waste Local Plan that was undertaken between November 2012 and January 2013 (Appendix 1).**
- (2) To welcome the report from the Planning Inspector which concluded that, subject to the proposed modifications, the Plan “meets the criteria for soundness in the National Planning Policy Framework” and “provides an appropriate**

basis for waste planning for Merseyside and Halton over the next 15 years” (Appendix 2).

- (3) To agree that the Waste Local Plan (Appendix 3) be adopted as part of the statutory development plan by each of the districts on a single date which shall be one working day after the final (sixth) Full Council resolution has been received.**
- (4) To note that several of the adopted Unitary Development Plan saved policies (listed in paragraph 4.11, Table 2 of this Report) will be replaced by Waste Local Plan policies including the site allocations.**
- (5) To grant delegated authority to the Operational Director Policy, Planning and Transportation in consultation with the Physical Environment Portfolio Holder to make minor typographical changes to the Waste Local Plan prior to its final publication.**

3.0 SUPPORTING INFORMATION

- 3.1 Government planning policy requires Local Plans to address sustainable waste management. Through Planning Policy Statement 10 (Planning for Sustainable Waste Management) and the National Planning Policy Framework, local authorities, either individually or as a group, are required to put in place a Local Plan that provides a policy framework and land allocations for new waste management infrastructure to meet the identified needs of each Council.
- 3.2 Following full Council resolutions Halton, Knowsley, Liverpool, Sefton, St. Helens and Wirral entered into a joint arrangement to prepare the joint Merseyside and Halton Waste Local Plan (WLP). Work commenced in 2006 and Merseyside Environmental Advisory Service (Merseyside EAS) has co-ordinated the plan preparation process including several public consultation stages.
- 3.3 The WLP is primarily focused on (i) providing new capacity and new sites for waste management uses and (ii) delivering a robust policy framework to control waste development. The scope of the WLP is to deal with all controlled waste including commercial and industrial, hazardous, construction, demolition, excavation and local authority collected waste and this amounts to several million tonnes of waste requiring collection, recycling, treatment and disposal each year.
- 3.4 The WLP aims to deliver significant improvements in waste management across the sub-region whilst also diverting waste from landfill. Specifically, the WLP will, through its land allocations and policies, provide Districts with a high degree of control to direct the waste sector

to the most appropriate locations primarily on allocated sites. It will also provide industry with much greater certainty in terms of bringing forward proposals that are more likely to be acceptable to the Districts and is supported by a robust and detailed evidence base.

3.5 The WLP principally contains:

- A Vision statement to guide future waste management decision taking over the next 15 years;
- Strategic objectives and a Spatial Strategy to guide delivery of the Vision;
- Controlling and enabling Development Management Policies designed to provide certainty in planning decisions;
- Site allocations for both local and sub-regional sites which are broadly distributed across all six Council areas;
- An Implementation and Monitoring Framework.

3.6 Following a total of five public consultations at the various stages of WLP preparation, the published WLP was submitted by the six Councils for Public Examination by an Independent Planning Inspector in February 2012. The hearing sessions for the Examination were held over a two-week period by the Planning Inspector, Elizabeth Ord, in June 2012.

4.0 POLICY IMPLICATIONS

4.1 Agreed Modifications to the Published Plan and Results of Consultation

4.2 As a result of the Public Examination process, a number of modifications were discussed between the representors, the Waste Planning Authorities and the Inspector. These were approved by Members between September and November 2012. The modifications were the subject of a further public consultation held between November 2012 and January 2013.

4.3 During the consultation, 23 representations were received in total from 15 organisations and two individuals. The representations were classified as “positive”, “negative” or “neutral” with respect to the modifications. “Neutral” responses were mainly those which stated that the representor had noted the contents of the consultation but had no comment to make in response. 11 representations were neutral, seven were positive and five were negative.

4.4 Following consideration of all of the representations received the Inspector decided to recommend no further changes to the Plan as a result of the consultation. The Inspector concluded that the Plan “meets the criteria for soundness in the National Planning Policy Framework”. The WLP itself can be viewed at Appendix 3 and also at <http://www.wasteplanningmerseyside.gov.uk>. The Inspector’s report is

provided at Appendix 2 whilst the full archive of supporting documents can be found at <http://merseysideeas-consult.limehouse.co.uk/portal>. A short report on the Consultation Responses is provided at Appendix 1.

4.5 **Adoption**

4.6 The WLP will need to be formally adopted, like all other statutory planning documents, by each of the six Districts to become part of the adopted statutory development plan. Each District should do this through a Full Council resolution. Because this is a joint plan a single adoption date must be agreed. Given that the Full Council dates vary between Districts it is recommended that adoption takes place on a single date one working day after the last of the six Councils has approved the Plan for adoption. On the basis of the current programme of Full Council meetings this is anticipated during July 2013 (see Table 1 below).

4.7 Table 1. Targets dates for adoption meetings

	Target Cabinet date		Target Council date
Halton*	23-May		17-Jul
Knowsley*	29-May		26-Jun
Liverpool*	05-Jul		17-Jul
Sefton	20-Jun		27-Jun
St.Helens	29-May		10-Jul
Wirral	13-Jun		15-Jul

*provisional dates

4.8 Following the Council's intention to adopt the WLP the process for adoption set out in statute will be followed. Members should note that under the Planning and Compulsory Purchase Act 2004 any person aggrieved by the local plan may make an application to the High Court under section 113 of the Act within six weeks of adoption on the grounds that (a) the document is not within the appropriate power; or (b) a procedural requirement has not been complied with.

4.9 Following adoption, progress and compliance with the Plan will be monitored by Merseyside EAS staff and the Districts in accordance with the Implementation and Monitoring Plan.

4.10 **Replacement of Unitary Development Plan Policies (UDP)**

4.11 Table 2 shows which policies from existing District Unitary Development Plans will be replaced by new policies from the Waste Local Plan

Table 2. Existing UDP policies to be replaced

District	Waste Policies to be replaced	Date UDP
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		Adopted
Halton	MW3, MW7, MW8, MW9, MW10, MW11, MW12, MW13, MW14, MW15, MW16, MW17, S9	7th April 2005
Knowsley	MW4, MW5, MW6	June 2006
Liverpool	EP3, EP4, EP5, EP6, EP7, EP8	13 th Nov 2002
St.Helens	WD1, WD2 (Policies WD3, WD4 & S11 previously deleted)	2nd July 1998
Sefton	EMW6, EMW7, EMW8	29th June 2006
Wirral	WMT1, WMT2, WM1, WM2, WM3, WM4, WM5, WM6, WM7, WM8, WM9, WM10	February 2000

5.0 OTHER IMPLICATIONS

5.1 Previous Consultation

5.2 The Joint Merseyside and Halton Joint Waste Local Plan is the product of substantial public, business and stakeholder consultation. The table below lists the previous consultation periods.

Public Consultation	Date
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
Publication	25 November 2011 to 20 January 2012
Examination	18 June to 29 June 2012
Proposed Modifications	1 November 2012 to 10 January 2013

5.3 Financial Implications

5.4 Budgetary provision has already been made to complete the preparation of the WLP including Public Examination and printing costs. The joint preparation of the WLP has not only delivered significant financial savings to the Districts compared to preparing individual waste plans but has also been an effective example of how the Districts have fulfilled their new Duty to Co-operate.

5.5 Financial implications of implementation and monitoring of the WLP have also already been agreed with each District through the existing planning services and via the joint core service provided by Merseyside Environmental Advisory Service. There is a commitment to regular monitoring and review of the Plan and any financial implications arising will be reported at the appropriate time.

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 Local Plan places sustainability at its very core, protecting valuable resources for future generations and promoting the most sustainable methods of waste handling and treatment.

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 Local Plan's 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 Local Plan 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 and proper operation of modern waste facilities. The Waste Local Plan 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. The inclusion of design policies helps to ensure new facilities are safe and secure in operation.

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 Local Plan. Adopting the Waste Local Plan will allow the policies to be used in determining planning decisions will therefore greatly assist the Districts in making those decisions.

7.2 Delay to the Waste Local Plan 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 Local Plan project timescales with resultant increases in costs of plan preparation.
- Have very serious implications for the soundness of each of the District's 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 Local Plan.
- 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. 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 Local Plan for the Merseyside sub-region. Drafting of the Plan has reached the stage where the policy framework contained in the Waste Local Plan needs to be subject to public scrutiny.

10.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

10.1 The Waste Local Plan has been prepared through a multi-stage process. Previous public consultation stages have been completed and these are detailed in section 5.2.

10.2 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 the Local Plan. The Preferred Options stage reports set out the alternative options considered.

11.0 IMPLEMENTATION DATE

11.1 The Joint Merseyside Waste Local Plan is scheduled to be adopted by all the six partner Districts in the summer of 2013.

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

All documents are available here: http://merseysideeas-consult.limehouse.co.uk/portal/public_docs/wdpc_docarchive

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

Equality Impact Assessment (Merseyside EAS July 2008).	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
North West Regional Broad Locations Nov 08.	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Survey for Landfill Opportunities in Merseyside (Merseyside EAS - 2008).	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
All Sites Scored.xls - Built Facilities sites long list prepared for Spatial Strategy & Sites report.	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
All sites to be assessed for Landfill.xls	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Built Facilities Site Search Methodology Preferred Options.	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Built Facilities Site Search Methodology Preferred Options 2.	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
St Helens sub-regional sites assessment	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Sustainability Appraisal – Phase 1 (Mouchel Parkman (2006-7).	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Strategic Flood Risk Assessment (Capita Symonds 2008-9).	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Habitats Regulations Assessment (Scott Wilson 2007-present).	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Sustainability Appraisal – Phases 2 & 3 (Scott Wilson 2007-present).	www.wasteplanningmerseyside.gov.uk 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).	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Risk Assessment for EfW Options for MSW in Merseyside & Halton November 2009	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Revised Needs Assessment (Merseyside EAS November 2009) [Needs Assessment version 4].	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Issues and Options Report (March 2007).	www.wasteplanningmerseyside.gov.uk 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)	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Spatial Strategy and Sites Q and A Document	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
Spatial Strategy and Sites Summary Report	www.wasteplanningmerseyside.gov.uk 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)	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs
WasteDPD Preferred Options 2 Report	www.wasteplanningmerseyside.gov.uk or Rutland House, Halton Lea, Runcorn.	Tim Gibbs

**Public Consultation on Proposed Modifications to the Joint Merseyside & Halton Waste
Local Plan**

Report on Representations Received

January 2013

1. Statistical Summary of visitors and visits to Consultation Websites

An easily estimated measure of participation in the consultation is provided by visitor statistics on relevant websites. Key statistics are provided in the Table 1 for two websites:

- the consultation portal (where all documents are available and where the on-line questionnaire can be used) and
- the “waste planning Merseyside” site which acts as a focus for news on the WLP process and is the major “feeder” site for the consultation portal.

Measured parameter	Consultation Portal	Waste Planning Merseyside site
Number of consultation days	58	58
Number of user visits recorded	468	269
Number of unique visitors recorded	355	240
Number of web pages viewed	1867	829
Average number of pages per visit	3.3	2.5
Average time spent on site	4.3 mins	2.4

Table 1. Participation through web consultation portal

The consultation was held over the period 14th November 2012 to 10th January 2013. This included the Christmas holiday period and consequently the time allowed for responses was increased from the usual six weeks to just over 8 weeks.

The total number of visits and visitors suggests a reasonable level of participation for what was essentially a technical issue (detailed modifications to the Plan following public hearings in June 2012) but at somewhat lower levels than consultation stages earlier in the plan preparation process. However from the number of pages viewed per visit and amount of time spent on the site, it would appear that few visitors looked in detail at the consultation questions and it is not surprising that there were relatively few consultation representations received.

It should also be noted that most of the responses received were not directly via the on-line consultation portal but by email and paper correspondence. The website traffic analysis therefore underestimates participation, although there are no reliable methods of augmenting the data in the table above with estimates of participation through other means.

Many users of the consultation portal would also have used it as a source of documents, while making their responses via alternative channels.

2. Summary of Representations Received

23 representations have been received in total from 15 organisations and two individuals. We have classified all of the representations as “positive”, “negative” or “neutral” with respect to the Modifications which were the subject of consultation. “Neutral” responses are mainly those which stated that the representor had no comment to make in response to the consultation. The classification of all representations received is shown in Table 2 below.

Classification of Representation	Received from	Number received
Neutral	Mr Michael Coles	11
	Cory Environmental Ltd	
	Cheshire West and Chester Council	
	GMGU - Environment Team	
	Maritime Management Organisation	
	National Trust	
	Network Rail	
	Sanderson Weatherall	
	The Coal Authority	
	United Utilities	
	Wirral Wildlife	
Positive	Ms Paula Keaveney	7
	Associated British Ports (2)	
	Lancashire County Council	
	Peel Holdings (2)	
	Sanderson Wetherall (RBS)	
Negative	Cory Environmental Ltd	5
	Countryside Council for Wales	
	Cheshire West and Chester Council	
	Lancashire County Council	
	Natural England	

Table 2. Representations received

Note that the same representor may appear in more than one classification since an organization or individual may have made positive comments about some of the proposed modifications but expressed reservations with respect to others.

The majority of representations were either neutral or positive with regard to the proposed modifications to the WLP. No representations were rejected as inadmissible, although some “negative” representations did not address themselves strictly to the modifications and therefore carry little weight (this is noted in our responses below – Section 3).

Detailed responses to representations classified as “negative” are provided below (Section 3). No further comments are made here on the representations which have been classified as either “neutral” or “positive”. The details of all representations received can be viewed on the Consultation portal (see Section 4 below for links).

3. Responses to representations which were classified as “negative”.

3.1 Response by Merseyside EAS and the Merseyside Districts to the Representation from Cory Environmental (see <http://merseysideeas-consult.limehouse.co.uk/file/2066964>).

The comments made by Cory Environmental refer to the proposed modifications to policy WM7 in the WLP and the proposed main modification MM-005, which addresses the safeguarding of operational waste management capacity, and which includes four bullet points which define the evidence that must be provided to support a future application to extend the operational life of a landfill site. Cory’s representation does not raise matters of soundness in our view.

Merseyside EAS and the Districts maintain that landfill policy within the WLP must be set in the context of the broad future requirements for inert and non-inert facilities in the Plan area, and that it should be applicable to existing sites and to any others that may come forward. We recognise that reports of landfill closures in 2012 suggest that new sites may not materialise. However, the WLP must be capable of dealing with such an eventuality arising during its lifetime.

We do not concur with Cory’s most recent contention that bullet point 4 (which refers to evidence to justify a realistic and achievable completion rate) is ambiguous (paragraph 3.8 of Cory representation and other paragraphs refer). Cory also contend (see para 3.5) that bullet point 4 duplicates bullet point 2 (demonstration of need). We believe that bullet 4 addresses matters that are distinct and separately justified from those addressed by bullet point 2. In our opinion if bullet point 4 were deleted, it would be necessary to add the requirement for realistic completion dates explicitly into bullet point 2. Cory suggest that they would anyway provide the type of information required under bullet point 4 under bullet point 2 so there seems to be no problem with the principle of providing this type of information.

Bullet point 2 requires applicants for planning permission to show there to be a “demonstrable need for landfill capacity in the Plan area”. With the exception of sites in the more distant parts of

Cumbria, landfills in the North West of England take material from a number of authorities, not just locally arising wastes. This additional contribution to the fill rate is not taken into account in the WLP needs assessment which assumes the continued operation of the site will result in maximum disposal of local wastes into a local site. This is not necessarily what will happen, but it is not possible to predict with any certainty what will be the proportions of local and non-local waste deposited at a given site in the future.

The response attached to our second progress report to the Inspector (Examination Library document EXAM-074B) acknowledges that extended operation of an existing landfill site might be justified if taking wastes from other planning authorities will allow infilling to be completed on time. Bullet point 4 seeks to secure evidence on this point and for the avoidance of doubt to make explicit the evidence which would be required in circumstances such as the following:

- If there is too little local waste to complete infilling, based on evidence in the Waste Local Plan needs assessment; or
- If there is evidence that local waste is being disposed to landfills in other authorities for reasons that the local authority and landfill operator cannot control, but that the quantity of non-local waste deposited at a site could still allow timely completion and therefore that the proposed infill rate is realistic and achievable.

Note that 'realistic' is judged both in terms of an assumed infill rate that is consistent with the deposit history at the site, but also reflects the operation of the commercial waste market which often results in inter-authority movement of wastes into landfill sites.

We believe this approach provides an acceptable balance between needing to protect the interests of the local community, and allowing the operator to continue an economically viable business based on a realistic understanding of how the commercial waste management sector operates.

Therefore we contend that retention of bullet point 4 is justified and necessary to provide reassurance for the Planning Authority that the proposals under consideration are realistic.

Cory's representation also presents a concern that the current policy wording might give scope for one individual or party to refuse to agree to an extension. The representation refers repeatedly to insistence that the evidence must be *wholly* satisfactory. The text of WM7 makes no reference to how the quality of evidence will be assessed; the policy addresses only the evidence to be provided, not the means of reaching a determination. That decision will continue to follow normal planning procedure and will be informed by the policy tests set out in policy WM7. Provided the required information is made available, then the additional evidence sought by bullet point 4 should make it more difficult, not easier, for an individual or party to mount a case for refusal. In these circumstances (having a realistic timetable for completion), granting of an extension would be reasonable and consistent with the National Planning Policy Framework and Planning Policy Statement 10 (until such time as it is rescinded) whereas opposition to extension would not be compliant.

We note also, that neither the 2009 nor the 2012 determinations (of proposals put forward by Cory in respect of Lyme and Wood landfill site) by St Helens Council turned on the issue of capacity or

justification of need. In the first instance, refusal was based principally on perceived and actual amenity impacts. This matter is addressed by bullet point 3 of policy WM7, which Cory does not contest.

In conclusion, we reiterate our position that we consider it essential that the policy be flexible enough to deal with all reasonable future outcomes with regard to existing landfill sites and any others that may come forward during the lifetime of the WLP and not just the specific concerns of a single operator of a single site. The WLP must provide safeguards to limit the impact (actual or perceived) of continued operation of a site on the local community that might otherwise result in an open-ended consent. Bullet points 2 and 4, taken together, require the operator to provide sufficient evidence to demonstrate there is a reasonable (not “wholly sufficient”) case to indicate that extension of the site permission will allow timely completion. This assessment should recognise that the site will be expected to meet continuing local waste disposal needs, while providing the operator with scope to demonstrate that timely completion may (for example) depend on accepting wastes from a wider area.

Cory also requested a clarification with regard to proposed additional modification AM-086 which pertains to criteria listed in Monitoring & Implementation Table 6.1 where the proposed text reads: *“Through assessment of planning applications to ensure that use of an unallocated site has been assessed against the criteria for landfill shown in table 5.2 and all relevant criteria are met.”*

The query raised by Cory is: *What is meant by “all relevant criteria” which need to be met?*

The relevant criteria referred to are those set out in policy WM15, alongside those in WM12 and Box 1. The relevant criteria will be determined on a site-specific basis. For example, Habitats Regulations Assessment Screening may be required for all sites but full HRA will only be required where significant effects are likely.

Background for the Inspector

Additional Modifications AM-085 and AM-086 were made to Table 6.1 purely to reflect the modifications made to policies WM13 and WM15 respectively. The modification to policy WM15 (MM-08) was made to provide clarity particularly in terms of assessment (rather than justification) of unallocated sites against the same site scoring criteria that were used for sites allocated within the plan. For consistency and to reflect the proposed modification to policy WM15, which was discussed as part of the Hearing process, similar amendments were proposed for policy WM13.

However, the converse is true for the implementation framework. It should be noted that reference to ‘relevant criteria’ was part of the original implementation framework for policy WM13 (see additional modification AM-085), and was not added to reflect the modification to the bullet point referring to Table 5.1 (for policy WM13) or Table 5.2 (for policy WM15). Additional Modification AM-086 was made partly to reflect changes to the WM15 but also to be consistent with the implementation requirements for policy WM13, hence the introduction of the wording ‘relevant criteria’.

3.2 Response by Merseyside EAS and the Merseyside Districts to the Representation from the Countryside Council for Wales (CCW) (see <http://merseysideeas-consult.limehouse.co.uk/file/2407712>)

CCW previously submitted (by letter on June 16th 2011 at Preferred Options 2 stage) a representation stating that they had no comment to make on the Waste Local Plan. **The representation that has now been received does not address any of the proposed modifications and as such we believe it is not strictly relevant to this consultation. Nonetheless we provide a response below to clarify the WLP position.**

CCW's representation contends that the WLP fails to acknowledge the potential that development on site allocations L2 (Regent Road/Bankhall Street, North Liverpool) and W1 (Campbeltown Road, Birkenhead) might have an adverse impact on water quality in the Dee Estuary SAC and SPA which are both designated as Natura 2000 sites. CCW request that such an acknowledgement should be provided and that the requirement to consider impact on these designations in later project-level HRA and EIA is stated.

We consider that this matter is already addressed appropriately through the WLP and its supporting assessments. Paragraph 2.5.4 of the Habitats Regulations Assessment (HRA) report (Examination document PS-005) makes clear that the assessment included evaluation of the likely significant impact of development and policies on the Dee Estuary SAC, SPA and Ramsar sites. The two sites that CCW refer to within their representation were included in the original allocations proposed at the Spatial Strategy & Sites consultation stage and therefore have been included in the HRA and their potential impact on these sites was assessed and integrated into Plan preparation from an early stage.

We note that CCW concede that the available information implies no potential impact is likely and therefore their representation aims to 'future proof' protection of the Dee Estuary designated sites. However policies WM1, WM12, WM13 and WM15 all provide explicit reference to the need for project-level HRA for any development which presents a risk of likely significant impacts to any of the many Natura 2000 designated sites within and near to the Waste Local Plan area. Furthermore, CCW's focus on W1 and L2 is not justified since the same considerations apply in principle to other site allocations within the Waste Local Plan. As stated these issues have already been addressed through the HRA process and the policies referred to above.

Therefore we contend that no changes are necessary or justified and that this is not a soundness matter.

3.3 Response by Merseyside EAS and the Merseyside Districts to the Representations from Cheshire West and Chester Council and Lancashire County Council (see <http://merseysideeas-consult.limehouse.co.uk/file/2409297> and <http://merseysideeas-consult.limehouse.co.uk/file/2409294>)

Near identical representations were received from Lancashire County Council (Lancashire CC) and Cheshire West and Chester Council (CWAC). They are addressed together here. Both authorities

support modifications that address matters they raised previously (MM-005 and MM-006) and which were discussed at length during the Hearing sessions. However both contend that text referring to the intention to balance any waste exports from Merseyside & Halton with import of an equivalent quantity of waste from elsewhere (“The Strategy for meeting Merseyside and Halton's Waste Management needs”, Section 3 of the WLP covered by Main Modification MM-002) is not a valid form of self-sufficiency.

Lancashire CC propose that any soundness implication is addressed by removing the relevant bullet point from the Strategic Objectives in Section 3 of the Plan. CWAC make no positive suggestion to resolve their concern but contend that retaining it would flaw the soundness of the WLP with respect to its overarching strategic direction. Both Authorities contend that the wording proposed is “inappropriate”.

We are surprised to see these objections raised at this stage since:

- This wording was discussed in one of the Examination Hearing sessions at which representatives from both authorities were present;
- The practical constraints of the WLP area were discussed in detail with respect to the practical deliverability of a wholly self-sufficient solution to all the waste management needs;
- The wording reflects what was agreed between the parties who were present. (No subsequent informal negotiation about the precise wording occurred).

We understand that both authorities have plans adopted or in preparation which aim to achieve full self-sufficiency. Demographic, land-use, hydro-geological and other factors constrain the ability of Merseyside and Halton to do the same in Merseyside & Halton and the Waste Local Plan would be deemed unsound if it proposed a solution that was undeliverable. These constraints are well documented within the WLP and its supporting evidence base. The revised bullet point provides a clear statement that the authorities within the WLP area will make an appropriate contribution to meeting the collective regional waste management challenge within the constraints referred to above.

Removing the relevant bullet point altogether, as suggested by Lancashire CC, would have the effect of reducing the policy commitment in the WLP to attaining as high a degree of self-sufficiency as can be realistically achieved. Retaining the wording proposed in the MM-002 modification on the other hand, ensures that the WLP is compliant with PPS10 which requires the delivery of policies which “provide a framework in which communities take more responsibility for their own waste...” (PPS 10 para 3). There is no suggestion in PPS10 that complete self-sufficiency is the only acceptable goal. **We therefore maintain that this bullet point should be retained within Section 3 of the Waste Local Plan as modified by Main Modification MM-002.**

3.4 Response by Merseyside EAS and the Mersyaside Districts to the Representation from Natural England (see <http://merseysideeas-consult.limehouse.co.uk/file/2405620>).

The Natural England (NE) response welcomes the modifications made to policy WM12 (Box1) to conform to the legal requirements of the Habitats Regulations. However the NE response then reiterates certain representations made by NE at the Publication Stage. **These comments from NE do not address any of the proposed modifications and as such are not relevant to this consultation neither do they raise any soundness concerns. Nonetheless we provide a response to them below to clarify the WLP position.**

We provided a response to the earlier NE representations which NE now state they disagree with. However, NE chose not to be present at the Hearing Sessions for the Waste Local Plan and did not provide any written representations at that time. We consider that the additional representations received are not valid as they do not respond to the modifications that were the subject of the consultation. The previous comments made by NE are already part of the Examination process as they were made at the Publication stage and will have been considered by the Inspector.

NE wish to see included policies in the WLP that recognise the importance of soils, landscape quality, green infrastructure, sustainable design and for the plan to refer to the need to conserve and enhance the natural environment. We have cross-checked the points made by NE regarding their previous representations, particularly the importance of soils, landscape quality, green infrastructure, sustainable design and the need to enhance and conserve the natural environment. These issues are, in our view, fully covered by the following policy areas within the Waste Local Plan:

- Vision and strategic objectives
- Policy WM0 (Presumption in Favour of Sustainable Development)
- Policy WM8 (Waste Prevention and Resource Management)
- Policy WM10 (High Quality Design and Operation of Waste Management Facilities)
- Policy WM12 (Criteria for Waste Management Development) and associated Box 1
- Policy WM13 (Planning Applications for New Waste Management Facilities on Unallocated Sites)
- Policy WM15 (Landfill on Unallocated Sites)

In addition, all allocated sites take into account these issues as part of the site selection criteria, particularly considering nature conservation designations at local, national and international levels and public open space. Unallocated sites will be assessed against policies WM13 and WM15 which clearly reference tables 5.1 and 5.2 respectively covering the same site selection criteria as allocated sites.

NE raise the point that plans should not be dealt with in isolation. The WLP has been written to be read in conjunction with other district Local Plan documents where specific policy on these issues is to be defined. Paragraph 5.1 of the WLP refers. The six districts are progressing their Local Plans in differing ways but each will be able to cover the issues raised by NE. Relevant policies also exist

in pre-existing "saved" Unitary Development Plans in those authorities which have yet to adopt a Local Plan. Only one district (Sefton) has yet to reach at least publication stage for a Local Plan document and it is reasonable to anticipate that Sefton will address these policy matters within the emerging Local Plan. Details of the relevant policies are included in Table 3 below.

District/Document	Relevant Planning Policy
St Helens Core Strategy Local Plan (ADOPTED)	CP1 – Ensuring Quality Development in St Helens CQL1 - Green Infrastructure CQL2 – Trees & Woodlands CQL3 - Biological and Geological Conservation CQL4 - Heritage and Landscape CR2 – Waste
St Helens Sustainable Development SPD (Under development)	
Halton Core Strategy Local Plan (ADOPTED)	CS2 Sustainable Development Principles CS18 – High Quality Design CS20 – Natural and Historic Environment CS21 – Green Infrastructure CS24 – Waste
Knowsley Core Strategy Local Plan (Proposed Submission Stage)	SD1 Presumption in Favour of Sustainable Development CS1 – Spatial Strategy CS2 – Development Principles CS8 – Green Infrastructure CS19 – Design Quality and Accessibility in New Development CS21 – Greenspaces and trees CS22 – Sustainability and Low Carbon Development CS23 – Renewable and Low Carbon Infrastructure CS24 – Waste Management
Knowsley Local Plan: Site Allocations and Development Policies (anticipated adoption 2015)	Will include more detailed policy.
Wirral Core Strategy Local Plan (Proposed Submission Stage)	CS1 – Presumption in Favour of Sustainable Development CS2 – Broad Spatial Strategy CS3 – Green Belt CS11 – Priorities for Rural Areas CS30 – Requirements for Green Infrastructure CS33 – Biodiversity and Geodiversity CS36 – Pollution and Risk CS42 – Development Management CS43 – Design, Heritage and Amenity
Wirral Site Allocations DPD (to follow Core Strategy)	Will include more detailed policy
Liverpool Local Plan (Core Strategy Publication Stage Policies)	SP1 – Sustainable Development Principles SP23 – Key Place Making and Design Principles SP24 – Historic Environment SP26 – Protecting and Enhancing Green Infrastructure SP27 – Supporting Green Infrastructure Initiatives SP28 – Green Infrastructure in the City Centre SP29 - Green Infrastructure in the Urban Core SP30 - Green Infrastructure in the Suburban Areas SP31 – Sustainable Growth

	SP33 – Environmental Impacts
Sefton Unitary Development Plan (ADOPTED 2006)	CS3 – EMW1 – Prudent Use of Resources GBC1 – Development in the Green Belt GBC6 – Landscape Character GBC7 – Agricultural Land Quality GBC9 – Landscape Renewal Areas NC1 – Site Protection NC2 – Protection of Species NC3 – Habitat Protection, Creation and Management CPZ1 – Coastal Landscape, Conservation and Management G1 – Protection of Urban Green Space DQ1 – Design DQ2 – Trees and Development DQ3 – Public Green Space and Development. EP1 – Managing Environmental Risk EP2 – Pollution

Table 3. Identification of Relevant District Policies Covering Issues Relating to the Importance of Soils, Landscape Quality, Green Infrastructure, Sustainable Design and the Need to Enhance and Conserve the Natural Environment.

3.5 Response by Merseyside EAS and the Merseyside Districts to the Representation Ms Paula Keaveney (see http://merseysideeas-consult.limehouse.co.uk/portal/consult-on-mods/wlp_mods_cons?tab=list).

Ms Keaveney, although supporting main modification MM-003, also went on to question the need to allocate the Liverpool sub-regional site (L1 - Garston) in view of the modification allowing the landowner, ABP, to pursue other port-related uses. In response, we would simply note that a WLP allocation implies strong support for the use of a site for waste management purposes on the part of the Waste Planning Authorities but does not provide a guarantee that it will be used for the purpose allocated. This applies to all allocated sites. In the case of the Liverpool (Garston) and Wirral (Campletown Rd) sites this has been stated explicitly because of the flexibility required by the landowners within the dock estate.

4. Representations which were classified as “neutral” or “positive”.

Although no further comment is required here on representations which were classed as neutral or favourable, readers may wish to review these representations.

Please use the following link to browse and search all of the representations received:

http://merseysideeas-consult.limehouse.co.uk/portal/consult-on-mods/wlp_mods_cons?tab=list



The Planning
Inspectorate

Report to the Joint Merseyside and Halton Councils (The Joint Councils)

by Elizabeth C Ord LLB(Hons) LLM MA DipTUS

an Inspector appointed by the Secretary of State for Communities and Local Government

Date: 4th March 2013

PLANNING AND COMPULSORY PURCHASE ACT 2004 (AS AMENDED)

SECTION 20

REPORT ON THE EXAMINATION INTO THE JOINT MERSEYSIDE AND HALTON WASTE LOCAL PLAN

Document submitted for examination on 17 February 2012

Examination hearings held between 19 and 27 June 2012

File Ref: PINS/H4351/429/4

Abbreviations Used in this Report

§	Paragraph
AA	Appropriate Assessment
ABP	Associated British Ports
AD	Anaerobic Digestion
AMR	Authority Monitoring Report
APC	Air Pollution Control
C&I	Commercial and Industrial
CD&E	Construction, Demolition and Excavation
CHP	Combined Heat and Power
Defra	Department of environment, food and rural affairs
EA	Environment Agency
EfW	Energy from Waste
ELV	End of Life Vehicle
Framework	National Policy Planning Framework
ha	Hectare
HWRC	Household Waste Recycling Centre
HRA	Habitats Regulations Assessment
IBA	Incinerator Bottom Ash
IVC	In-Vessel Composting
JMWMSM	Joint Municipal Waste Management Strategy for Merseyside
JRWMS	Joint Recycling and Waste Management Strategy
LACW	Local Authority Collected Waste
LATS	Landfill Allowance Trading Scheme
LDF	Local Development Framework
LDS	Local Development Scheme
MBT	Mechanical Biological Treatment
MEAS	Merseyside Environmental Advisory Service
MM	Main Modification
MRF	Material Recycling Facility
MRWA	Merseyside Recycling and Waste Authority
MSW	Municipal Solid Waste
MW	Megawatt
MWP	Merseyside Waste Partnership
NA	Needs Assessment
NWRTAB	North West Regional Technical Advisory Body
PFI	Private Finance Initiative
PPS 10	Planning Policy Statement 10: <i>Planning for Sustainable Waste Management</i>
RDF	Refuse Derived Fuel
RRC	Resource Recovery Contract
RRP	Resource Recovery Park

RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SCS	Sustainable Community Strategy
SEA	Strategic Environmental Assessment
SO	Strategic Objective
SRF	Solid Recovered Fuel
t	tonne
tpa	tonnes per annum
WDA	Waste Disposal Authority
WEEE	Waste Electrical and Electronic Equipment
WLP	Waste Local Plan
WPA	Waste Planning Authority
WRAP	Waste and Resource Action Programme
WTS	Waste Transfer Station
WWTW	Waste Water Treatment Works

Non-Technical Summary

This report concludes that the Joint Merseyside and Halton Waste Local Plan (the Plan) provides an appropriate basis for waste planning for Merseyside and Halton over the next 15 years providing a number of modifications are made to the Plan. The Joint Councils have specifically requested that I recommend any modifications necessary to enable them to adopt the Plan. All of the modifications to address this were proposed by the Joint Councils, and I have recommended their inclusion after full consideration of the representations from other parties on these issues.

The modifications can be summarised as follows:

- Include a policy and supporting text on the presumption in favour of sustainable development;
- Amend the wording of the overarching strategic approach to more appropriately reflect the balance of imports and exports envisaged;
- Relax the general waste management restriction on allocated sub-regional sites to allow port related uses on sites L1 and W1;
- Remove site S1 as a sub-regional allocation and replace it with site S1a;
- Remove site H3 as a district level allocation;
- Clarify how the criteria for change of use applications from waste management should be met, and restrict them to built facilities;
- Allow extensions of time for existing, operational landfills, subject to criteria;
- Assess proposals for built facilities on unallocated sites rather than justifying them;
- Amend the Energy from Waste (EfW) Policy to assess applications against criteria, and to generally require Combined Heat and Power (CHP); and
- Assess proposals for landfill on unallocated sites against criteria rather than justifying them, and amend the wording to provide a more positive approach.

These changes do not materially alter the thrust of the Joint Councils' overall strategy.

Introduction

1. This report contains my assessment of the Joint Merseyside and Halton Waste Local Plan in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers first whether the Plan's preparation has complied with the duty to co-operate, in recognition that there is no scope to remedy any failure in this regard. It then considers whether the Plan is compliant with the legal requirements and whether it is sound. The National Planning Policy Framework (the Framework) at paragraph 182 makes clear that to be sound, a Local Plan should be positively prepared; justified; effective and consistent with national policy.
2. The Plan was produced by the Joint Councils on behalf of its six constituent waste planning authorities, namely Halton Council, Liverpool City Council, Knowsley Council, Sefton Council, St. Helens Council and Wirral Council. The geographical area covered by these authorities is referred to as the sub-region in this report.
3. The starting point for the examination is the assumption that the Joint Councils have submitted what they consider to be a sound plan. The basis for my examination is the submitted draft plan dated November 2011 which is the same as the document published for consultation in November 2011.
4. My report deals with the main modifications that are needed to make the Plan legally compliant and sound and they are identified in bold in the report (**MM**). In accordance with section 20(7C) of the 2004 Act the Joint Councils requested that I should recommend any modifications needed to rectify matters that make the Plan unsound/not legally compliant and thus incapable of being adopted. These main modifications are set out in the Appendix.
5. The main modifications that go to soundness have been subject to public consultation, Sustainability Appraisal (SA), and Habitats Regulations Assessment (HRA) where necessary. I have taken the consultation responses into account in writing this report.

Assessment of Duty to Co-operate

6. Section s20(5)(c) of the 2004 Act requires that I consider whether the Joint Councils have complied with the duty imposed on them by section 33A of the 2004 Act in relation to the Plan's preparation. The Joint Councils have provided written evidence of how they have met this duty¹, which is summarised in the following paragraphs, and there have been no substantive challenges to this.
7. On a local basis within the sub-region, the six district Waste Planning Authorities (WPAs) have worked closely with each other to produce the joint Waste Local Plan (WLP). Through the Merseyside Waste Partnership (MWP), (which consists of the Waste Disposal Authorities (WDAs) for Halton and Merseyside, now Merseyside Recycling and Waste Authority (MRWA) and the six Waste Collection Authorities) the Waste Planning Authorities and MEAS

¹ Compliance with Duty to Co-operate [PS-039] and section 1.1 of the statement on legal issues [EXAM-001].

have been able to fully co-operate. Other key stakeholders have also been able to have considerable input.

8. The Plan is intended to promote synergies in the provision of waste infrastructure, recognising that much of the required capacity would best be served by medium or large scale facilities of sub-regional significance. Co-ordination across the Plan area is considered to provide an effective means of selecting the most appropriate sites, and establishing a level playing field for the WPAs who share a common vision, strategic objectives and policies.
9. On a wider basis, the WPAs have set out to be proactive by liaising and consulting with relevant public and private sector bodies since commencement of the Plan preparation process in 2006, and throughout. This included setting up a Stakeholder Group and Technical Advisory Group to assist with developing policy, testing assumptions and to obtain feedback on how the waste industry is changing and adapting.
10. The evidence demonstrates that the WPAs have co-operated with other authorities and industry bodies, which included representation on the North West Regional Technical Advisory Body (NWR TAB). Merseyside Environmental Advisory Service (MEAS), who work in an advisory capacity for the Joint Councils, also represented the Liverpool City Region, which includes the area of the sub-region and beyond, on several waste planning forums and steering groups. The documents show that all adjacent WPAs have been consulted regularly, including the relevant county, district, parish and town councils, as have the relevant statutory bodies, who have contributed appropriately to the Plan process.
11. Amongst the WPAs consulted is Cheshire West and Chester Council, who during the Plan period may receive Merseyside's residual Local Authority Collected Waste (LACW) depending on the outcome of final bids for the MRWA Resource Recovery Contract (RRC). Whereas the only other WPA involved, Redcar and Cleveland, has not been consulted, the bidding has been conducted separately from and outside of the Plan making process and, being a contractual matter not in the control of Merseyside and Halton's constituent WPAs, is unaffected by the duty co-operate.
12. From the submitted evidence I consider that the Joint Councils have worked closely throughout the period of Plan preparation with the relevant prescribed bodies and persons, other statutory and regulatory organisations, other authorities, and the waste industry. Therefore, taking all factors into consideration, I am satisfied that this amounts to constructive, active engagement on an ongoing basis. Consequently, the duty to co-operate has been fulfilled.

Assessment of Legal Compliance

13. My examination of the compliance of the Plan with the legal requirements is summarised in the table below. I conclude that the Plan meets them all.

LEGAL REQUIREMENTS	
Local Development	The WLP is identified within the various approved

Scheme (LDS)	LDSs. The LDSs have been updated regularly during the Plan preparation process to reflect progress and plans for production of the WLP. The WLP content and timing is compliant with the LDSs.
Statement of Community Involvement (SCI) and relevant regulations	The SCIs were adopted on the following dates: Halton – July 2006; Knowsley - January 2007; Liverpool - July 2007; Sefton - October 2006; St Helens – January 2007; Wirral - December 2006. All stages of consultation were compliant with the requirements of all of the six District SCIs, including the consultation on the post-submission proposed 'main modification' changes (MM). Where there were specific Districts requirements additional to those of other Districts, they were met within that District.
Sustainability Appraisal	The SA has been carried out by external consultants and repeated/updated as required at each consultation stage, including the main modification consultation stage. The SA reports are all available in the documentation library and have not been challenged at any stage. The approach to and implementation of the SA is adequate.
Habitats Regulations Assessment	Habitats Regulations Assessment screening (September 2008) revealed the need to undertake an AA. The HRA was undertaken by external consultants and was subject to consultation with statutory consultees. The HRA was updated appropriately as the Plan progressed through the consultation stages, including the main modification consultation stage. The HRA reports and the comments from statutory consultees recommended changes which were implemented in the submitted Plan.
National Policy	The WLP complies with national policy.
Regional Spatial Strategy (RSS)	The WLP is in general conformity with the RSS.
Sustainable Community Strategy (SCS)	An analysis of the six District SCSs came to the following conclusion: "It can be concluded that the policy content and process of producing the Waste DPD supports each of the SCSs in making improvements towards a more sustainable society." Satisfactory regard has been paid to the SCSs.
2004 Act (as amended) and 2012 Regulations.	The WLP complies with the Act and the Regulations.

Assessment of Soundness

Preamble

14. Although the Government intends to abolish RSSs through implementation of the Localism Act, the RSS was still extant at the time of producing the

Publication Version of the WLP. The North West region was preparing a single Regional Strategy, and had produced a significant amount of supporting evidence, which can still be used to support LDFs, post introduction of the Localism Act. The waste-related evidence has been used to support the needs assessment and policy positions in this WLP, although this has been supplemented with more recent data where appropriate. The WLP covers the issues addressed by the RSS, which will still be relevant when the RSS is finally abolished. The WLP is in general conformity with the RSS.

Main Issues

15. Taking account of all the representations, written evidence and the discussions that took place at the examination hearings I have identified six main issues upon which the soundness of the Plan depends.

Issue 1 – Whether the vision and spatial strategy are the most appropriate to meet the waste management requirements of the sub-region.

Vision

16. The nub of the Plan's vision is to develop a network of sustainable waste management facilities to enable local communities to be as self sufficient as possible by moving waste management up the hierarchy. The strategic objectives (SOs), flow from the vision to identify how it will be delivered, and are reflected by and appropriately linked to the development management policies (WM 7-WM 16), which provide guidance to potential developers. The overarching strategic approach is resource recovery led, and provides a long term strategy for achieving the vision. In general, these various elements comply with the SA objectives².
17. However, there are issues with some of the development management policies, and the Joint Councils have requested main modifications to make them sound. **MM 5** has been requested to Policy WM 7 (Protecting Existing Waste Management Capacity) in order to clarify the extent to which the criteria have to be met to render a change of use from waste management acceptable, and to restrict these criteria to built facilities.
18. **MM 6** has been requested to Policy WM 13 (Waste Management Facilities on Unallocated Sites) to achieve a more positive approach and greater certainty for developers. The additional and amended wording to these Policies makes them more effective, and therefore, I endorse these modifications. Other main modifications to development management policies are discussed under Issues 3 and 4.
19. It has been queried whether SO1, which relates to planning for sufficient facilities to meet need, is deliverable. This should be read in the context of the vision relating to self sufficiency. Absolute self sufficiency is unlikely to be achievable in the sub-region, or indeed in most other WPA areas, as waste management is driven by commercial contracts that often result in cross boundary movements.

² Sustainability Appraisal and Strategic Environmental Assessment of the Proposed Submission Document, August 2011 [PS-003].

20. The evidence base suggests that, despite the sub-region's reliance on exports to landfill, its range of existing recycling, reprocessing and treatment facilities, coupled with its resource recovery strategy, should attract sufficient imports to enable net self sufficiency by about 2016/17. In fact part way through the Plan period, it is envisaged that waste management capacity will be greater than the sub-region's identified needs.
21. The Plan provides for additional built facilities to compensate for landfill exports in an attempt to balance imports and exports. This balance is referred to within the overarching strategic approach. However, its reference to importing equivalent material for secondary treatment as is exported to landfill is inappropriate, as some of the material sent to landfill cannot be treated.
22. Therefore, the Joint Councils have requested **MM 2**, which alters the wording so as to seek to balance quantities of waste instead. There have been objections to this modification and to the concept of balancing exports for landfill with imports for treatment, on the basis that this sort of balance is not a valid form of self sufficiency and, therefore, makes the Plan unsound. However, PPS10 does not require absolute self sufficiency, and in this case Merseyside and Halton are unable to provide a more positive approach to landfilling due to demographic, land use, hydro-geological and other constraints. Therefore, the most appropriate option is to balance the landfill shortfall with additional recycling and treatment capacity. In my judgement the amended wording is justified and, therefore, I endorse this modification.
23. Since submission of the Plan for examination, the Framework has been published, paragraph 15 of which requires all plans to reflect the presumption in favour of sustainable development. In order to fully satisfy this requirement the Joint Councils have requested **MM 1**, which is an additional policy on the presumption in favour of sustainable development. This enables the Plan policies to clearly reflect the vision of providing sustainable waste management facilities, and ensures that there is proper compliance with the Framework, and, therefore, I endorse it.
24. Natural England has commented that it would like to have policies included in the WLP that recognise the importance of soils, landscape quality, green infrastructure, sustainable design, and for the WLP to refer to the need to conserve and enhance the natural environment. However, I am satisfied that these issues are already appropriately encompassed within the Plan's vision, objectives and policies. Consequently, there is no need for any modification in this respect.

Spatial Strategy

25. The Spatial Strategy and Sites Report of November 2008³ set out three spatial strategy options for built facilities, namely, the Sub-regional Site Approach, the Waste Arisings Option, and the Resource Recovery Park Option. However, the 2008 SA questioned the sustainability of the latter two approaches, and stated that the first option was the most sustainable, as it was robust and provided flexibility. There was also strong support for the Sub-regional Site Approach and, therefore, it was put forward as the preferred option and was

³ [PS-010].

included in the submission document.

26. The Sub-regional Site Approach follows on from the vision by allocating one large sub-regionally significant site of over 4.5ha within each of the districts, together with a range of smaller diffuse sites of between 4.5 and 0.5ha throughout the districts. This takes account of proximity to waste arisings and seeks to ensure that all of the districts contribute to meeting identified need.
27. The spatial pattern for built facilities is, amongst other things, informed by the network of existing operational and pipeline facilities so that sites are allocated within existing clusters of waste management/industrial facilities where possible. This provides opportunities to create synergies through co-location, resulting in better use of waste as a resource, and for the generation of renewable energy.
28. The number of sites allocated is derived from typical site capacity requirements for the relevant broad categories of waste management facilities, and the NA's forecasts of need. This accommodates both the optimistic and pessimistic scenarios. Furthermore, in recognising the uncertainties of the waste industry and to provide flexibility, a contingency of about 30% has been added to cater for possible unavailability or undeliverability.
29. MEAS has indicated that, since the site area and tonnage requirements were identified, there have been significant advances in technology. One of the outcomes of this is that it is feasible to build higher capacity facilities on smaller areas of land. This adds more flexibility for developing built facilities.
30. There are no site allocations for non-inert, non-hazardous landfill, given the failure to identify any suitable sites. Two sites are allocated for inert landfill and this satisfies the identified need for this waste stream.
31. The Plan's site allocation policies (WM 1-WM 6) provide clear guidance to developers on site prioritisation, allocated sites and their suggested broad waste management uses, and areas of search for additional small scale operations and an additional Household Waste Recycling Centre (HWRC). However, main modifications are required to some of the individual sites identified in Policies WM 2 (Sub-regional sites) and WM 3 (District level sites). This is addressed under Issue 5.

Assessment

32. I consider that the preparation of the vision, strategies and objectives was systematic, comprehensive and convincing. There is a clear link between the high level strategies and the Plan policies which seek to deliver them, and sufficient flexibility is incorporated to accommodate changing circumstances and the loss of some capacity/sites. This robust and pragmatic approach accommodates all reasonable and foreseeable eventualities.
33. The evidence demonstrates that, with the identified main modifications, the vision, SOs, overarching strategic approach, and spatial strategy are positively prepared, justified and effective. The Plan is consistent with national policy, and seeks to drive waste management up the waste management hierarchy, resorting to disposal as the last option.

Issue 2 – Whether there is evidence of any shortfall of waste management capacity within the Plan period for the principal waste streams.*Overview*

34. The Plan is informed by a detailed evidence base of waste arisings and forecast waste management needs to 2030, which has been updated several times during Plan preparation to take account of changing circumstances and new information. The Needs Assessment (NA)⁴ draws on over 30 assumption sets about how the waste streams will change over the Plan period and how the methods for managing them will evolve. Whilst not every assumption has been substantiated, all principal assumptions have been peer reviewed. I am satisfied that these assumptions are appropriate and realistic.
35. The NA's approach to assessing capacity assumes that all waste management facilities that had planning permission by the end of 2010 will come on stream, even where work has not yet commenced on site. This is referred to as "pipeline" capacity. However, it includes a sensitivity test which assesses the need for capacity if none of these facilities come forward. Furthermore, where a contract is in place (or at an advanced stage of negotiation) to manage wastes from outside the sub-region, (eg Ineos Chlor-Vinyls in Runcorn) the available long-term capacity has been reduced proportionally.
36. The Plan predicts an "envelope" of waste management needs for three of the four principal waste streams, (LACW, Commercial and Industrial (C&I), Construction, Demolition and Excavation (CD&E)). This consists of an upper bound pessimistic forecast and a lower bound optimistic forecast.
37. The pessimistic forecast assumes the maximum realistic growth rate for each stream, and reflects lower rates of recycling and treatment and greater reliance on landfill. It assumes a 1-2 year delay in bringing into service any treatment and recycling facilities that have planning permissions but which are not yet under construction.
38. The optimistic forecast assumes, in most cases, a gentle drop of arisings over the next few years due the combined effects of the recession and waste minimisation initiatives reflecting higher rates of recycling and landfill diversion. It assumes that the consented facilities will be operational on time, thereby enabling higher diversion rates to be achieved sooner.
39. Using this envelope model provides a flexible approach with scope to accommodate the many uncertainties apparent within the waste industry. I consider that it is a sound basis upon which to assess need.

LACW

40. The sub-region's LACW, previously known as Municipal Solid Waste (MSW), is now managed in accordance with the recently adopted Joint Recycling and

⁴ The fifth NA - (Publication Stage) dated July 2011, which takes 2010 as the base year for forecasts [PS-006].

Waste Management Strategy (JRWMS) 2012⁵, and formerly by the Joint Municipal Waste Management Strategy for Merseyside 2008 (JMWMSM)⁶ by the District Waste Collection Authorities and MRWA. Plan forecasts are based on total arisings for 2009/10 as released by Defra in November 2010. Whilst the data shows that LACW arisings have generally grown over the last 50 years, there has been a small decrease over the last few years as waste reduction initiatives have started to impact.

41. The NA indicates that currently more than 60% of LACW is recyclable or compostable and this is assumed to remain the case throughout the Plan period. However, in the 2009/10 baseline year only about 35% of household waste⁷ is recycled or composted and consequently, there is significant scope for improvement. The Plan assumes that the national recycling/composting target of 50% by 2020 will be achieved, and that food waste collections will expand in the future⁸.
42. The pessimistic approach is adapted from growth rates stated in the 2008 JMWMSM, with slight adjustments to reflect the effects of a short recession to 2015, with recovery assumed thereafter. The optimistic approach assumes that the level of collected waste per household falls to the national average by 2020, and is based on advice from the NWRTAB.
43. In 2010 the total LACW arisings were 836,000t. The pessimistic forecast shows this increasing to 860,000t in 2030 and the optimistic forecast shows a decrease to 809,000t in the same period. The figures take account of additional waste generated by new households created over the plan period, based on the RSS and the successful housing growth-point bids made by districts within the sub-region.
44. In terms of waste management capacity, the NA indicates that most of the facilities within the sub-region do not operate at full capacity. MRWA handles all LACW via contracts with waste management companies. Veolia has the recycling contract to operate facilities within the sub-region. These consist of HWRCs with a throughput of 240,000tpa⁹, Waste Transfer Stations (WTSs) with a capacity of 1,150,000tpa¹⁰ and Materials Recycling Facilities (MRFs) with a capacity of 200,000tpa¹¹. In 2010 about 27% (223,000t) of LACW was recycled¹².
45. In addition to MRWA's facilities, a number of open windrow composting facilities operate on a merchant basis, which have a capacity of 127,000tpa¹³ and handle both LACW and commercially collected green waste. In 2010

⁵ Covering the period 2011-2041- draft JRWMS is at [PS-048]. Halton previously had a separate Waste Management Strategy but the JRWMS applies to all members of the MWP including Halton.

⁶ [PS-047]. This does not include Halton.

⁷ LACW consists of about 90% household waste and 10% C&I waste.

⁸ This is also assumed in the JRWMS 2011-2041 – draft at [PS-048].

⁹ Over 16 sites.

¹⁰ Over 4 sites.

¹¹ At Bidston and Gillmoss, both of which are now operational.

¹² MEAS needs assessment forecast models – appendix to LACW paper [Exam-002].

¹³ Over 5 sites. This excludes the Whitemoss composting facility (65,000tpa) because it straddles Merseyside and West Lancashire.

about 1% (8,000t) of food waste and 9% (76,000) of green waste was composted. Nonetheless, the Plan identifies a need for four food waste treatment plants, either Anaerobic Digestion (AD) or In-Vessel Composting (IVC) and possibly another open windrow composting facility, all of which could take both C&I and LACW.

46. The NA indicates that some recyclables, derived from the HWRCs and MRFs, are sent to merchant reprocessors within the sub-region who recycle plastics, glass, Waste Electrical and Electronic Equipment (WEEE), plasterboard, paper and metals with an overall capacity in excess of 940,000¹⁴. Other recyclates are processed outside of the sub-region.
47. Residual LACW, amounting to 63% (529,000t) of total LACW in 2010, including 94,000t (14%) rejected from HWRCs and MRFs, will continue to be exported until 2015 by road to WRG's (now FCC) Arpley Landfill in Warrington, as there is a significant shortfall of landfill capacity within the sub-region.
48. However, as new technology develops more waste is being diverted from landfill and a greater range and quantity of waste is being recycled, reused or treated. Considerable thermal capacity in the order of 1.5 million tonnes has already been consented, some of which is operational and of regional significance.
49. Ineos Chlor-Vinyl's CHP facility alone will have a total capacity of 850,000tpa RDF/SRF¹⁵, equivalent to 1.7 million tpa of untreated, residual waste, when fully operational. Phase 1 (425,000tpa of RDF/SRF) is set to be commissioned in early 2013, and phase 2 (425,000tpa of RDF/SRF) by mid 2014. Although Greater Manchester's LACW will take up 275,000tpa of RDF/SRF capacity, Cheshire's LACW, which was earmarked for this facility, is no longer expected to be sent here. Therefore, available capacity of 575,000tpa of RDF/SRF exists.
50. Wirral Council has advised that the Biossence CHP facility, which is intended to reduce 400,000tpa of untreated, residual waste by 40% to produce a floc for combustion in its gasification plant, has had its planning conditions discharged, and implemented its permission in July 2012. Construction has started on the roadway access and the prospects of the facility being built out appear to be reasonable. The planning permission for the Energos CHP gasification plant in Kirkby, with a 96,000tpa capacity for untreated, residual waste, was implemented in May 2012. The company has stated publicly that it expects to begin groundwork and construction during the current financial year.
51. However, none of these facilities is expected to receive the sub-region's residual LACW, which will be sent to an EfW facility outside of the sub-region under MRWA's Resource Recovery Contract (RRC). Final tenders are currently in the process of being evaluated with a view to choosing the provisional preferred bidder. This will either be Covanta/Peel and their EfW facility at Ince Marshes in Cheshire West and Chester, or SITA/Sembcorp and their EfW facility at Wilton in Teesside. Although as yet un-built, it is expected that the chosen facility will be operational by 2016. The Plan has provided a contingency allocation for a facility to pre-treat this waste, with a capacity in

¹⁴ Over about 24 sites.

¹⁵ RDF/SRF is created by treating raw waste which reduces its mass by about 50%.

the range of 350,000 to 400,000tpa, should this be required.

52. As this EfW facility is funded through Waste Infrastructure Credits, formerly known as Private Finance Initiative (PFI), and is contractually secured for the long term to handle all of the sub-region's residual LACW, (estimated to be up to ca. 400,000tpa), the NA has included it as sub-regional capacity.
53. In the meantime, whilst awaiting commissioning of this RRC facility, MRWA procured a 3 year Interim Framework Contract for waste management services in July 2012. The first tranche is for 40,000t for one year from August 2012, although MRWA has the potential under the contract to procure up to 200,000tpa until 2014/15¹⁶.
54. The NA reflects the evolution in waste management in its assumptions on management mix and quantities being recycled, treated and landfilled for the two forecast bounds. The projected change, excluding any implications flowing from the Interim Framework Contract, indicates that overall reliance on landfill will decrease significantly over the Plan period, whilst the capacity requirements for recycling and treatment will increase.

C&I

55. Details of arisings and management methods are based on the 2006 and 2009 North West regional surveys commissioned by the Environment Agency (EA)¹⁷. The latter, which was reported in February 2010, has an interrogator facility that has been used to analyse the composition of this stream by material type. The results have been used to make a professional judgement of the extent to which materials that are not currently being recycled or composted can be diverted for treatment or recycled in the future.
56. The NA indicates that about 60% of this waste is recycled, and both the optimistic and pessimistic approaches assume that scope for improvement is limited to about 65%. This is because a large part of the residual material comprises contaminated mixed waste that is difficult to decontaminate to reprocessors' quality targets.
57. Growth trends for the two streams are different, with commercial wastes having increased at about 2% per annum over the last 10 years, whilst industrial wastes have declined at almost double this rate over the same period.
58. With respect to commercial waste, following discussions with the local waste management sector, the NA does not predict this rate of growth to continue throughout the Plan period. This reflects the prediction that recovery from recession is unlikely to occur before 2015, and takes account of the effects of the extension of the Courtauld Agreement¹⁸, the Producer Responsibility Regulations, and other initiatives to reduce waste creation rates. It also recognises the sub-region's higher than average level of public sector

¹⁶ See: <http://www.merseysidewda.gov.uk/2012/11/merseyside-interim-waste-contract-appoints-three-to-framework/>.

¹⁷ [PS-018] and [PS-045].

¹⁸ A voluntary agreement between retailers and WRAP to improve resource efficiency and reduce the carbon and wider environmental impact of grocery retail.

employment, which is undergoing significant cutbacks.

59. The optimistic forecast shows a reduction in commercial waste arisings over the Plan period from 751,000t in 2010 to 733,000t in 2020, remaining constant at this rate up to 2030. The pessimistic forecast shows a decline from 751,000t in 2010 to 742,000t in 2015, rising to 791,000t by 2030.
60. As regards industrial waste, the NA assumes that recession will continue to drive down arisings, but at a lessening rate, with the decline bottoming out after 2013. This is as a result of the rate of business closures and reduced manufacturing capacity slowing down and/or being replaced by corresponding new facilities. The optimistic forecast is based on these assumptions, indicating a fall from 354,000t in 2010 to 331,000t in 2015 and remaining at this level up to 2030. To provide sufficient flexibility, the pessimistic forecast assumes no change in arisings of 363,000t throughout, following discussion with the waste industry.
61. The NA states that most facilities for managing C&I in the sub-region do not operate at 100% capacity either because they are not fully utilized or because of downtime for maintenance. It shows that there is considerable MRF(140,000tpa) and WTS(440,000tpa) capacity, and refers to several privately operated open windrow composting facilities, which also take LACW(127,000tpa)¹⁹. It also assumes delivery of an enclosed AD/IVC plant (50,000tpa) provided by New Earth Solutions in Widnes.
62. Nonetheless, the Plan identifies a need for four additional food waste treatment plants (AD or IVC), and possibly another open windrow composting facility, all of which could take both C&I and LACW. Part of this capacity gap may now be met by Granox, who obtained planning permission in October 2012 to build a 90,000tpa AD plant, which is expected to become operational in late 2013. A range of re-processors also serve both the C&I and municipal sectors with capacity of about 942,000tpa²⁰.
63. With respect to primary treatment capacity for residual C&I, the NA refers to two consented facilities within the sub-region. One is for a 150,000tpa autoclaving facility at Garston Dock which, if it came forward, would produce RDF/SRF. The other is a 200,000tpa MBT/IVC plant at Widnes Waterfront. However, in both cases the potential operators, Jack Allen Holdings, and New earth Solutions have withdrawn their interest, although the permissions are still extant and other operators may come forward. The permitted capacity on these sites is only half of what was originally sought, indicating potential for future expansion. The Plan identifies a possible need for one additional pre-treatment facility.
64. As regards secondary thermal treatment, the NA identifies significant consented capacity, some of which is already operational and some of which is likely to come forward. Whilst EMR has not yet implemented its planning permission, it is understood that it intends to proceed with building a specialised plant, although Granox's EFW permission has now lapsed. Nonetheless, the NA does not identify any additional need for secondary thermal treatment and the plan is sufficiently flexible to accommodate this non

¹⁹ This is the same figure as referred to above for LACW capacity and is not additional.

²⁰ This is the same figure as referred to above for LACW capacity and is not additional.

delivery.

65. However, the situation is different for landfill disposal. There is currently a need for over 400,000tpa of landfill capacity for non-inert, non-hazardous C&I waste, albeit this is forecast to significantly reduce over the Plan period. Currently, average capacity of 205,000tpa²¹ is provided by the sub-region's only non-inert, non-hazardous landfill site at Lyme and Wood Pits²² although, for this waste stream, it is time limited to June 2016, by which time it is likely to be at full capacity. Consequently, there will be a capacity shortfall, which cannot be met within the sub-region. This is discussed under Issue 4 below.
66. About 1% of commercial and 9% of industrial waste is estimated as being inert²³, some of which (between 119,000 and 33,000tpa during the Plan period) also needs to be landfilled. However, sufficient capacity is forecast to manage this waste stream as discussed under *CD&E Waste* below.

CD&E Waste

67. The NA draws on data from the 2006 NWRTAB regional survey reported in July 2007, although this was apparently compromised by a lack of data on waste arisings. However, following checks and adjustments, the NA estimates that around 2.4 million tpa were created at that time. Subsequent growth projections have been based on discussions with representatives of the local waste management industry, specifically companies that principally handle inert construction waste.
68. The NA estimates that current recycling/spreading of CD&E of about 65% will increase to 80% by 2020, beyond which there will be little scope for improvement²⁴. It assumes that landspreading will fall from the current 25% to 10% over the same period due to changes in the permitting regime bringing landspreading within the scope of landfill tax and also imposing lower limits on quantities that may be deposited. The quantity of waste for landspreading is forecast to be in the order of 240,000tpa throughout the Plan period.
69. Having regard to the impact of the recession, but also recognising the likely effects of proposed major developments within the sub-region such as Wirral Waters, Liverpool Waters and the second Mersey Crossing, the NA estimates some modest growth in CD&E waste arisings although total arisings will not exceed pre-recession levels. The pessimistic scenario forecasts a gentle but steady increase in arisings from 2.22 million t in 2010 to 2.38 million t in 2030, whilst the optimistic scenario indicates a lower rate of growth to 2.27 million t in 2030.
70. It is estimated that just over one third of this waste stream is recycled at source. This is predominantly inert material comprising crushed concrete, stone, hardstanding and similar materials which can be re-used on site. The remaining recyclates are taken off-site to a range of over 60 WTSs, skip hire

²¹ St Helens Planning Consent ref : P/2012/0156.

²² This capacity is shared with inert waste.

²³ Categorized as mineral waste not CD&E waste.

²⁴ Taking account of WRAP's finding in *Construction, Demolition and Excavation Waste Arisings, Use and Disposal for England 2008*, April 2010.

facilities and reprocessors²⁵ with a combined capacity of 1.29 million tpa²⁶.

71. With respect to residual CD&E waste, proposals for biomass EfW facilities, which would use waste wood as a fuel, are currently at different positions in the planning system. However, landfill is currently the main disposal option with between 378,000²⁷ and 156,000tpa²⁸ of estimated capacity being required in decreasing quantities throughout the Plan period.
72. It is estimated that about 95% of this waste is inert, consisting of soil, stones, sludge and aggregates²⁹. The small remaining fraction requires non-inert, non-hazardous landfilling, for which there is currently capacity at Lyme and Wood Pits, which can also take inert waste until restoration contours are achieved³⁰. However, its available void space is limited and is shared with residual C&I waste.
73. There are currently no other active landfill sites in the sub-region, which could receive inert waste. However, two mineral extraction sites have permission to restore with inert waste by landfilling. These are Bold Heath Quarry in St. Helens, with permitted void space of 2.43 million m³, and Cronton Claypit in Knowsley, with permitted void space of 0.75-1.0 million m³. After meeting with the relevant operators, MEAS indicated a strong, realistic prospect of both sites delivering the capacity to meet this need.
74. However, void creation depends upon the demand for crushed sandstone (Bold Heath) and brick clay (Cronton), which dictates the rate of mineral extraction. Both the pessimistic and optimistic scenarios indicate a shortfall in 2026-2027, (with the pessimistic approach showing a slight shortfall in 2012-2013). Nonetheless, overall capacity during the Plan period is expected to exceed requirements by a margin of between 1.141 and 0.857 million t.

Hazardous Waste

75. Arisings are based on 2009 data released by the EA in its Hazardous Waste Interrogator tool. The hazardous waste sector is organised so as to provide a regional and national network of facilities. Therefore, there is significant cross boundary movement of this waste in both directions. The NA has taken the management need to be the sum of locally arising waste that remains in the sub-region plus that which is imported. Arisings totals for the other main waste streams have been reduced to take account of their hazardous fractions.
76. Historical data shows that generally arisings managed in the sub-region have been steady, although exported waste has declined over the 10 years up to 2009. Therefore, limited change is forecast and the model does not use the pessimistic/optimistic approach, but rather makes one set of assumptions

²⁵ Some of which handle only CD&E waste.

²⁶ This is a reduction from 2.6 million tpa, as the figure now excludes three sites at Simonswood, which straddles the border with West Lancashire.

²⁷ 2012 optimistic forecast.

²⁸ 2027 pessimistic forecast.

²⁹ Based on the EA's interrogator tool of waste passing through inert waste transfer stations, skip hire sites and similar facilities in the sub-region in 2010.

³⁰ St Helens Planning Consent ref P/2012/0156. The 2012 permission now includes a time restriction for completion.

leading to a slight further reduction from 158,000tpa in 2010 to 154,000tpa in 2015, remaining steady thereafter. In 2009, the management mix data shows that 33% of waste was treated or recovered, 44% was recycled, 23% was landfilled and virtually nothing was incinerated.

77. The NA shows that WTS capacity stands at 425,000tpa³¹, and reprocessing capacity amounts to 735,000tpa of which about two thirds relates to waste oils received from a national catchment. It also indicates that there is treatment capacity of 40,000tpa at Veolia's Garston Dock plant, for which planning permission was granted in March 2012 for a small EfW facility for burning hazardous residues.
78. There is also hazardous landfill/landraise capacity at Ineos Chlor-Vinyls' Randle Island site, which I understand is consented until 2040. Since 2006 a new permission has relaxed its restrictions, so that it is now permitted to accept waste on a merchant basis from third parties. I am told that deposits of about 25,000tpa are currently received, which is significantly below its annual capacity, indicated in the NA as being 220,000tpa.
79. Over the Plan period, the need for landfilling hazardous Air Pollution Control (APC) residues may increase as more thermal treatment facilities come on stream. The NA assumes 3% of waste burned in conventional EfW plants will be APC residues, as will 1% of waste treated by gasification. However, there is a facility within the sub-region (FIS Ltd. in Kirkby), which is capable of reprocessing APC residues into a secondary aggregate, and Ineos Chlor-Vinyls has indicated that it is considering opportunities to recycle these materials as the market for such products is beginning to develop. However, the NA assumes that APC residues will not be recovered throughout the Plan period and will be sent to the Minosus deep site in Winsford (Cheshire West and Chester), thereby taking a more pessimistic approach.
80. Overall, the NA does not identify a need for additional hazardous waste facilities. However, as a contingency, an additional treatment facility is provided for part way through the Plan period.

Other Waste

81. MEAS has estimated the quantity of agricultural waste at 19,000tpa based on the results of a sub-regional survey undertaken in 2007. The survey shows that less than 10% is non-natural, such as plastics, silage wrap, machinery, waste oils, and pesticides, some of which can be managed in existing facilities. The rest consists of materials such as straw and organic slurry, all of which is disposed of at source, normally by land spreading or a similar activity. The NA does not identify any change, or any need for specific provision for the small balance of diverse residual waste, as this can be managed with other C&I waste.
82. The quantity of low and very low level radioactive waste is small, estimated by the EA in 2006 at 3,260 GBecquerels, mainly from hospitals. Virtually all of this is disposed of to sewer, with a minute quantity being sent to a hazardous site for incineration. The NA assumes that arisings will remain constant and does not identify a need for additional disposal capacity.

³¹ Over 13 sites.

83. United Utilities manages waste water through a network of treatment works and a sewage sludge incinerator at Shell Green in Widnes, which is regionally significant for the Mersey Belt, taking waste by pipeline from Greater Manchester as well as the sub-region. The NA does not forecast any change and United Utilities has not identified a need for new sites.

Site requirements and contingencies

84. For built facilities the Plan contains a table³² for each of the optimistic and pessimistic approaches, which summarises the mass balance quantities. The figures are the result of subtracting capacity (from operational facilities or those under development) from arisings to show the additional capacity required. Black figures show the capacity gap and red figures indicate a shortfall. A typical capacity for each type of facility is set out, and from this the required number and phasing of facilities is forecast. Site requirements are estimated by dividing an average typical capacity for a site into the capacity required.
85. The optimistic and pessimistic need forecasts are broadly similar, although an additional MRF is shown in the optimistic forecast for LACW³³. Adjustments have then been made to the mass balance estimates in order to provide flexibility. A requirement for a HWRC within the Liverpool City boundary is identified, although the site allocations are not suitable for this purpose. Therefore, instead, Policy WM 6 provides a criteria based policy to accommodate this requirement.
86. In summary, taking account of contingencies, the requirements are for 4 ADs/IVCs or similar, 1 MRF (LACW), 1 WTS (LACW), 2 primary treatment facilities (C&I), 1 specialised treatment plant (C&I), 1 hazardous facility, and 2 non-specific facilities to compensate for exports to landfill.
87. With respect to landfill, two sites have been identified for inert waste to satisfy requirements. Although there is also a need for non-inert, non-hazardous landfill, no suitable sites have been identified.

Overall Assessment

88. I am satisfied that the evidence base for all of these waste streams is cogent and comprehensive and that it has been properly updated as the Plan process has moved forward. Consequently, it provides a sound basis for the assessment of need for future waste management facilities and properly supports the Plan's forecasts of site and facility requirements. The assumptions made in the NA are credible and robust, and I am content that the identified requirements, including contingencies, are justified.

Issue 3 – Whether the Plan's Energy from Waste Policy accommodates the needs of MRWA and whether it is the most appropriate.

89. One of the fundamental objectives of a new development plan should be to co-

³² pp26-27 in SUB-001 WLP Proposed Submission Document

³³ FCC (formerly WRG) has submitted a planning application to re-occupy the former Orchid Environment building and to convert it into a 120,000tpa recycling facility which, amongst other things would segregate LACW recyclates.

ordinate the policies and programmes of all major stakeholders in the development process to provide certainty and coherence. This is indicated in the Duty to Co-operate³⁴ and, more specifically in PPS10, which requires WPAs to prepare and deliver planning strategies that reflect the concerns and needs of WDAs amongst others³⁵. In this context, the starting point is that the Plan should both inform and be informed by the relevant Waste Management Strategies³⁶ so as to avoid inconsistency between these two inter-dependant delivery routes for sustainable waste management.

90. During Plan preparation, a policy gap on EfW developed between the WDA, namely MRWA, and the Joint Councils, whereby MRWA was taking forward a RRC, PFI procurement with considerable additional EfW capacity proposed by the bidders, whilst the Plan was moving towards a position of "no further capacity needed". The issue threatened both processes since the Plan could not progress to a sound outcome if it did not cater for the identified needs of MRWA, and the RRC procurement could not at that stage proceed in the absence of allocated sites and a supportive planning framework for the proposed facilities.
91. The JMWMSM 2008³⁷ indicated that the PFI reference case was for two Mechanical Biological Treatment (MBT) plants each with a co-located thermal treatment facility. Each of the MBT plants would have a capacity of about 150,000 – 200,000tpa and would process untreated residual LACW to produce RDF/SRF for the two EfW facilities, each with a capacity of between 100,000 and 150,000tpa. Two sites in excess of 8ha were required for this. However, in 2009 MRWA confirmed that, as a result of progress in the RRC bidding process, only one site in excess of 8ha would be needed although its preferred strategy was to advance two sites to provide bidders with flexibility and to reduce risks if one site proved to be undeliverable³⁸.
92. MRWA sought the best value for money in protecting the public purse, and reliance on existing consented capacity did not fit with its proposals or those of its bidders. MRWA also questioned whether this consented capacity would be built out, and how much would be available for the sub-region's LACW, and in what timescales. It pointed to timescales driving costs, and delays resulting in more landfilling, which meant greater landfill taxes and additional LATS credits³⁹, as well as not maximising movement up the waste management hierarchy. MRWA sought its own sites with the objective of reducing the time required to obtain planning permission. Furthermore, the RRC procurement was at an advanced stage and flexibility in the process was limited and dictated by European procurement rules.
93. The Joint Councils had planning and deliverability concerns relating to the sites put forward by MRWA and no other sites meeting its requirements could be found. Furthermore, the Joint Councils' preferred option was not to allocate

³⁴ S33A PCPA 2004.

³⁵ Key objectives §3, bullet point 5.

³⁶ PPS10 §16.

³⁷ [PS-047].

³⁸ Preferred Options Report May 2010 [PS-011].

³⁹ It is likely that LATS will cease after 2012/13.

sites for additional thermal treatment⁴⁰ due to the sub-region's high level of consented capacity, which the Proposed Submission Document suggests exceeds the identified EfW management need by over 450,000tpa of RDF. In addition to this, the Joint Councils were aware of Peel/Covanta's consent to build a regionally significant EfW facility outside of the sub-region but close to its boundary and within the Liverpool City Region.

94. In an attempt to reduce the gap and inform the RRC process and the development of the Plan's EfW policy, a period of intensive joint working took place between the Joint Councils and MRWA, the main task being to undertake a joint risk assessment of options available for EfW with an assessment of timescales and financial implications⁴¹. A number of relatively low risk options were identified for the procurement process and to inform the development of options for the Plan's EfW policy.
95. Two policy options were considered at the Plan's Preferred Options stage⁴². The preferred option (PO7) was to include a policy which did not allocate any new sites for EfW treatment of LACW, relying instead on existing consents and operational capacity. The alternative option (AO7) was to include a policy which allocated a sub-regional site for EfW treatment of LACW.
96. The SA on the Preferred Options⁴³ indicated that planning constraints remained to be overcome on the two sites⁴⁴ put forward by MRWA⁴⁵, and suggested that allocation of these sites or other identified sites in the sub-region could lead to over provision of thermal capacity if the already consented facilities were built on time, and they were able to accept LACW from Merseyside. This could lead to negative effects including large quantities of waste being brought from outside the area potentially by road. It also noted that the joint authorities had not been able to identify a site to meet the needs of the PFI reference case.
97. On the other hand the SA on the Preferred Options indicated that delivery of the consented sites was dependant on many factors and it was not guaranteed that this capacity would be available to meet the thermal treatment needs identified for the sub-region. It went on to say that although the preferred option provided the greatest flexibility, it could only be delivered if the LACW contract was tied to existing consented capacity. Therefore, it recommended *"a combination of the Preferred Option with scope to identify a specific site or at least provide specific criteria that can be used to identify a suitable EfW site for MSW if required following monitoring of consented capacity"*.
98. MRWA indicated that the RRC process allows bidders to identify their own solutions to meet the needs of the procurement process rather than a

⁴⁰ With the exception of site F1-Alexandra Dock, consented for gasification of ELV and white goods residues (European Metal Recycling).

⁴¹ Joint Evaluation of Procurement Options for the Recovery of Value from Municipal Solid Waste in Merseyside and Halton [PO1-010].

⁴² Preferred Options Reports May 2010 [PS-011].

⁴³ SA and SEA of the Joint Merseyside Waste DPD – preferred options – December 2009 [PO1-001].

⁴⁴ Butlers Farm and Crab Tree Rough.

⁴⁵ Other potential sites considered in the Preferred Options Report also had planning constraints [PS-011].

prescriptive solution being imposed, and therefore the bidders have been tracking progress of the Plan in terms of EfW policy and site allocations. During this process the treatment specification changed from what was initially set out in the reference case to one single stage EfW facility taking residual LACW⁴⁶.

99. By the time the Plan was submitted for examination, MRWA had announced that the two final bidders for the RRC had put forward solutions located outside of the sub-region. These were Covanta/Peel who had planning permission⁴⁷ for a RRP at Ince (Cheshire West and Chester), and SITA/Sembcomp who had a Lawful Development Certificate⁴⁸ enabling them to construct an EfW in Wilton (Teesside). Consequently, following selection of these final two bidders, MRWA advised that no land was required within the sub-region at this time for a facility to treat residual LACW within the current RRC process⁴⁹.
100. The Call for Final Tenders for the RRC was made in early June 2012 and the process is currently at preferred bidder evaluation stage. Financial closure (contract signing) is expected to take place at the end of 2013. Therefore, it is expected that MRWA will have, by then, secured a suitable site.
101. Nonetheless, should there be a need for re-procurement by MRWA, this process would most likely be site-neutral and technology neutral and bidders might wish to come forward with their own proposed site within the sub-region (consented or otherwise), if they considered that it was commercially competitive. The existing consented capacity might not fulfil these requirements.
102. The Proposed Submission Document does not allocate sites for thermal treatment for LACW⁵⁰ and whilst Policy WM 13 provides a general criteria based policy for new facilities on unallocated sites, it does not specifically deal with EfW. Policy WM 14 does deal with EfW. However, the first part simply refers to no allocations being made for large scale EfWs and reliance being placed on existing capacity, the procurement process, and capacity in the wider Northern region. The second part only deals with small scale facilities up to 80,000tpa.
103. Although the SA of the Proposed Submission Document⁵¹ suggests that overall this policy is in line with sustainability principles, the Joint Councils acknowledge that the first part of the Policy is more a statement of current status than a policy. Despite the progress made with identifying external sites for the RRC, at submission stage, MRWA expressed concerns regarding the

⁴⁶ Peel/Covanta has made an application to modify their Environmental Permit to, amongst other things, remove the restriction on accepting pre-treated waste only [Exam-070, Appendix A].

⁴⁷ List of planning permissions [Exam-072].

⁴⁸ CLD [Exam-030a] and Layout and Application for CLD [Exam-030b].

⁴⁹ <http://www.merseysidewda.gov.uk/2010/09/merseyside-pfi-announcement/>

⁵⁰ The only thermal treatment allocation being site F1 Alexandra Dock for specialised industrial use.

⁵¹ SA and SEA of the Proposed Submission Document [August 2011].

"logical inconsistency" of Policy WM 14⁵².

104. Whilst the NA does not identify a need to allocate a site for thermal treatment of LACW, given the tensions in approaches of the Joint Councils and MRWA, together with MRWA's potential future requirement for additional thermal capacity within the sub-region, the Joint Councils accept that it would be more appropriate to have a criteria based Policy for EfW. Consequently, they have requested **MM 7**, which has been agreed with MRWA, to provide MRWA and the waste industry with the opportunity to bring forward their own proposals for EfW facilities incorporating CHP to meet local needs.
105. This outcome provides greater flexibility in the Plan, supports energy security, helps move waste management up the hierarchy, and reflects the local situation. Also in removing references to Northern England, it avoids any procedural risk relating to the Duty to Co-operate across Northern England. I endorse the Joint Council's modification, which I consider to be positively prepared, justified, effective, locally distinctive and consistent with national policy.

Issue 4– Whether the Plan appropriately provides for the disposal of residual, non-inert, non-hazardous waste to landfill.

106. Taking the optimistic and pessimistic approaches, the NA estimates that the quantities of C&I waste requiring landfill range from 429,000-479,000tpa in 2012 to 63,000-256,000tpa in 2027. For LACW the figures are 492,000-502,000tpa in 2012 to 16,000-27,000tpa in 2027. These forecasts indicate that Landfill capacity requirements will significantly decrease over the Plan period, although the need for some landfill will remain.
107. The Plan aims to achieve landfill disposal of no more than 10% of the principal controlled waste streams by 2020, although achieving this target may partly depend on diverting residues from thermal treatment facilities away from landfill. The quantities of these residues are likely to increase as more thermal treatment comes forward.
108. The NA assumes that Incinerator Bottom Ash (IBA) will be 22% of waste burned in conventional EfWs and 5% of that treated by gasification. Both the optimistic and pessimistic scenarios assume that the sub-region will take responsibility for disposal of un-recycled IBA arising within the Plan area, even if the original waste arisings were imported from other areas. In addition it assumes responsibility for un-recycled IBA created outside of the Plan area from LACW arising within the sub-region. Including both of these streams reflects a cautious approach, leading to higher estimates of need than would otherwise be expected.
109. Markets are emerging for recycled IBA and, if they develop, this will reduce landfill capacity need. Ineos Chlor-Vinyls has indicated that it is pursuing opportunities to recycle its IBA with a third party, as facilities exist to reprocess the materials and there is already a market for the end product. Furthermore, Peel/Covanta have planning permission for a concrete block-making facility with a capacity of 250,000tpa, which is intended to be co-located with their Ince Marshes EfW plant. The NA's optimistic forecast

⁵² Representation PS_60-61 in WLP Proposed Submission Document Consultation

assumes that a viable block-making industry will develop by 2015 and that all IBA will be recycled by 2020. Whilst the pessimistic forecast predicts market failure, the indications are that this will be unlikely.

110. Nonetheless, even with increased recycling and treatment facilities, there will remain a fraction of waste which cannot be diverted from landfill. The only landfill facility within the sub-region for this waste is Lyme and Wood Pits, which according to its site profile⁵³ has permission to take up to 205,000tpa of inert and non-inert, non-hazardous waste⁵⁴.
111. However, the site operator, Cory Environmental, indicated that current fill rates are about 200,000tpa net of deposits of inert materials, which are estimated at 25% by weight, and as of June 2012 a void space capable of holding only 832,000t remained. This facility was due to cease taking non-inert, non-hazardous waste in June 2012, but in July 2012 a time extension was granted to June 2016, by which time Cory estimates the void will be filled, assuming current fill rates.
112. Most of the site has already been restored to a country park and restoration will continue as the remaining cells are filled. In this situation and, given that little, if any, capacity will remain for taking non-hazardous, non-inert waste once it becomes time expired, it would be disproportionate to allocate this site in the Plan.
113. Residual LACW is currently disposed of at FCC's (formerly WRG's) landfill at Arpley, Warrington until 2015. The capacity needed to accommodate this waste is included in the NA as it is secured by contract with MRWA. However, its permission expires in 2013, and an application for a time extension until 2025 was refused in January 2013, although this may be appealed. If it closes, FCC will take the sub-region's residual waste to another of its facilities until 2015.
114. The Evidence Base indicates that no new deliverable sites for landfill or landraise were identified by a comprehensive survey of the Plan area⁵⁵, including a search for brownfield land and mineral workings on the National Land Use Database, as options are constrained, particularly by geological and hydrogeological conditions and non-sustainable urban locations. Consequently, there is a shortfall in landfill capacity, which cannot be met within the sub-region and, therefore, the Plan has adopted the policy position of exporting non-hazardous, non-inert waste to other WPAs.
115. The RSS at paragraph 9.35 refers to large urban areas being unlikely to meet their own landfill requirements and suggests that they should accommodate more treatment capacity than might otherwise be planned for. RSS Policy EM 13 states that "*In considering proposals for waste management facilities (including additional landfill capacity) the ability of existing established sites to meet the needs of the region/sub-region should be fully explored*". Although it is expected that the RSS will be revoked, reliance can still be placed on its evidence base.

⁵³ Within the Survey for Landfill in Merseyside and Halton Report, May 2010 [PS-014].

⁵⁴ St Helens Planning Consent ref P/2012/0156.

⁵⁵ Survey for Landfill in Merseyside and Halton Report May 2010 [PS-014].

116. A report within the RSS evidence base⁵⁶ indicates that potentially up to 30% of non-inert, non-hazardous landfill capacity will remain unfilled at the end of planning permission time limits. It also suggests that the full utilization of landfill capacity within existing planning permissions could be adequate to provide capacity to 2025 and beyond on a regional basis.
117. A substantial body of evidence exists which shows that landfill deposits are falling, largely as a result of rising landfill taxes. This is resulting in a widening gap between the fill rates originally assumed by permissions and the actual rates of fill. Consequently, the permissions for many of the region's landfills could expire before they have been filled, and the extent of capacity available to the sub-region could depend on other WPAs granting time extensions.
118. Reference is also made in the NA to discussions held with principal landfill operators in the North West and with other representatives of the regional waste management sector, which indicate that existing landfills within the region are capable of providing capacity to accommodate the sub-region's landfill requirements. MEAS's table of receiving landfill sites, their capacities and potential⁵⁷, lends support to this suggestion by showing that there is significant existing capacity in the region, with some landfills having capacity and/or permissions beyond the Plan period.
119. Lancashire County Council confirmed at the examination hearings that it had landfill capacity for non-inert, non-hazardous waste beyond its own Plan period⁵⁸. In 2010 Arpley, which Warrington Council acknowledges is of regional significance, had an estimated remaining capacity equivalent to 9 million t. If its time extension were to be granted on appeal, this would provide about 11 years of operational void space based on operator forecasts of filling rates.
120. The commentary to MEAS's table also suggests that deposits in 2010 were only 36% of the permitted annual capacity, and that in 2010 there was virtually no treatment capacity, except that used to manage certain C&I wastes. As diversion from landfill increases over time, fill rates are likely to decrease further. This has implications for restoration, and also puts into question the viability of bringing forward new landfill capacity in the sub-region, even if it were available.
121. To sum up, the optimistic forecast indicates that the external landfill required is likely to be small, and even with the pessimistic forecast, there will be a significant decrease in capacity need over time. This is sufficiently compensated for by the allocation of sites for additional built facilities intended to provide capacity to take imported waste. Taking account of RSS Policy EM 13, and given that an extensive search of the Plan area failed to identify any new deliverable sites capable of taking non-inert, non-hazardous waste, reliance on external landfill is justified.
122. Nonetheless, the Plan should protect existing landfill capacity for all waste

⁵⁶ Urban Mines & Grffin Hill, *Nationally, Regionally and Sub-Regionally Significant Waste Management Facilities (report for 4NW and NWRTAB)*, October 2008, pp48-49.

⁵⁷ Statement on matter 3 - section B [EXAM-003]

⁵⁸ Lancashire's Plan period will be similar to Merseyside's as its WLP was undergoing its own examination at the time of these hearings.

streams, as it does with built facilities, and it should more positively provide for landfill applications on unallocated sites, subject to need. The Joint Councils have requested changes to development management policies to reflect this.

123. **MM 5** has been requested to Policy WM 7 (Protecting Existing Waste Management Capacity) so as to permit extensions of time to existing operational landfills subject to certain criteria, thereby providing a positive approach with greater certainty, and more flexibility when needed. **MM 8** is also requested to Policy WM 15 (Landfill on Unallocated Sites) so that it is more positively worded, provides greater certainty for prospective developers, and more appropriately addresses need. Whilst there has been some objection to the wording of part of MM 5, in my judgement this objection does not go to soundness and, in any event the wording of MM 5 is appropriate. I, therefore, endorse both of these main modifications.

124. With these main modifications, the Plan's strategy for providing for non-inert, non-hazardous landfill is sound in that it seeks to positively protect and exploit existing capacity, whilst maintaining control through criteria based policies. It is, therefore, positively prepared, justified, effective and consistent with national policy.

Issue 5 – Whether the site allocations are justified and deliverable.

125. The Countryside Council for Wales objected to the allocation of two sites due to their possible adverse impact on water quality within the Dee Estuary Natura 2000 designations, although it also appeared to imply that no such impact would in fact be likely. This objection was received during the main modifications consultation and does not relate to any of the main modifications. Consequently, it has not been made at the appropriate time. Nonetheless, MEAS responded by confirming that the HRA has already assessed any potential impact on these Natura 2000 sites⁵⁹, and various WLP policies make specific reference to the need for project level assessment of any development which might present a risk to any Natura 2000 site. I accept this, and for these reasons I am satisfied that the WLP makes sufficient provision for the protection of these sites. Therefore, no modification is required in this respect.

Methodology

126. The methodology for sub-regional and district level sites follows a three staged process⁶⁰. Stage 1 was a broad site search⁶¹ to produce records of 2,200 sites, which were filleted to remove duplicates, erroneous entries, and sites of less than 0.5ha to produce a list of 1,600 sites. These were reviewed by the WPAs to identify sites that were no longer available or had been allocated for other types of use, as well as new ones being added from the latest update of brownfield land surveys, leaving a list of about 950 sites for selection

⁵⁹ Habitats Regulation Assessment report §2.5.4 [PS-005].

⁶⁰ Built Facilities Site Search Methodology, May 2010 [PO1-005].

⁶¹ Broad Search for Potential Sites for Waste Management Facilities in the Merseyside Area, August 2005 [PS-016].

purposes⁶². This initial list was then split into a built facility list, which was updated with site information and re-published at each pre-submission stage⁶³, and a landfill list, which was not re-published as no new sites were brought forward⁶⁴.

127. Stage 2 comprised multi-criteria scoring of sites based on proximity to sensitive receptors and sustainability indicators to eliminate sites that were poorly matched to the desired criteria, and to highlight any key sustainability issues and planning constraints. Stage 3 applied professional judgement to the remaining sites to address deliverability issues. 109 potential built facility and landfill sites were visited and surveyed between Spatial Strategy and Sites stage (November 2008) and Preferred Options 2 stage (May 2011).
128. The methodology for allocating landfills follows a similar three staged process⁶⁵, although the criteria are more applicable to landfills, such as "former mineral extraction site". 31 potential landfill sites were short-listed at Spatial Strategy and Sites stage⁶⁶, and the EA was consulted to assess hydro-geological issues relevant to deliverability. Most sites were assessed as being unsuitable and many had long since been restored with no void space remaining.
129. The final outcome is a selection of 6 sub-regional sites and 13 district sites for built facilities, for which the Plan suggests suitable types of waste management use on a technologically neutral basis. 2 landfill sites for inert waste disposal are also allocated. Objections have been made to some of the allocations, which are discussed below.

Sub-regional and district sites

S1 (Land off Sandwash Close)

130. Site S1 was proposed for sub-regional status at the Preferred Options 2 stage, following removal of an earlier proposal at the Preferred Options 1 stage. Amenity, ecology, flooding and highways issues have been raised, amongst others. Additional information received around the time of the examination hearings leads me to consider that this site is undeliverable.
131. This further information indicates that the previous landowner, Sandwash Ltd., has gone into liquidation and the sole economic interest in the land lies with the Bank of Ireland. The Bank has a registered charge over the land with respect to a secured debt and, therefore, no dispositions may take effect without the Bank's consent.
132. The Bank's view is that allocation would severely restrict the marketability of the site for purposes other than waste management, as the policy tests for other uses present too onerous a barrier to development. Consequently, the

⁶² Merseyside Joint Waste Development Plan Document – All Sites Considered (Spatial Strategy and Sites stage) [SSS-016].

⁶³ All Sites at Preferred Options stage [PO1-017], Preferred Options 2 stage [PS-015], Publication stage [PS-007].

⁶⁴ All Sites to be assessed for Landfill [PS-021].

⁶⁵ Survey for Landfill in Merseyside and Halton Report, May 2010 [PS-014].

⁶⁶ Spatial Strategy and Sites Report, November 2008 [PS-010].

Bank objects absolutely to this allocation. The Joint Councils acknowledge that, apart from resorting to compulsory purchase, this stance makes the site undeliverable.

133. Additional information was presented showing that there is a restrictive covenant on the site in favour of Lord Derby, preventing certain waste related activities. Whilst this may not exclude the suggested waste management uses for the site, it is open to interpretation, and could present another obstacle to deliverability.
134. Furthermore, planning permission was granted in March 2012 for a Canmoor Developments Ltd./Dresser UK Ltd. industrial development on part of the site. The remaining site (ca. 2.7ha) is less than the guideline area of 4.5ha suggested by the Plan for a sub-regional site. On this basis the Joint Councils consider that the site no longer qualifies for sub-regional status. Consequently, the Joint Councils request site S1's removal from allocation. I endorse this change, as reflected in **MM 3**, which relates to both the wording of Policy WM 2 and the removal of the site profile so that it does not form part of the Policies Map.
135. In view of the above, the Joint Councils have identified an alternative sub-regional site. This is a former National Grid (Transco) gas depot situated in an industrial area at Pocket Nook, St. Helens, which was considered previously in the Spatial Strategy and Sites Report of 2008. Thereafter, a waste management facility of 200,000tpa capacity was granted planning permission and, on that basis, the site was considered to have little prospect of intensification. Hence it was not brought forward for allocation. However, this facility was not built.
136. Planning permission was later granted for a MRF of 90,000tpa, which became operational in August 2010, although I am told that it is operating at well below this capacity. Consequently, the Joint Councils consider that there is additional developable land available on this site, which has significant potential for intensification and enhancement of waste management uses.
137. In terms of constraints, the site scores reasonably well, and I am told that the freeholder, and the long-term leaseholder and operator, Biffa, are supportive of its allocation. I also understand that, during the Spatial Strategy and Sites consultation (from November 2008 to January 2009), no objections were received from consultees. The site has now undergone SA and AA with satisfactory results, and consultation on its inclusion as a sub-regional site has not met with objection.
138. Consequently, the Joint Councils request that the allocation of the site at Pocket Nook be included in **MM 3** to Policy WM 2 and that its site profile be added to the Policies Map. For the reasons given, this change is justified on the basis that it has been favourably assessed against reasonable alternatives, accords with the Plan's spatial strategy, and appears to be deliverable. I, therefore, endorse this modification.

Sites L1 (Land off Stalbridge Road) and W1 (Campbeltown Road)

139. Site L1 is within the Port of Garston, which is owned and operated by Associated British Ports (ABP), and Site W1 is within the Port of Liverpool,

which is owned and operated by Peel Holdings. The Plan safeguards all allocated sub-regional and district sites from development that would prejudice waste management uses. With respect to sites L1 and W1, both ABP and Peel Holdings felt that the safeguarding wording in Policy WM 2 was overly restrictive to port based activities. Given the strategic nature and economic importance of these Ports, I agree.

140. Discussions were held to attempt to formulate a more appropriate policy and agreement was reached, as recorded in the Statement of Common Ground between the Joint Councils, and ABP and Peel Holdings (Management) Ltd. The amended wording, which the Joint Councils request as **MM 3**, extends the uses of sites L1 and W1 to port-related activities. I endorse this modification.
141. On 13 August 2012 planning permission for three years was granted on site W1 for facilities to co-ordinate the construction of an off-shore windfarm. However, given the temporary nature and short time scale of this permission, it does not affect the intended waste management use for most of the Plan period. Therefore, I consider that the site remains deliverable and should stay as an allocation.
142. With respect to site L1, concerns were raised over the potential impacts of a waste management facility on the wider community, particularly as planning permission for nearby housing has been granted. There is already an extant planning permission for an autoclaving facility on site, although I understand that the developer, Jack Allen, has withdrawn its interest. Nonetheless, any other development would be subject to planning permission and consequent detailed evaluation of potential impacts. The imposition of appropriate planning conditions could potentially mitigate effects to an acceptable level. Therefore, I consider that the site remains deliverable and should stay allocated.

Site H3 (Runcorn WWTW)

143. This was allocated as a result of Halton Borough Council identifying a need for a replacement HWRC. It was not identified by the NA. The suggested waste uses are restricted to HWRC and WTS because of the specifics of the identified need. The landowner, United Utilities, raised no objections at the time.
144. However, in a letter dated 19 June 2012, United Utilities stated that it no longer supported the allocation due to a change in operational requirements at the site, and the land being safeguarded for future operational investment. Consequently, it requested the site's removal from the Plan.
145. Halton Borough Council has confirmed that a replacement HWRC is no longer needed as improvements to the existing facility have rendered it suitable for retention. Therefore, the Joint Councils have requested **MM 4**, the effect of which would be to remove site H3 altogether, and not to include its site profile within the Policies Map. I consider that this change would not make the Plan unsound and would not reduce its flexibility to meet the forecast needs. Consequently, I endorse this modification.

Sites K1 (Butlers Farm), K2 (Acornfield Road), and F2 (Crowland Street)

146. Issues relating to potential impact on sensitive receptors, highways and the

nearby Green Belt have been raised. These matters are taken into account in the site search methodology and are set out within the relevant site profiles⁶⁷. Development proposals will be further assessed at planning application stage, and potential effects mitigated by planning conditions to render them acceptable. There is nothing within the SA to indicate that these sites are likely to be undeliverable. Consequently, I consider that they should remain allocated.

Sites H1 (Widnes Waterfront) and H2 (Johnson's Lane)

147. An objection was made to site H1 on the basis that another nearby site on Conurbia Road, which contains a waste transfer station, has spare capacity and should be allocated instead. Another objector indicated that sites H1 and H2 have limited capacity and suggested that site H2361 (Clifton Road/Cholmondeley Road) be allocated as well.
148. Site H1 was assessed alongside 12 other short-listed, sub-regional sites within Halton⁶⁸ and was found to be the most appropriate in terms of planning constraints and deliverability when considered against reasonable alternatives⁶⁹. There is nothing within the evidence base or the SA to suggest otherwise. Consequently, its allocation is justified. The numbers and indicative capacities of the allocated sites satisfy the requirements identified in the NA plus a contingency. Therefore, there is no need for additional allocations.

Landfills

Sites S3 (Bold Heath Quarry) and K5 (Cronton Claypit)

149. A representation was made indicating that insufficient capacity exists at sites S3 and K5 to meet the requirements for inert landfill and, therefore, site MIN027 (Carr Lane) should be allocated as well. However, site MIN027 has a number of constraints, including flood risk⁷⁰, and it has a history of enforcement actions and dismissed appeals. In any event, I consider that the allocated sites are likely to provide sufficient capacity to meet the requirements identified in the NA and, therefore, there is no need to allocate an additional inert landfill site.

Assessment

150. I consider that the allocation methodology is logical and reasonable and that the Plan provides sufficient opportunities in appropriate locations for the development of new or enhanced waste management facilities, including landfill sites. Subject to the main modifications referred to above, the evidence base, and the reasoning used to arrive at the allocations and suggested uses are robust and credible. Consequently, the allocations, as modified, have been positively prepared, and are justified, effective and

⁶⁷ Joint Merseyside and Halton Waste Development Plan Document: Site Profiles, August 2011 [PS-002a].

⁶⁸ Built Facilities Site Selection Process for Preferred Options 2: New Sites Consultation, May 2011 [PS-013].

⁶⁹ Preferred Options 2: New Sites Consultation, May 2011 [PS-012].

⁷⁰ Survey for Landfill in Merseyside and Halton Report, May 2010 [PS-014].

consistent with national policy.

Issue 6 - Whether there are clear and effective arrangements for implementing and monitoring the Plan.

151. Once adopted, the WLP policies and allocations will become part of the District Local Development Frameworks (LDFs). Implementation of the Plan policies will lie primarily with the WPAs, although delivery of site infrastructure will fall to the waste industry. MRWA will have a defined role through its waste disposal contracts, and others, including the waste collection authorities, the EA and landowners will play a part.
152. The Implementation Plan lists the various Plan policies, linking them to the related strategic objectives, and setting out who will implement each policy and how. Site-specific implementation tables also set phasing and delivery dates for the allocated sites, and identify funding types, reflecting conclusions in the NA. This shows that all sub-regional sites are needed by 2015 to enhance net self sufficiency, as are district sites involving intensification of an existing use. The remaining district sites, which need new permissions, are required by 2020 to deliver the additional capacity identified in the NA. The inert landfill sites are required as soon as possible.
153. Responsibility for monitoring lies with the WPAs, and MEAS has agreed to provide support through the actions listed in the Monitoring Plan. The numbers of sites taken up and the capacity and type of facilities will be regularly checked against the NA, and the results will be included in the Authority Monitoring Reports (AMRs) of each district. In this way the effectiveness of the policies will be assessed, and any changes identified for a policy that is not working or for targets that are not being met, can be made. MEAS will also monitor the mass balance of imports and exports on an annual basis. The Plan will be reviewed every five years, although the first review will be within two years of its adoption.
154. The chosen output indicators and targets reflect the SA recommendations and should provide a consistent basis for monitoring the Plan against its vision, strategic objectives, and key policies. If the indicators show that a policy needs to be strengthened or changed, this will be reported through the AMRs for consideration by the districts.
155. I consider that the Plan contains sufficient realistic, achievable targets, indicators and milestones to monitor the performance and delivery of the vision, strategic objectives and policies. It contains clearly identified delivery mechanisms and timescales for implementing the policies, and clearly shows who is intended to carry out the implementation.
156. Consequently, I conclude that the Plan provides an effective and comprehensive framework for implementing and monitoring performance and delivery of the Plan's key policy objectives, and for taking appropriate action should it be required.

Overall Conclusion and Recommendation

- 157. The Plan has a number of deficiencies in relation to soundness and/or legal compliance for the reasons set out above which mean**

that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the Act. These deficiencies have been explored in the main issues set out above.

158. The Joint Councils have requested that I recommend main modifications to make the Plan sound and/or legally compliant and capable of adoption. I conclude that with the recommended main modifications set out in the Appendix the WLP satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.

Elizabeth C. Ord

Inspector

This report is accompanied by the Appendix containing the Main Modifications

Appendix – Main Modifications – as issued for Consultation November 2012

The modifications below are expressed in the form of a red ~~strikethrough~~ for deletions and blue underlining for additions of text. Other instructions are set out in *italics*. The paragraph numbers below refer to the submission local plan, and do not take account of the deletion or addition of text.

Table of Policies

No main modifications proposed

List of Abbreviations

No main modifications proposed

Introduction

No main modifications proposed

Evidence Base

No main modifications proposed

Vision and Spatial Strategy

Reference	Policy/para number	Main modification
MM-001	Section 3 After paragraph 3.19 and references. Insert new policy WM0: Presumption in Favour of Sustainable Development	Insert new policy wording and supporting text as follows: <u>Policy WM 0: Presumption in Favour of Sustainable Development</u> <u>When considering waste development proposals a positive approach will be taken that reflects the presumption</u>

Reference	Policy/para number	Main modification
		<p><u>in favour of sustainable development contained in the National Planning Policy Framework. Work will always be undertaken proactively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.</u></p> <p><u>Planning applications that accord with the policies in this Waste Local Plan (and other relevant Local Plan documents including policies in Neighbourhood Plans) will be approved without delay, unless material considerations indicate otherwise.</u></p> <p><u>Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then permission will be granted by the Local Planning Authority unless material considerations indicate otherwise – taking into account whether:</u></p> <ul style="list-style-type: none"> <u>• Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or</u> <u>• Specific policies in that Framework indicate that development should be restricted.</u>
MM-002	Section 3 Overarching strategic approach for the Waste DPD	<p>Amend the wording of the Strategy for meeting Merseyside and Halton's Waste Management Needs, as follows:</p> <p>The overarching approach for the Waste DPD Local Plan will be a Resource Recovery-led strategy with the following objectives:</p> <ol style="list-style-type: none"> 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 <u>seeks to</u>: <ul style="list-style-type: none"> • 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 <u>the overall</u> export of landfill tonnages with <u>provisions for import of equivalent material for secondary treatment and recycling of imported waste tonnages of an equivalent amount</u> to ensure that Merseyside and Halton are as self sufficient as possible in waste management capacity.

Site Allocations to deliver capacity requirements

Reference	Policy/para number	Main modification
MM-003	Section 4 Policy WM2 Sub-regional Site Allocations	<p>Remove row "S1" from Table 4.2 containing columns: S1; St Helens; Land SW of Sandwash Close, Rainford Industrial Estate; 6.1; Reprocessor, Primary Treatment, Resource Recovery Park.</p> <p>Replace with new row containing columns: <u>S1a; St Helens; Former Transco Site, Pocket Nook; 4.5; Re-processor; Waste Transfer Station; Primary Treatment, Resource Recovery Park.</u></p> <p>For Replacement Site Profile see Appendix C</p> <p>Amend text as follows below Table 4.2: "<u>With the exception of sites L1 and W1,</u> 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 paragraphs 4.14 <u>and 4.15 below.</u></p> <p>For clarity the amended paragraph 4.15 is shown below:</p> <p>4.15 Sites allocated within the port and dock estates, specifically in <u>Liverpool</u>, 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. <u>Due to their strategic nature within the Port of Liverpool and Port of Garston, sub-regional sites L1 and W1 are also suitable for a range of port related uses. Waste allocations do not take precedence over other port related uses including provision for offshore energy infrastructure. These sites are therefore not subject to the restrictions set out in paragraphs 4.16 to 4.18 below.</u>"</p>
MM-004	Section 4 Policy WM3 Allocations for District level Sites	<p>Remove the line referring to site H3 within Table 4.3 H3 : Halton : Runcorn WWTW : 1.2 : HWRC, WTS, Re-processor, Primary Treatment</p>

Development Management Policies

Reference	Policy/para number	Main modification
MM-005	Section 5 Policy WM7 Protecting Existing Waste Management Capacity	<p>Make the following amendments to both the policy title and wording.</p> <p>Policy WM 7: Protecting existing waste management capacity <u>for built facilities and landfill</u></p> <p>Existing operational and consented waste management sites will be expected to remain in waste management use in order to maintain essential waste management capacity.</p> <p><u>For Built Waste Management Facilities:</u> 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:</p> <ul style="list-style-type: none"> • 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. <p><u>One or more of the above criteria must be met for a change of use to be acceptable.</u></p> <p><u>For Existing Operational Landfill Capacity: Extensions of time will be granted for the use of existing operational landfill capacity subject to:</u></p> <ul style="list-style-type: none"> • <u>The design of the site being capable of accommodating the type of waste proposed;</u> • <u>There still being a demonstrable need for landfill capacity in the Plan area;</u> • <u>There being no ongoing significant cumulative impacts on amenity and environmental quality. Such an assessment will be based against the criteria in policy WM12 and appropriate and relevant criteria in Box 1, and;</u> • <u>Evidence being submitted in support of the planning application to demonstrate that the projected completion date of land filling operations is realistic and achievable.</u>
MM-006	Section 5 Policy WM13 Planning Applications for New Waste Management Facilities on Unallocated Sites	<p>Amend bullet point 2 as follows:</p> <p>That the proposed site can be justified <u>has been assessed</u> against the criteria for built facilities used in the site selection process for allocated sites shown in Table 5.1;</p> <p>Amend bullet point 3 as follows:</p> <p>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-</p>

Reference	Policy/para number	Main modification
MM-007	Section 5 Policy WM14 Energy from Waste	<p>level;</p> <p>Delete the following paragraph: 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 exiting consents and operation 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.</p> <p>Insert the following paragraph in its place:</p> <ol style="list-style-type: none"> 1. <u>All proposals for EfW facilities will be assessed in relation to operational and consented capacity within the Plan area and the requirement for new facilities. Planning applications for such proposals must demonstrate that existing operational and consented capacity cannot be accessed to meet the identified need or in the case of Local Authority Collected Waste that it is not suitable for the purposes of MRWA. Account must be taken of:</u> <ul style="list-style-type: none"> • <u>The contractual position for Local Authority Collected Waste and the outcome of any MRWA procurement process to meet the treatment needs of the Plan area;</u> • <u>Operational EfW capacity within the Plan area, and;</u> • <u>Existing consents for EfW within the Plan area and availability of that consented capacity to meet the needs of the Plan area.</u> 2. <u>EfW proposals must meet the waste management needs of the Plan area and will be required to provide combined heat and power unless it can be demonstrated that this requirement would prevent important waste infrastructure being brought forward.</u> 3. <u>All proposals for EfW must comply with policies WM12 and WM13.</u>
MM-008	Section 5 Policy WM15 Landfill on Unallocated Sites	<p>Make the following amendments to the policy wording: Planning permission will only be granted for additional landfill on unallocated sites where it is demonstrated that:</p> <ol style="list-style-type: none"> 1. The proposal can be justified <u>has been assessed</u> against the criteria used for the Waste <u>Local Plan DPD</u> site selection process for landfill sites shown in Table 5.2 <u>and the criteria in WM12 and Box 1.</u> <u>Significant adverse impacts should be avoided. Where adverse impacts are unavoidable, measures to mitigate the impact should be adopted.</u>

Reference	Policy/para number	Main modification
		<p>2. The proposal complies with the Vision and Spatial Strategy for the Waste Local Plan DPD and satisfies the criteria set out in policy WM12;</p> <p>3. Sustainability Appraisal and Habitats Regulation Assessment have been undertaken at the project level and any negative effects can be satisfactorily mitigated for, and;</p> <p>4. The proposal contributes to the meeting identified needs s for residual landfill capacity within the Plan area.</p> <p>Full details of the criteria used as part of the site assessment process for allocated landfill sites can be found in Table 5.2 and Box 1. Reference should be made to these 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.</p>

Implementation and Monitoring

No main modifications proposed

Appendices and Site Profiles

No main modifications proposed



**Halton Council, Knowsley Council,
Liverpool City Council, Sefton Council,
St.Helens Council and Wirral Council**

Joint Waste Local Plan 2013





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Foreword

Foreword to be inserted here



Waste Local Plan

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2 List of Abbreviations

AD	Anaerobic Digestion	MRWA	Merseyside Recycling & Waste Authority
AMR	Authority Monitoring Report	NNR	National Nature Reserve
AOD	Above Ordnance Datum	NPPF	National Planning Policy Framework
AQMA	Air Quality Management Area	NWDA	North West Development Agency
BMSW	Biodegradable Municipal Solid Waste	PFI	Private Finance Initiative
BREEAM	Building Research Establishment Environmental Assessment Method	PINS	Planning Inspectorate
C&I	Commercial and Industrial (waste)	PPG	Planning Policy Guidance
CABE	Commission for Architecture and the Built Environment	PPS	Planning Policy Statement
CD&E	Construction, Demolition and Excavation (waste)	RDF	Refuse Derived Fuel
CHP	Combined Heat & Power	RNA	Revised Needs Assessment
COI	Core Output Indicators	ROC	Renewables Obligation Credits
COMAH	Control of Major Accident Hazards	RRC	Resource Recovery Contract
DCLG	Department of Communities and Local Government	RRP	Resource Recovery Park
DEFRA	Department of Environment, Food & Rural Affairs	RSS	Regional Spatial Strategy
DPD	Development Plan Document	RTAB	Regional Technical Advisory Board (on Waste)
EfW	Energy from Waste	SA	Sustainability Assessment
EIA	Environmental Impact Assessment	SAC	Special Area of Conservation
ELV	End of Live Vehicles	SCI	Statement of Community Involvement
EU	European Union	SCP	Sustainable Consumption & Production
GHG	Greenhouse Gas	SCS	Sustainable Community Strategies
GIS	Geographical Information System	SEA	Strategic Environmental Assessment
GVA	Gross Value Added	SFRA	Strategic Flood Risk Assessment
HGV	Heavy Goods Vehicle	SFRI	Strategic Freight Rail Interchange
HPA	Health Protection Agency	SPA	Special Protection Area
HRA	Habitats Regulations Assessment	SPD	Supplementary Planning Document



HWRC	Household Waste Recycling Centre	SPZ	Source Protection Zone
IBA	Incinerator Bottom Ash	SRF	Solid Recovered Fuel
IHT	Institution of Highways & Transportation	SRS	Single Regional Strategy
IVC	In-Vessel Composting	SSS	Spatial Strategy & Sites Report [Glossary]
JMWMS	Joint Municipal Waste Management Strategy	SSSI	Site of Special Scientific Interest
JRWMS	Joint Recycling & Waste Management Strategy	STAG	Stakeholder Group
LACW	Local Authority Collected Waste	SWMP	Site Waste Management Plan
LCR	Liverpool City Region	TAG	Technical Advisory Group
LDF	Local Development Framework	UDP	Unitary Development Plan
LDS	Local Development Scheme	UNESCO	United Nations Educational, Cultural & Scientific Organisation
LEP	Local Enterprise Partnership	UU	United Utilities
LJL	Liverpool John Lennon (Airport)	WCML	West Coast Main Line
LNR	Local Nature Reserve	WDA	Waste Disposal Authority
LPA	Local Planning Authority	WEEE	Waste Electronic and Electrical Equipment
LSP	Local Strategic Partnerships	WID	Waste Incineration Directive
MBT	Mechanical Biological Treatment	WRAP	Waste & Resources Action Programme
MEAS	Merseyside Environmental Advisory Service	WTS	Waste Transfer Station
MHT	Mechanical Heat Treatment	WWTW	Waste Water Treatment Works
MRF	Materials Recovery Facility		
MRS	Metals Recycling Site		
MSW	Municipal Solid Waste (new term : LACW)		

1 Introduction

1.1 Joint Waste Local Plan

1.1 Government policy and EU legislation strongly encourage local authorities to work jointly in preparing Joint Waste Local Plans given the strategic nature and scale of waste management. The preparation of a Waste Local Plan (Waste LP) 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 LP began early in 2006 following Full Council approval to commence preparation of a joint LP from Knowsley, Liverpool, St.Helens, Sefton and Wirral Councils. In 2007, Halton Council also joined the Waste LP process, and this was accompanied by further Full Council resolutions. Figure 1.1 indicates the Waste LP plan area, showing the 6 participatory Districts in Merseyside and Halton.

Figure 1.1 Waste Local Plan - 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^G.

1.3 The Waste LP has taken account of the local visions identified in the Sustainable Community Strategies^G (SCSs) for each of the participating authorities and Local Strategic Partnerships^G (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 LP 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 LP 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:

Waste Local Plan Timeline



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 LP, 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 LP is supported by a series of supporting documents including a Needs Assessment and Sustainability Appraisal^o (SA), it has also been subject of a Habitats Regulations Assessment^c (HRA), all of which can be viewed at on the Waste Planning Merseyside website at <http://www.wasteplanningmerseyside.gov.uk/>. The key documents are listed in Table 1.1:

Table 1.1. Key Supporting Documents for the Waste Local Plan

Document Reference	Document Name
PS-009	Waste DPD Issues & Options Report
PO1-018	Results of Consultation - Issues & Options
PS-010	Waste DPD Sites & Spatial Strategy Report
PO1-006	Results of Consultation - Spatial Strategy & Sites
PS-011	Waste DPD Preferred Options Report
PO2-007	Results of Consultation - Preferred Options
PS-012	Waste DPD Preferred Options 2 Report
PS-026	Consultation Statement (Regulation 28)
PS-002	Waste DPD Proposed Submission Document
SUB-003	Consultation Statement (Submission Stage)
PS-003	Sustainability Appraisal Report - Proposed Submission Stage
PS-005	Habitats Regulations Assessment Report - Proposed Submission Stage
PS-006	Needs Assessment - Proposed Submission Stage
PS-007	All sites scored for Proposed Submission
PS-013	Built Facilities Methodology Report
PS-014	Landfill methodology Report
PS-025	Equality Impact Assessment - Proposed Submission Stage
PS-038	Merseyside Joint Recycling and Waste Management Strategy - Final Draft 2011
PS-008	Results of Consultation - Preferred Options 2 Stage
EXAM-009	Consultation on Proposed Submission Document - Representations and Responses
MOD-001	Schedule of Main Modifications to the Submitted Local Waste Plan
MOD-002	Schedule of Additional Modifications to the Submitted Local Waste Plan
MOD-005	Site Profiles following modificationis to Waste Local Plan
MOD-003	Revised Sustainability Appraisal following assessment of Main Modifications (2012)
MOD-004	Statement on re-assessment of Main Mods with respect to HRA (Aug 2012)
EXAM-077	Inspector's Report on Waste Local Plan
FIN-001	Waste Local Plan - Final Version
FIN-002	Joint Merseyside and Halton Waste Local Plan: Site Profiles

The above list shows selected key documents in chronological order. A complete catalogue (List of Supporting Documents.pdf) of all Supporting Documents with index numbers, full filenames etc is available in the "Supporting Documents" Section on <http://www.wasteplanningmerseyside.gov.uk/>.



1.7 Once adopted the Waste LP 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 2.30 and Table 2.1).



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 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 have 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)⁶ wastes but also commercial and industrial (C&I)⁶ 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 LP is approximately 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 stations⁶ (WTS) and materials recycling facilities⁶ (MRFs) to autoclaving⁶, gasification⁶ and other large scale Energy from Waste⁶ (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 Agency⁶ 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 LP.

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 (WCML) 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 Interaction with Waste Activity

2.20 Liverpool City Region (LCR) has a wealth of 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 and proximity of Natura 2000 sites 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 (HRA) 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 LP. 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 Recycling and Waste Authority (MRWA), 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 Merseyside and Halton

2.23 Sub-regional plans such as the Waste LP 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 Strategy⁶ (RSS) for the North West whilst dealing with local priorities. The Coalition Government intends to abolish RSS through the Localism Act 2011. However, 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 LP. The Waste LP covers the issues addressed by the RSS, and therefore, will still be relevant when RSS is finally abolished.

2.24 Halton Council's Core Strategy Local Plan was adopted in April 2013. 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 Local Plan 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 published the Submission Draft Local Plan Core Strategy for pre-submission consultation in March 2012. 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 Local Plan Core Strategy, and consulted on an 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 Local Plan Core Strategy was formally adopted in October 2012. This indicates that the focus for new economic development will be Haydock, the M62 Link Road and the town centre. The former Parkside Colliery is identified as a site for a Strategic Freight Interchange. Construction of a new rugby stadium is complete, and work has also commenced on urban villages at Lea Green Colliery, Moss Nook and Vulcan Works.

2.29 Wirral Council expects to publish a Core Strategy Publication Document towards the end of 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⁽¹⁾

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 LP is adopted. Most of these policies have been saved by the Secretary of State to enable their continued use until WLP 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 LP is being produced. The policies which will be replaced once the Waste LP is adopted are shown in the following table.

1 As part of the Waste LP quality assurance process, the implications of the recently published draft National Planning Policy Framework (NPPF) have been considered. It has been concluded that the Waste LP is in conformity with the draft NPPF.



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

District	Waste Policies to be replaced	Date UDP Adopted	Notes on Saved Policies
Halton	MW3, MW7, MW8, MW9, MW10, MW11, MW12, MW13, MW14, MW15, MW16, MW17, S9	7th April 2005	Saved by Secretary of State (SoS) Direction beyond 6th April 2008
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	13th November 2002	Liverpool City Council saved all UDP policies in 2007 (except for 4 non-waste policies).
St.Helens	WD1, WD2 (Policies WD3, WD4 & S11 previously deleted)	2nd July 1998	Saved by Secretary of State (SoS) Direction beyond 18th Sept 2007
Sefton	EMW6, EMW7, EMW8	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 (now known as Merseyside Recycling & Waste Authority (MRWA)) 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 (HWRCs) throughout Merseyside. MRWA operates its activities through three contracts, as follows:

- Recycling Contract;
- Interim Landfill Contract;
- Resource Recovery Contract (RRC).

2.32 The recycling contract is held by Veolia Environmental Services and procures recycling activity including operation of 14 HWRCs, 4 waste transfer stations (WTSs) and 2 materials recycling facilities (MRFs). In addition two further HWRCs are operated by Veolia Environmental Services on behalf of Halton Council. The activities at these sites have been taken into account in the Needs Assessment, as have recently consented operations, such as the MRF at Gillmoss which became operational in October 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. MRWA 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 within the Waste LP area. The final Resource Recovery Contract will be awarded in September 2012 and signed in December 2012.

2.33 MRWA has recently reviewed its Joint Municipal Waste Management Strategy now known as the Joint Recycling and Waste Management Strategy⁶ (JRWMS). The JRWMS is currently going through the process of being ratified by each of the partner districts with full ratification and adoption anticipated in September 2012. The JRWMS 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 2.32 above.



2.2 Updating the Needs Assessment, Capacity Gaps and Site Requirements

2.34 The evidence base⁶ and needs assessment has been updated several times during the process of developing the Waste LP, and has enabled refinement of the capacity⁶ figures and number of sites required.

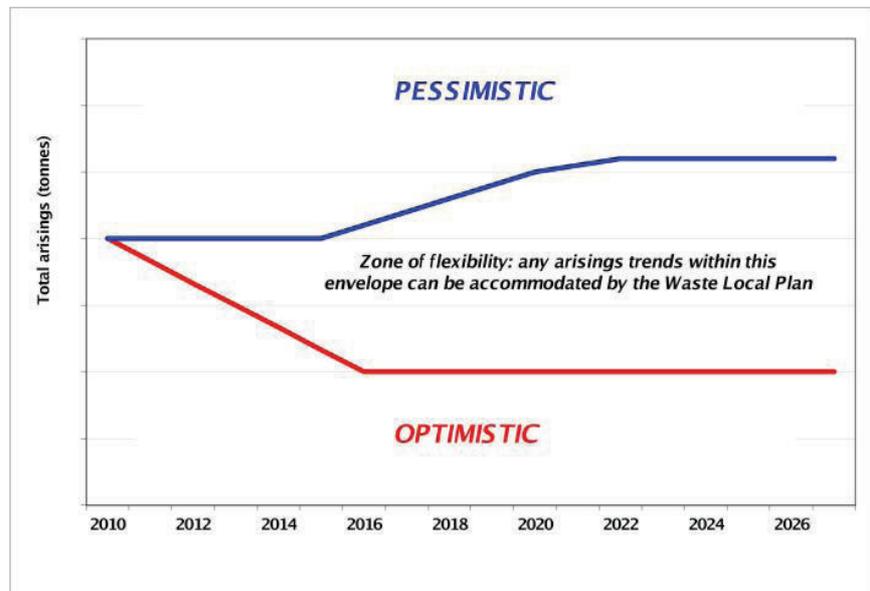
2.35 The process of forecasting waste capacity needs and therefore the number of sites required is complex and influenced by a number of factors including:

- 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 LP.
- 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 (Local Authority Collected (LACW); Commercial & Industrial (C&I); Construction, Demolition & Excavation (CD&E); and Hazardous):

- 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 LP 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 LP 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 LP – 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 2.2:

Table 2.2 Date and Source of Data

Stream	Date	Source	Released
Municipal	2009/2010	Defra	November 2010
Commercial	2009	Environment AgencyNorth 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 LP 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 advanced 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 LP. 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 Waste⁶ (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 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 JMWMS⁶ by District Waste Collection Authorities and the MRWA. Halton has a separate Waste Management Strategy but its work is integrated with the rest of Merseyside 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 JMWMS 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 at a time when the Districts are reviewing their housing requirements and responding to the draft National Planning Policy Framework (NPPF).

2.47 Table 2.3 and Figure 2.2 sets out the forecast of LACW arisings at five yearly intervals.

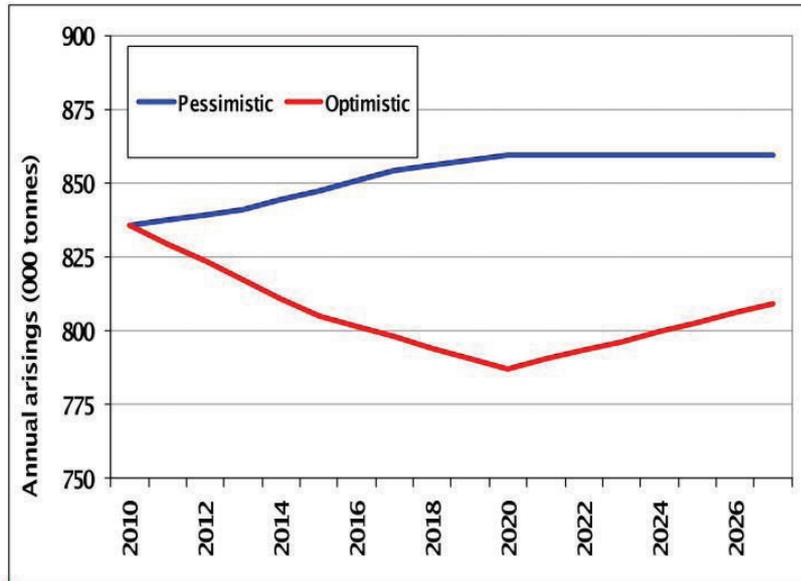
Table 2.3 Comparison of Forecast LACW Arisings under Different Growth Scenarios

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 2.3 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 (due to 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 LACW growth forecast



and will deal with waste arisings in both Merseyside and Halton.

2.51 In addition to the facilities operated by MRWA, a number of open windrow composting⁶ 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-processors⁶ who also operate on a merchant basis.

Capacity Gap Implications for LACW

2.52 Once the RRC contract has been awarded, most residual⁶ waste will be managed through the RRC. The revised JRWMS 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 treat this material.

2.54 In order to meet ongoing recycling, composting and landfill diversion targets set out in the 2011 revisions of both the JRWMS and Waste Strategy for England, MRWA is forecast in this assessment to need an additional MRF and up to three food waste composting facilities. 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 C&I 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.

How Much Capacity for Managing LACW Do We Have?

2.50 Merseyside Recycling and Waste Authority (MRWA) (formerly Merseyside Waste Disposal Authority (MWDA)) is managing LACW through three main contracts as summarised in para 2.32. The Recycling Contract was awarded to Veolia in 2008, and involves operation and management of the 14 Household Waste Recycling Centres (HWRCs), 4 waste transfer stations (WTS) and 2 Materials Recycling Facilities (MRFs). The 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,

Commercial Wastes

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. However, following discussion with the local waste management sector through the Waste LP Technical Advisory Group (TAG), it was concluded that this apparent rate could not be used as the basis for forecasting growth in either of the modelled scenarios as it was considered too optimistic in the short-term. The TAG also advised that:

- Substantial recovery from recession is unlikely to start before 2015;
- The forecast needs for Commercial & Industrial (C&I) waste arisings should reflect the effect of extension of the Courtauld Agreement and the Producer Responsibility Regulations 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.

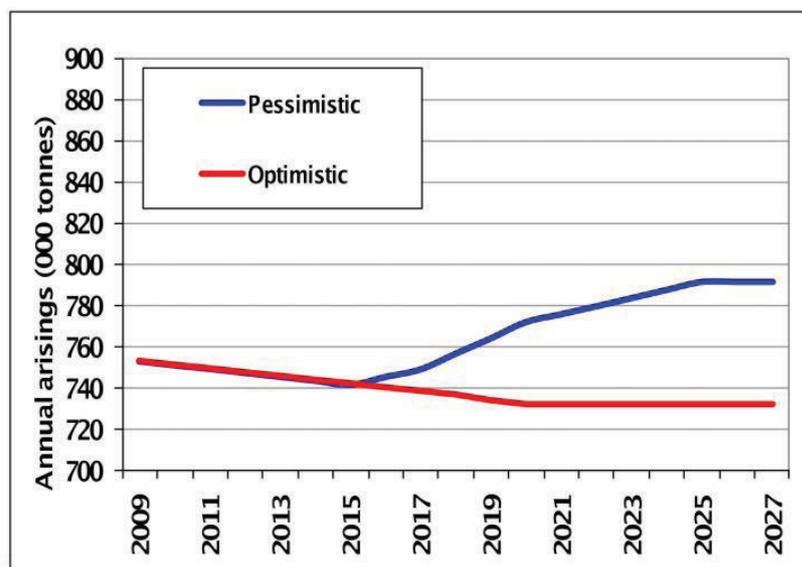
2.57 It was also recognised that Merseyside and Halton has a higher than average level of employment in the public sector, which is undergoing significant reduction in scale, budgets and employment. As that sector contributes a substantial proportion of “commercial” wastes these effects will also depress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

2.58 Table 2.4 and Figure 2.3 set 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

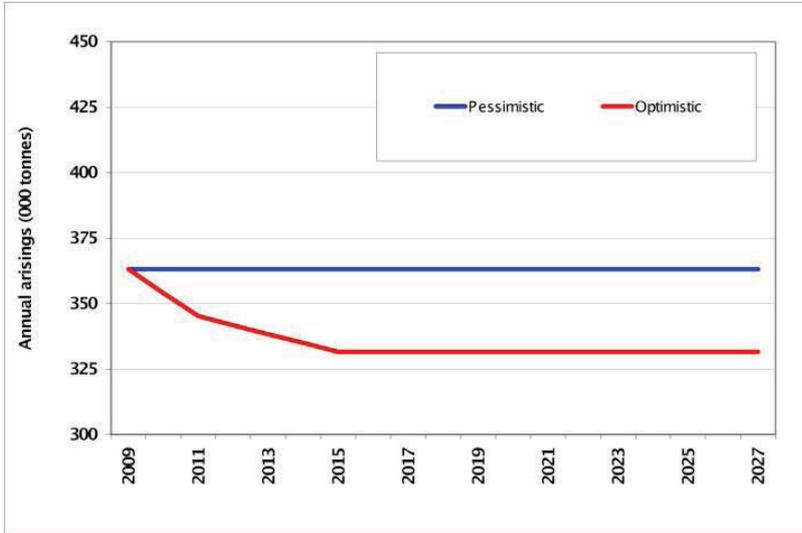
All figures in thousand of tonnes [source Merseyside EAS]					
Scenario	2010	2015	2020	2025	2030
Pessimistic (recession/rebound)	751	742	772	791	791
Optimistic (waste reduction)	751	742	733	733	733

Figure 2.3 Commercial Waste growth forecast



2.59 Industrial Wastes

Figure 2.4 Industrial waste forecast



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. Substantial recovery does not start until 2015. 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.

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.

2.61 The recent historical fall in industrial wastes creates difficulties for

2.62 Table 2.5 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.

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

2.64 Merseyside and Halton are well served by Commercial & Industrial MRFs⁶ and WTSs⁶, although these are generally on a smaller scale than those operated by MRWA. 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 tonnes 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 tonnes 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 thermal treatment 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 2016, following a time extension to its planning consent in June 2012. 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 was outstanding the Needs Assessment has not assumed that the site will supply further void space after June 2012.

Capacity Gap Implications for Commercial and Industrial Wastes

2.68 The largest capacity shortfall for C&I wastes is for non-inert landfill. The capacity gap figures are shown in Table 2.8, this includes only a small element of LACW in the form of incinerator bottom ash⁶ (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 with 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 Needs Assessment has estimated around 2.4 million tonnes 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 drive the level of arisings upwards in the longer term. These schemes will be expected to provide appropriate waste management infrastructure. 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.

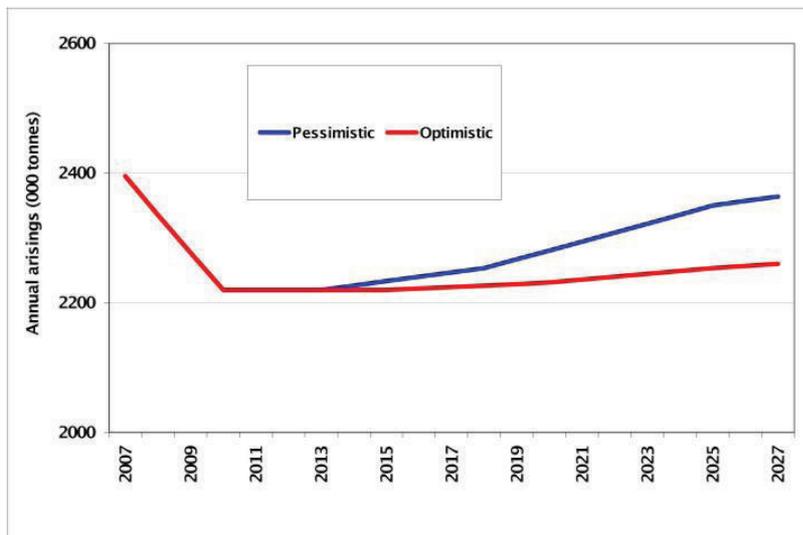
2.75 Table 2.6 sets out the forecast for CD&E waste arisings at five yearly intervals for the Plan period. The final column shows the effect of taking a more conservative view of long-term growth prospects on future arisings, which has been informed through local waste industry liaison. Neither scenario assumes arisings will rise above the pre-recession level of around 2.4 million tonnes per annum.

Table 2.6 Comparison of Forecast Arisings under Different Growth Scenarios for CD&E 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.

Figure 2.5 CD&E waste forecast



How Much Existing Capacity For Managing CD&E 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 space⁶ where excess void space exists.

2.79 There are two sites with consent to receive inert waste. Both are existing mineral sites overlying major aquifers. The total void space available is approximately 3.5 million m³, 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 needed 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 tonnes of these materials.

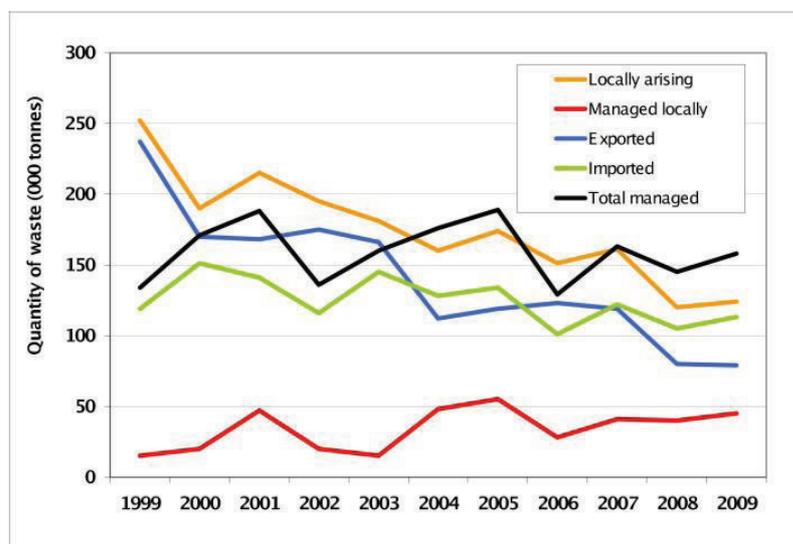
How Much Hazardous Waste Will We Have to Manage?

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.

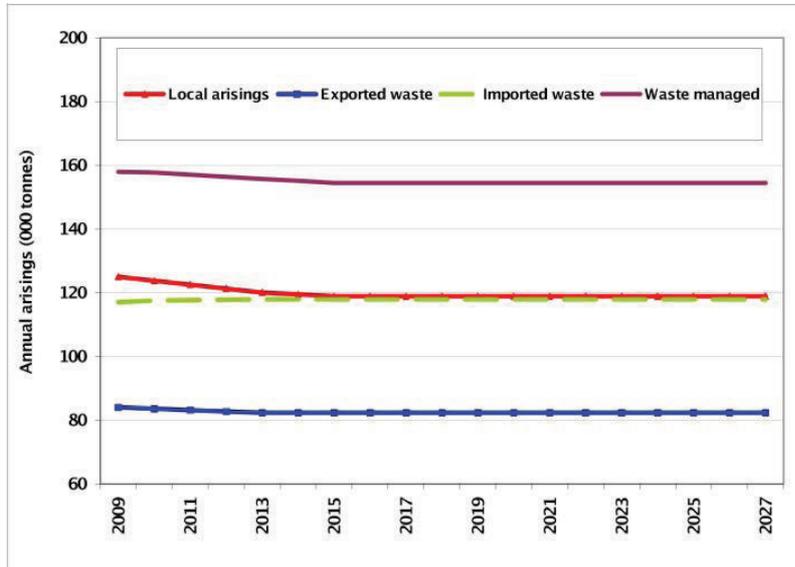
2.85 This has led us to forecast limited further change in all the elements of the management need, and to consider there is little need to model separate pessimistic and optimistic forecasts.

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 tonnes in 2010 to 154,000 tonnes 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 tonnes annually, including tank cleaning and similar wastes, and handling of clinical/health care wastes. There are also a number of re-processors specialising in hazardous waste with approximately two thirds of the 735,000 tonnes of annual capacity provided by three facilities which recover waste oils and solvents shipped from all over the UK. The only hazardous waste landfill is Ineos Chlor's RandleIsland 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 tonnes.

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 19,000 tonnes, 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 LP 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 centralised 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 LP.

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, it is reasonable to assume that the level of arisings will remain roughly constant throughout the plan period. Furthermore, 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 LP.

Waste Water Treatment Wastes

2.98 Responsibility for managing water treatment wastes lies with the regional water company, United Utilities (UU), which operates a network of treatment works. 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.

2.99 The Waste LP 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 LP 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.

2.4 Implications : Sites requirements

Adjusted Site Requirements and Contingencies for Built Facilities

2.100 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	Capacity gap forecast					Facility	Cap'y	Facility forecast					Land	
	Stream	2010	2015	2020	2025			2030	Facility type	(kte)	2010	2015	2020	2025
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 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	£ Ha.
MSW only	54	29	16	16	16	Waste transfer & sorting: MRF	100	0	0	0	0	0	3	0
	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
MSW & commercial	4	13	-17	-17	-17	Open windrow composting	25	0	0	1	0	0	2.5	5





2.101 The principal divergence between optimistic and pessimistic forecasts occurs in Local Authority Collected 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 and reduces the predicted capacity shortfall.

2.102 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.

2.103 Figures 2.8 and 2.9 also indicate the typical capacity assumed for each type of facility and from this an 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 LP process will deliver the capacity regardless of which scenario materialises in the future.

Adjustments to Build Flexibility Into The Site Requirements for Built Facilities

2.104 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 2.7 summarises the waste management functions that are affected; the reasons for making the adjustment; and the number of sites that are added.

2.105 Being able to deliver a self sufficient waste plan has been a particularly challenging issue for Merseyside and Halton, and Table 2.7 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 was increased when the Gillmoss facility came 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/or pre-treated possibly loaded onto rail or water transport before being sent to the RRC facility. The requirement for this facility is not certain but if needed it will be part of the infrastructure that MRWA needs to fulfill its waste management obligations and the need for a LACW bulking, transfer or pre-treatment site should be anticipated.	Add an LACW 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.	The 4 small to medium-sized plants identified may be reduced if a larger facility is brought forward.

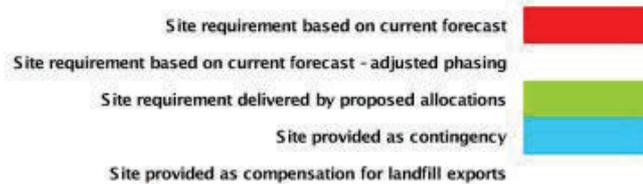


<p>Pre-treatment (primary) of residual C&I waste</p>	<p>Figures 2.8 and 2.9 show no extra capacity is needed because recent consents for 300,000 tonnes of treatment capacity at Garston Dock Liverpool and Widnes Waterfront have been taken into account. However these two sites occupy sub-regional site allocations included in the Waste LP and therefore the requirement for these sites needs to be recognised in the forecast.</p>	<p>Add requirement for two pre-treatment facilities to be provided before 2015.</p>
<p>Specialised treatment of residual C&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&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&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 LP 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 LP 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 two sub-regional facilities under the pessimistic forecast scenario but this capacity could be delivered on 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>

2.106 Figure 2.10 summarises the total site requirements including the adjustments made in light of the changes in Table 2.7. 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 and/or pre-treatment 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)				
Non-hazardous	Unspecified built facilities				
Hazardous	Treatment		1		
		4	8	1	0



Landfill Requirements

2.107 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

2.108 The sub-region has one operational non-inert, non-hazardous landfill operated by Cory Environmental at Lyme and Wood Pits, Haydock, the current planning permission which enables acceptance of non-inert and inert wastes will continue following approval in July 2012 for time extension of the planning permission. This is subject to a S.106 agreement.



2.109 Despite the approval for the time extension at Lyme and Wood Pit Landfill, the Waste Local Plan 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 and Wood Pits site subject to compliance with policy WM7.
- 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 for the latter part of the plan period, the scope to export non-inert wastes to landfills elsewhere in the region will be partially dependent on decisions taken by other waste-planning authorities about whether to extend permits to allow continued exploitation of their residual void space.
- Planning Soundness: Evidence must be provided to substantiate the proposed policy position for non-inert landfill.

2.110 The Waste LP 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, and there is a finite void space available at Lyme and Wood Pit landfill, 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.

2.111 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 2.8 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 MRWA. After 2015 it is assumed that LACW residual waste which is not recovered will continue to be landfilled by means of commercial contracts 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 secured by contract	1427	1446
LACW voidspace mass balance	-451	-857
Total Non-LACW to be sent to non-inert landfill	2789	5175
Local Void Space to accommodate non-LACW	1269	1269
Total External Void Space needed (plan period)	-1521	-3906
External void space needed in long term (annually)	-80	-300



Capacity Requirements for Inert Landfill

2.112 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 2012 or beyond. 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.

2.113 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

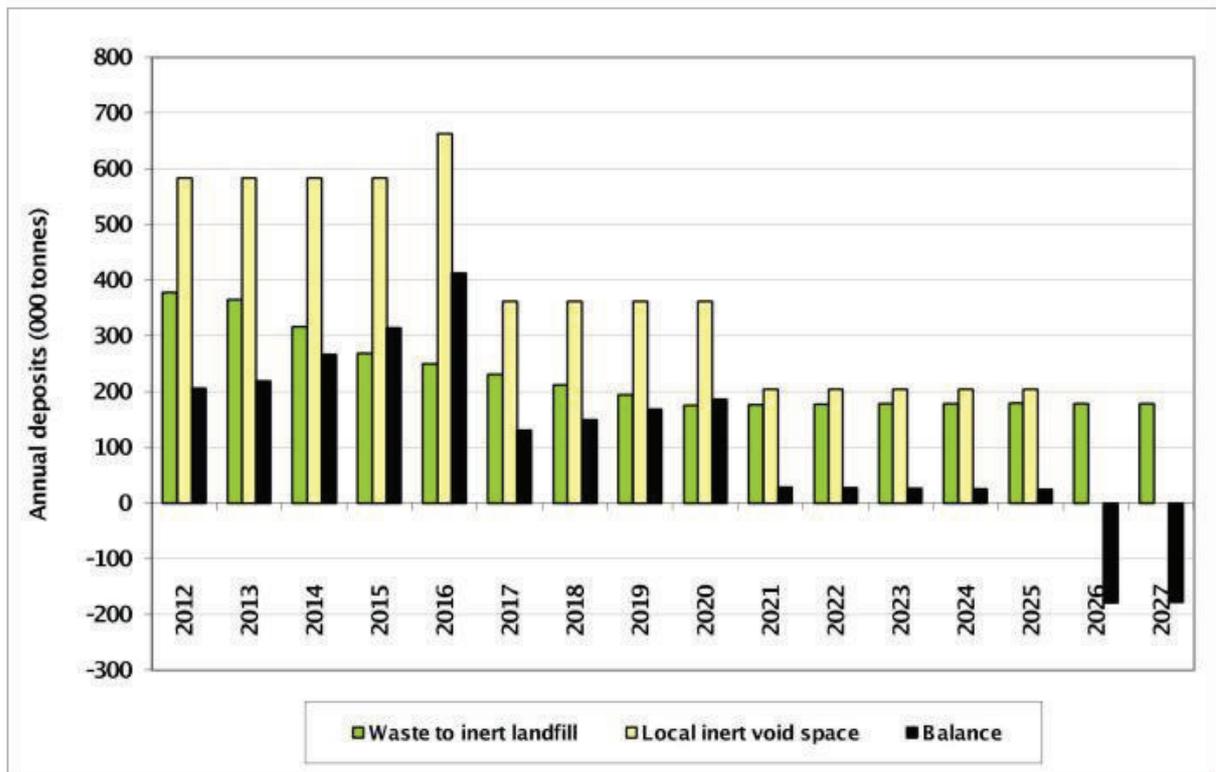
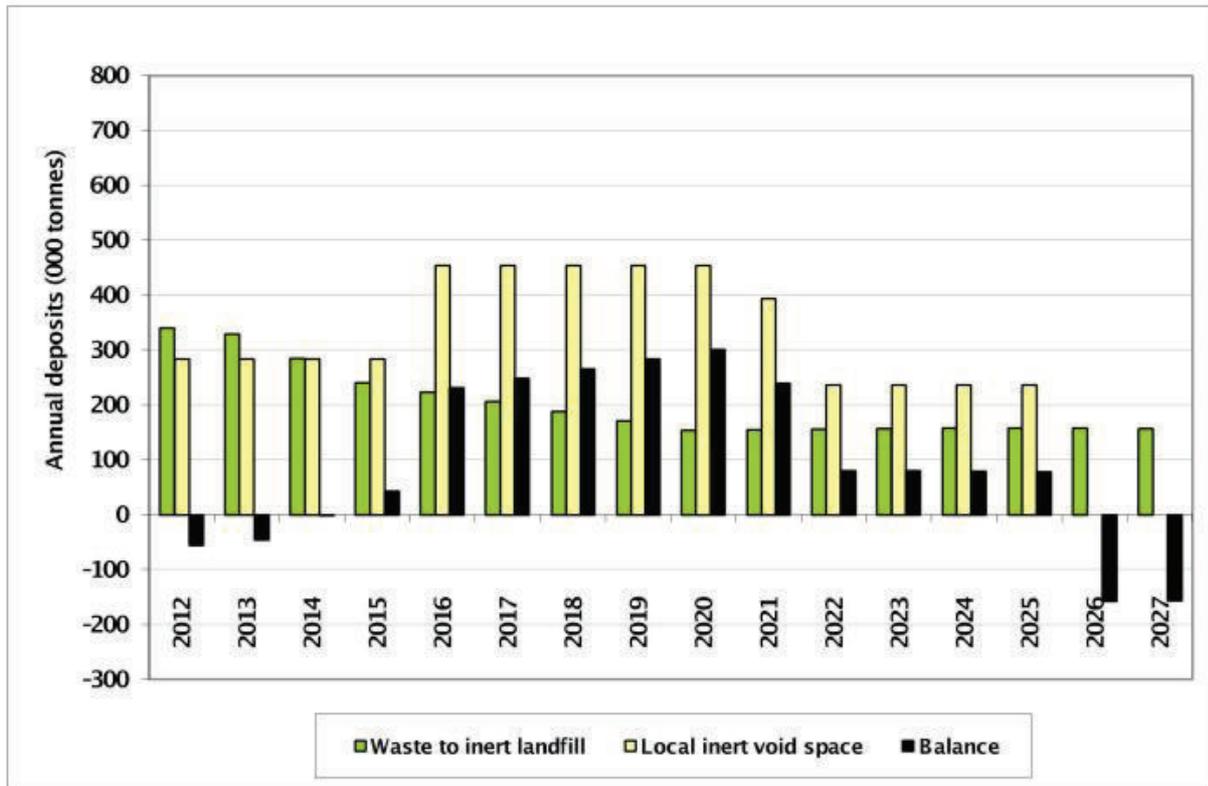


Figure 2.12 Inert Waste Landfill Void Space Requirements - Pessimistic Scenario



2.114 Table 2.9 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 m³, but this is increased once density conversion factors⁶ 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 and 2026-2027

2.115 National planning policy (PPS10) requires that the Waste LP 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



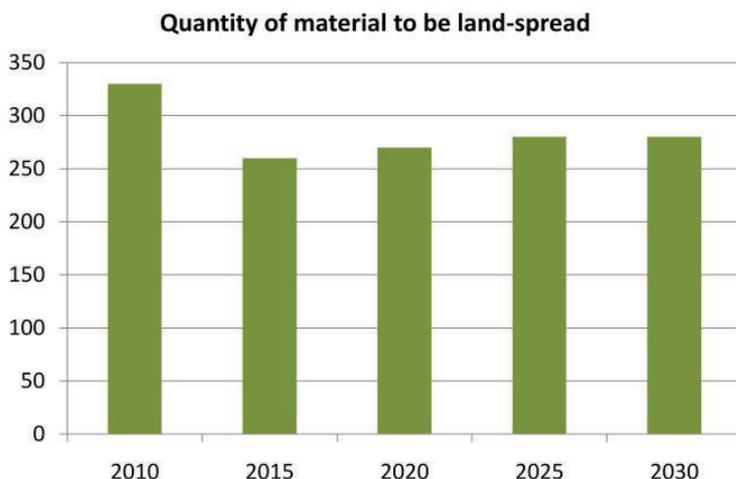
to derive the optimistic forecast. This shortfall only appears because the Waste LP has attempted to be flexible and has forecast two scenarios even though the optimistic is more likely to occur and this would satisfy the landfill supply requirement stated in PPS10.

Other Inert Disposal Requirements

2.116 In addition to landfill disposal, the Waste LP assumes that 10% of CD&E wastes will be spread on land for landscaping or other purposes, usually with an exemption from Environmental Permitting⁶. 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 LP 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.

2.117 The quantity of waste to be spread on land is forecast to be around 240,000 tonnes 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 2.13.

Figure 2.13 Land-spreading forecast



2.118 The Waste LP 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 will arise from major infrastructure developments such as Liverpool and Wirral Waters and embankments for the second Mersey Gateway Project.

Planning for Self Sufficiency in Waste Management

2.119 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 LP 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.

2.120 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 LP has little control over this issue. However, net self sufficiency is achievable for the plan area as imports and exports balance themselves out. A balanced approach is adopted 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.

2.121 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 LP 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.

2.122 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.

2.123 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 is also expected to 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.

2.124 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 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.

2.125 Notwithstanding these issues, Table 2.10 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	No data available	
	RDF ⁶ sent to thermal treatment	-	-
C&I	Residual waste to landfill	195	105
	Residual waste to treatment	50	25
	Recyclates sent to re-processors	No data available	
CD&E	Residual waste to landfill	10	60
	Recycled aggregates generated by mobile plant	No data available	
Hazardous	Material recycled or treated	120	120
Agricultural	-	All handled locally	
Radioactive	-	All handled locally	
Other	Water treatment waste incinerated	-	75
TOTALS		825	425

*Asterisked figure is a Merseyside EAS estimate

2.126 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 2.7 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. The likely position is somewhere between these two scenarios.

2.127 This analysis also illustrates why it is important that the Waste LP strives for high levels of resource recovery and supports the resource recovery-led strategy. Table 2.8 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 Local Plan

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 LP. It describes the Waste LP position relative to other relevant national policies and strategies and is consistent with the emerging Local Plan Core Strategies for each of the districts. The vision will be realised through the strategic objectives.

The Waste Local Plan Vision:

By 2027, the Waste Local Plan 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.

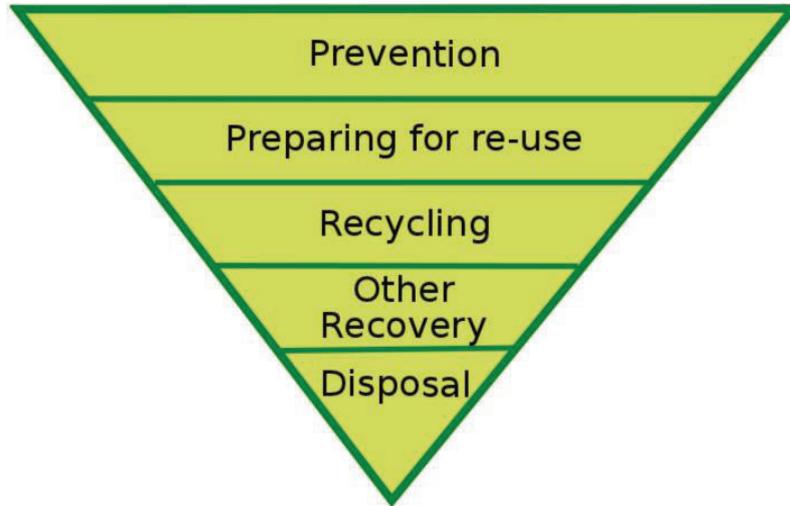
Explanation:

3.2 The vision statement has been informed by:

- Results of the Issues and Options, Spatial Strategy and Sites, 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 In line with 2008/98/EC EU Waste Directive, the term waste management facility includes both waste management and waste disposal facilities. The national Waste Hierarchy is shown in Figure 3.1.

Figure 3.1 The Waste Hierarchy



3.4 Table 3.1 shows how the Waste LP will be promoting the Waste Hierarchy through strategies, policies and provision of sites.

Table 3.1 How the Waste Local Plan can help Merseyside and Halton promote the National Waste Hierarchy

Stage in Waste Hierarchy	Merseyside and Halton's Waste Management Need	How the Waste LP 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 may 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 policies on Waste Prevention and Resource Management and Waste Management Design and Layout of New Development.</p>
Preparing for Re-use	<p>Various businesses, including social enterprises operate bulky household goods collection services 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 & demolition waste.</p>	<p>Through Waste Prevention and Resource Management policy, including promotion of Waste audits for construction projects.</p> <p>Through provision of a sufficient number of appropriate sites which can be developed for recycling facilities for both household and commercial waste and enabling policies to assist in site identification for HWRCs.</p> <p>Working with the Mersey Waste Partnership 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 LP will address the need
	Improvements and additional capacity for Household Waste Recycling Centres is needed, along with provision of commercial waste recycling 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 & 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 Prevention and Resource Management policy, including promotion of Waste audits for Construction projects.</p> <p>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>Pessimistic forecast identifies marginal need for small-scale thermal treatment towards end of the plan period.</p>	<p>Through the resource recovery-led strategy.</p> <p>Through contributing to energy security by using waste as a renewable energy source, and through the provision of a criteria-based policy for 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 is available or can be identified in Merseyside and Halton it should be safeguarded for the most pressing disposal needs, subject to environmental constraints.</p> <p>Through diversion of inert waste from 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 Local Plan

3.5 In order to deliver the Vision for the Waste LP, and in response to public consultation, the following strategic 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 LP. For this reason, the Strategic Objectives are linked to the development management policies and the monitoring of achievement of the objectives is 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 LP, there has been regular liaison with the waste industry including landfill operators in the North West region, and as a consequence Merseyside and Halton are confident that there will be sufficient landfill capacity in the region to meet its needs without seriously impinging on the overall regional landfill capacity and the neighbouring sub-region's 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 Local Plan

3.9 Merseyside and Halton will adopt a Resource Recovery-led Strategy for the Waste LP which is consistent with national policy. The Waste LP 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 LP by 2027.

3.10 In defining the strategy, it is important to note that through two independent, evidence-based processes, both the Joint Municipal Waste Management Strategy (JMWMS) 2008 and the Waste LP identified complementary strategies which emphasise the need for a resource recovery-led approach. This approach in the JMWMS is also supported by the RRC procurement process.

The Strategy for meeting Merseyside and Halton's Waste Management needs

The overarching approach for the Waste Local Plan 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 seeks to:
 - 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 the overall export of landfill tonnages with provisions for secondary treatment and recycling of imported waste tonnages of an equivalent amount 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 in 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 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 and the strategic objectives.

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 who can see a business need and opportunity or through MRWA and Waste Collection Authorities through their statutory duties and responsibilities, including procuring private sector contracts. More details of this are shown in the Implementation and Monitoring Framework.

Policy and Evidence Base References:

PPS10, District UDPs and emerging Local Plan 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 LP 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 LP.

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.

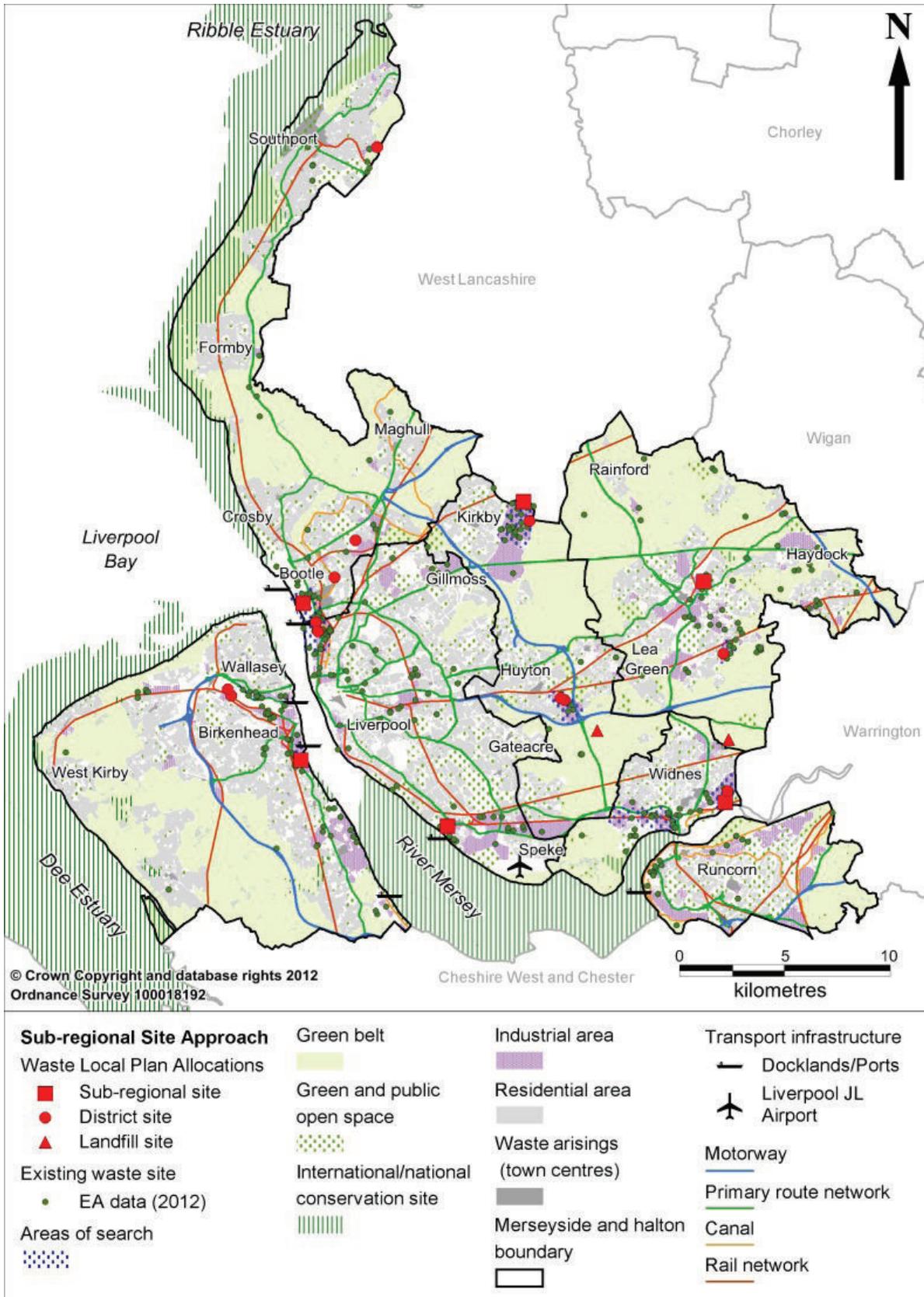
District sites are identified to accommodate smaller-scale local facilities taking into account specific local needs, such as proximity to waste arisings, and to ensure that sufficient small sites are also available to meet the short to medium-term needs of the Waste Local Plan strategy.

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.

Figure 3.2 Sub-regional Site Approach





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 LP. It provides a wide range of site sizes and requirements, takes account of clustering of 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 JRWMS, 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^G of the site, but will also be required as part of the evaluation of any proposals on unallocated sites 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 WM 0 Presumption in Favour of Sustainable Development

When considering waste development proposals a positive approach will be taken that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. Work will always be undertaken pro-actively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Waste Local Plan (and other relevant Local Plan documents including policies in Neighbourhood Plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then permission will be granted by the Local Planning Authority unless material considerations indicate otherwise – taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- Specific policies in that Framework indicate that development should be restricted.

Explanation:

3.20 Policy WM 0 ensures that the Waste Local Plan is based upon the presumption in favour of sustainable development, as required by the National Planning Policy Framework (The Framework).

3.21 The Framework was published in March 2012 after the Waste LP was submitted to the Secretary of State. The Framework came into effect immediately. It contains a presumption in favour of sustainable development which the Framework states should be seen as a golden thread running through both plan making and decision taking.

3.22 The Waste LP is the principal planning document for waste planning issues in Merseyside and Halton. The Framework states that all Local Plans should follow the approach set out in the presumption in favour of sustainable development, so that it is clear that development which is sustainable can be approved without delay.

3.23 The policies in this Waste LP provide clear guidance on how the presumption in favour of sustainable development will be applied to waste developments within the Plan area comprising the six partner Local Planning Authorities. The Waste LP should be read in conjunction with any other relevant adopted Local Plans, such as district Core Strategies, and with any Neighbourhood Plans adopted following referendums.

Policy and Evidence Base References:

PPS10, District UDPs and emerging Local Plan 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, National Planning Policy Framework

Restored landfill site at Bidston Moss





4 Site Allocations to deliver capacity requirements

4.1 The site selection methodology used to derive the lists of proposed allocations provided in this chapter is fully described in the supporting document "Built Facilities Site Search Methodology". 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 alternative 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. Planners and developers should refer to the supporting document "Waste Local Plan Site Profiles" for site specific information.

Table 4.1 Site Allocations: Suggested Waste Uses

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

4.5 The Glossary contains definitions of these 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 is licensed or permitted, or because there is more land available on the site for (re)development. The availability of such land allows an 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 is 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 compared with unallocated sites. Areas of search are also identified for re-processing and small-scale waste management activity, alongside criteria based policies for determining sites which come forward on unallocated sites. Both policies 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 Local Plan 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 Local Plan 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:

1. That the Waste Local Plan site assessment method is applied, including site selection scoring criteria shown in Tables 5.1 and 5.2;
2. Sustainability Appraisal;
3. Habitat Regulations Assessment;
4. Deliverability Assessment; and,
5. 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 and 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 LP 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. Compliance with policies WM12 and WM13 is also essential.

Policy and Evidence Base References:

PPS10, Merseyside LTP3, District UDPs and emerging Local Plan 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 will 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 identified 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 ^e	Sefton	Alexandra Dock 1, Metal Recycling Site	9.8	Re-processor, Primary Treatment, Thermal Treatment
S1a ^e	St.Helens	Former Transco Site, Pocket Nook	4.5	Re-processor, Waste Transfer Station, 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

With the exception of sites L1 and W1, 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 and 4.15 below.

^eIntensification 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.

Explanation

4.13 As set out in paragraphs 3.31 to 3.33, the Merseyside Recycling and Waste Authority (MRWA) is at an advanced stage of its Resource Recovery Contract (RRC) procurement process. The RRC bidders are proposing to transport LACW outside of the Plan area to EfW facilities and may require waste transfer capacity and potentially primary treatment capacity. The Waste LP evidence base (Figure 2.10) includes a capacity and site requirement for these operations to support MRWA'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 LACW arising within Merseyside, and which is specifically part of the MRWA recovery contract procurement process then the site capacity will contribute to the Waste LP LACW capacity requirements. If the RRC site(s) is/are 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 will be reviewed. If planning consent is granted for development to implement the LACW recovery contract within an unallocated site e.g. for the transfer of waste outside of Merseyside and Halton, 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.

4.15 Sites allocated within the port and dock estates, specifically in Liverpool, 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. Due to their strategic nature within the Port of Liverpool and Port of Garston, sub-regional sites L1 and W1 are also suitable for a range of port related uses. Waste allocations do not take precedence over other port related uses including provision for offshore energy infrastructure. These sites are therefore not subject to the restrictions laid out in paragraphs 4.16 to 4.18 below.

4.16 National planning policy (PPS10) indicates that it is necessary to safeguard sites allocated for waste management uses in the Waste LP, 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 other 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 LP's aims and objectives, unless permitted development rights apply.

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 The uptake of sites and ongoing site requirements will be reviewed at regular intervals through the monitoring plan as explained in more detail in Section 6: paragraphs 6.10 to 6.12.

4.20 On adoption of the Waste LP, 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 Local Plan Core Strategies, Merseyside LTP3, SA Scoping Objectives and Reports, Habitat Regulations Assessment.

4.2 District-level Sites

4.21 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 [°]	Halton	Eco-cycle Waste Ltd, 3 Johnson's Lane, Widnes	2.0	WTS, Primary Treatment
K2	Knowsley	Image Business Park, Acornfield Road, Knowsley Industrial Park	2.8	WTS, Primary Treatment
K3 [°]	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 [°]	Liverpool	Waste Treatment Plant, Lower Bank View	0.7	WTS, Re-processor, Primary Treatment
F2 [°]	Sefton	55 Crowland Street, Southport	3.6	WTS, Re-processor, Primary Treatment
F3	Sefton	Site North of Farriers Way, Sefton	1.7	Re-processor, Primary Treatment
F4 [°]	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 [°]	Wirral	Bidston MRF / HWRC, Wallasey Bridge Road	3.7	HWRC, WTS, Re-processor, Primary Treatment
W3 [°]	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.

[°]Intensification of use at existing waste management facility

4.22 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

4.23 Guidance in PPS10 indicates that it is necessary to safeguard sites allocated for waste management uses in the Waste LP, 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 other 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.

4.24 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 LPs aim and objectives.

4.25 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.

4.26 On adoption of the Waste LP, 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 Local Plan Core Strategies, Merseyside LTP3, SA Scoping Objectives and Reports, Habitats Regulations Assessment.

4.3 Landfill Sites

4.27 Although the Waste LP 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 MRWA contract at Arpley, just outside of the sub-region.

4.28 The only operational, open gate⁶ 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 current planning permission for the site allows for the continued filling of inert waste until the site land form profiles have been met. An extension to that permission to allow for the acceptance of non-inert waste until June 2016 was approved in July 2012 subject to a Section 106 agreement.

4.29 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 2), 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 where landfill operations impact groundwater⁶ resources including water abstractions and source protection zones⁶.
- Most former quarries and minerals workings have already been used, reclaimed, developed or restored.
- There are very few operational minerals sites in Merseyside and 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

4.30 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 ³)	Capacity (million tonnes)
K5	Cronton Claypit, Knowsley	0.75-1.00	1.50-2.00
S3	Bold Heath Quarry, St.Helens	2.43	3.65

4.31 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.

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

Non-Inert Landfill

4.33 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.

4.34 As discussed in the evidence base (Section 2), 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.

4.35 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.

4.36 In addition to this reassurance from industry, the Waste LP includes criteria based policies WM7 for time extensions for existing operational landfill capacity and WM15 enabling unallocated sites to be assessed for suitability as future landfill. Finally, the Waste LP 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 Table 2.7.

4.4 Additional Sites

Approach to Selecting Sites for Small-scale Waste Management Operations

Figure 4.1 Plastic bottles to be re-processed



4.37 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.

4.38 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 in 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 to the north of the Dock Road on 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 Local Plan and LDF policies.

Explanation:

4.39 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.

4.40 The purpose of the 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.

4.41 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 some 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.

4.42 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 this issue will also be addressed through the application of criteria based policies. Policy WM5 also provides the flexibility necessary to promote further growth in the waste sector and the creation of local employment opportunities.

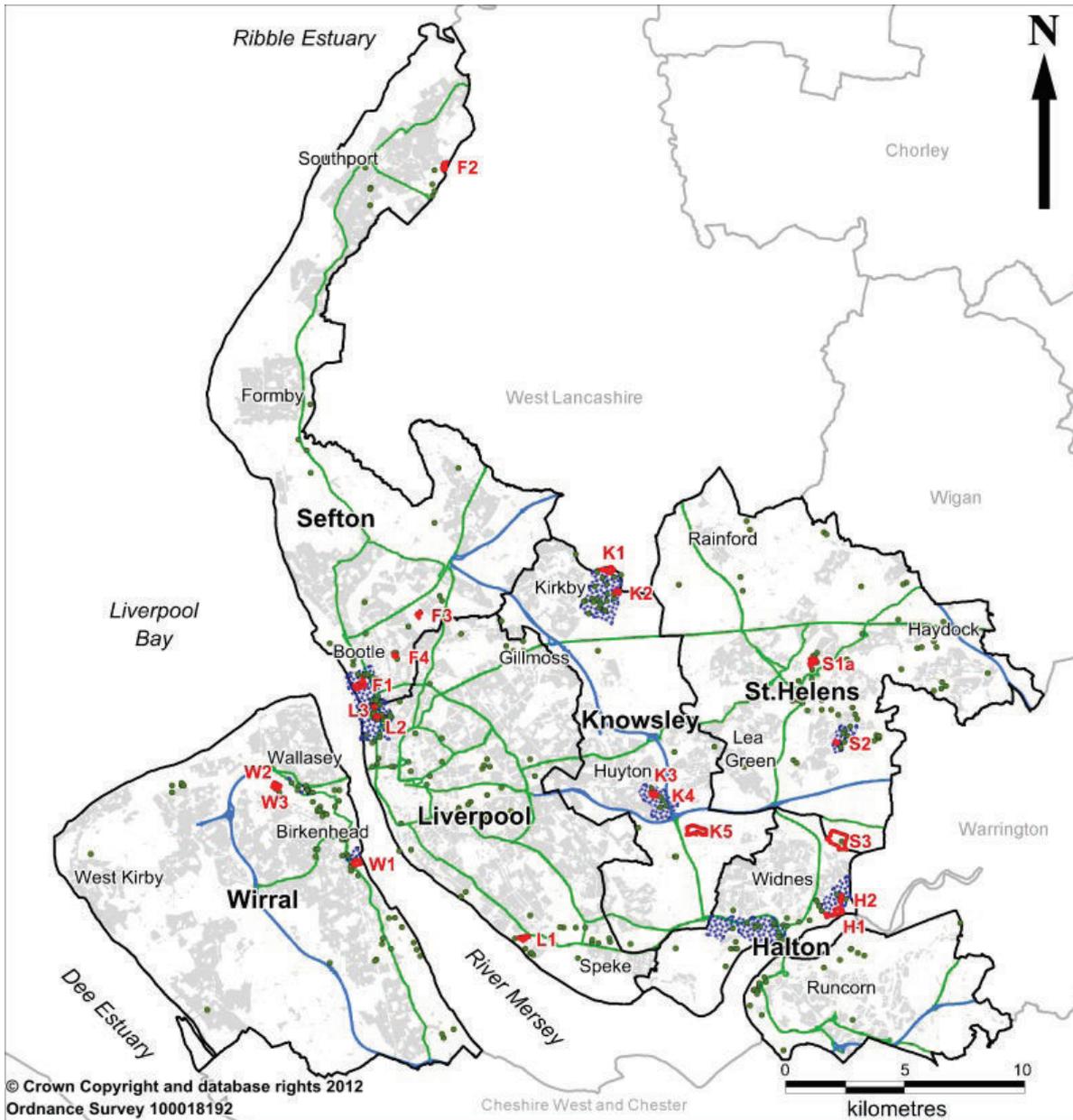
4.43 Several major regeneration schemes are currently being developed across the sub-region e.g. Wirral and Liverpool Waters, Mersey Gateway Crossing which could result in substantial changes to the pattern and nature of existing land uses. Should existing waste uses need to be relocated as a consequence of future regeneration priorities, then the 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 provides some additional flexibility in the Waste LP to respond to the waste management needs of major regeneration schemes in the sub-region.

4.44 The broad Areas of Search and Waste LP allocations are shown on Figure 4.2 and on the larger scale maps in the supporting document, PS-044 Areas of Search Development in the Waste Local Plan.

Figure 4.2 Waste Local Plan Site Allocations and Areas of Search



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Waste Local Plan Proposals Map

Allocation boundaries

Sub-regional sites

- H1 - Site at Widnes Waterfront
- K1 - Butlers Farm
- L1 - Land off Stalbridge Road
- F1* - Alexandra Dock 1
- S1a* - Former Transco Site, Pocket Nook
- W1 - Car Parking/Storage Area, former Cammell Laird Shipyard

District sites

- H2* - Ecocycle Waste Ltd
- K2 - Image Business Park
- K3* - Mainsway Ltd
- K4 - Former Pilkington Glass Works
- L2 - Site off Regent Road
- L3* - Waste Treatment Plant
- F2* - 55 Crowland Street
- F3 - Site North of Farriers Way
- F4* - 1-2 Acorn Way
- S2 - Land North of T.A.C.
- W2* - Bidston MRF/HWRC
- W3* - Former Goods Yard

Landfill sites

- K5 - Cronton Claypit
- S3 - Bold Heath Quarry

Areas of search

Existing waste site
 EA data (2012)

Motorway

Primary route

Residential

Merseyside and Halton boundaries

Notes:

1. * = Intensification of use at existing waste management facility
2. Site profiles in Appendix 2 and supporting document PS-002a
3. Areas of search boundaries shown in detail within supporting document PS-044



Policy and Evidence Base References:

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

Areas of Search for Household Waste Recycling Centres

4.45 The MRWA is responsible for provision of Household Waste Recycling Centres (HWRCs) on behalf of the districts, and it currently provides a network of 14 HWRCs across Merseyside. In addition to this, there are a further two HWRCs 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/or to achieve recycling and composting targets set in the JRWMS.

4.46 Replacement sites have been identified for both Huyton and Kirkby HWRCs, and they have both received planning consent from Knowsley Council, and both are now operational.

4.47 The Liverpool City Council area is currently served by only one operational HWRC 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. MRWA generally aim to ensure that residents should only have to travel a reasonable distance to a HWRC. Therefore, there is a demonstrable need and identified requirement for one or more new HWRC sites within the City of Liverpool.

4.48 Whilst MRWA has not identified specific sites for any new HWRCs, within Liverpool a 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.

4.49 To assist in the identification of new HWRC sites within the City of Liverpool, the Waste LP 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 either the existing HWRC at Otterspool or 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 Local Plan.

Explanation

4.50 Identification of sites for HWRCs requires close working with MRWA, as they have specific locational requirements for HWRCs, and also some quite specific requirements in terms of site size and shape, for example capacity to accommodate queuing traffic. Including a policy which defines the needs for an additional HWRC was agreed to be helpful.



4.51 The general rationale is for a distribution of HWRCs across the Plan area to provide an overall provision which meets community need. 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 them. 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, JRWMS, Needs Assessment, SA Scoping Objectives and Reports



5 Development Management Policies

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

5.1 Protection of Existing Waste Management Capacity for Built Facilities and Landfill

5.2 PPS10⁶ 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 LP 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 the 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 and/or site allocations then the waste management capacity would be vulnerable to non-waste development thus reducing the certainty of the Waste LP meeting sub-regional waste management needs. Policy WM7 sets out how protection of existing capacity will be achieved.

Policy WM 7

Protecting Existing Waste Management Capacity for Built Facilities and Landfill

Existing operational and consented waste management sites will be expected to remain in waste management use in order to maintain essential waste management capacity.

For Built Waste Management Facilities: 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.

One or more of the above criteria must be met for a change of use to be acceptable.

For Existing Operational Landfill Capacity: Extensions of time will be granted for the use of existing operational landfill capacity subject to:

- The design of the site being capable of accommodating the type of waste proposed;
- There still being a demonstrable need for landfill capacity in the Plan area;
- There being no ongoing significant cumulative impacts on amenity and environmental quality. Such an assessment will be based against the criteria in policy WM12 and appropriate and relevant criteria in Box 1, and;
- Evidence being submitted in support of the planning application to demonstrate that the projected completion date of land filling operations is realistic and achievable.



Explanation

5.4 It is important that adequate waste management capacity is retained throughout the plan period in order to meet the identified needs of the Plan area. Therefore, it is proposed that a change of use from an operational permitted or consented waste management use to a non-waste use would need to be justified by local circumstances by the applicant, and will be monitored through the Implementation and Monitoring strategy. Consequently, applications for change of use will need to demonstrate that the existing waste management operation meets one or more of the criteria identified in Policy WM7 to protect existing waste management capacity.

5.5 The majority of existing built 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 or have been poorly operated creating adverse impacts on its surroundings. 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 project displaces them. It is noted that cessation of waste management activity at a specific site cannot be controlled through planning permission.

5.6 Over recent years, the amount of waste being deposited at landfill has been reducing. This is partly due to the successful diversion of recyclable and treatable waste from landfill and the additional costs associated with landfill tax escalator and partly due to prevailing industry and financial conditions. Despite this, the need for this disposal route is still essential particularly during the early part of the Plan period. Therefore, a positive approach to applications for time extensions for existing consented operational landfill capacity is considered necessary due to the fact that landfill void space, in particular, for non-inert, non-hazardous landfill is scarce within the Plan area.

5.7 National policy requires Local Plans to make provision for communities to take more responsibility for their own waste, and to enable sufficient and timely provision of waste management facilities to meet the needs of their communities. Although landfill disposal lies at the bottom of the waste hierarchy, there is an acknowledged ongoing need to landfill residual non-inert waste that cannot currently be treated in any other way.

5.8 In Merseyside and Halton there is only one operational landfill for non-inert waste at Lyme and Wood Pit, Haydock, St Helens. Despite a comprehensive search for new sites across the Plan area, no new sites suitable for non-inert landfill disposal have been found. Consequently, during the Plan period the sub-region may have to rely on exporting a decreasing quantity of residual non-inert waste to landfill sites elsewhere in the North West region. The unavoidable non-inert waste landfill requirement is predicted to decrease substantially early in the Plan period once new built facilities become operational. With this in mind, it is particularly important that Merseyside and Halton fully utilise the existing, consented operational non-inert landfill void space to meet the greatest disposal needs of the Plan area, during the early part of the Plan period.

5.9 The second part of Policy WM7 is intended to enable time extensions, particularly for non-inert landfill, at sites which have been specifically designed for this purpose, subject to the applicant meeting the tests set out in the policy text. The applicant must also demonstrate that there remains a need for landfill capacity to serve the Plan area, as it is likely that this will change during the Plan period, as waste prevention measures continue and new treatment technologies are introduced.

Policy and Evidence Base References

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

5.2 Waste Prevention and Resource Management

5.10 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 and potential benefit, reducing cost of treatment and reducing the requirement for new sites and facilities.



5.11 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 LP 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)⁶, 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:

5.12 Current Government Planning Policy requires 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, use of waste audits, or the adoption of SWMPs.

5.13 Although there are limited opportunities for planning to influence waste prevention and resource management, it is considered important for the Waste LP 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.

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

- Improving the rate at which material can be diverted 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.

5.15 The adoption of more sustainable waste management practices is 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.



5.16 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

5.17 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 LP must be integrated with all the Districts' LDF documents. With respect to good design of new development, PPS10 requires the Waste LP 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.

5.18 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:

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

Explanation:

5.19 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^e 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.



5.20 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. However, given that the majority of private sector employment in Merseyside and Halton is in SMEs, it is also important to ensure that sustainable waste management is promoted with all businesses irrespective of size.

5.21 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 needed for waste collection.

5.22 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 LP can influence the amount of waste entering the waste stream.

5.23 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

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

5.4 Design and Operation of New Waste Management Facilities

5.25 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.

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

5.27 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 rapidly change and market demand for re-usable and recyclable resources grows. 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.

5.28 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 BREEAM⁶ 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

5.29 Whilst design policies would reasonably be expected to be addressed in District LDFs⁶, feedback from consultations has indicated a preference for a Waste LP 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 LP.

5.30 Sustainable waste management sites are allocated in existing industrial areas, where they will be neighbouring other business uses, such as B2⁶ and B8⁶ 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 LP 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 proofing⁶.

Merseyside Recycling & Waste Authority MRF, Gillmoss



5.31 With the exception of Household Waste Recycling Centres (HWRCs)⁶, 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 recycling (MRF)⁶, mechanical biological treatment (MBT)⁶ 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. To be most effective, it is important that developers consider environmental impacts, amenity issues and design requirements from the outset.

5.32 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) 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.

5.33 Given the contentious nature of waste activities, and the generally negative perception of waste management facilities, it is considered that the Waste LP 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 an 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.

5.34 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. A similar approach has been applied to 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.

5.35 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 how it 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

5.36 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 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.

5.37 The Waste LP alone 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 transportation have been an explicit consideration throughout the development of the Waste LP. Initially 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.



5.38 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 Sustainability Appraisal (SA)⁶ which includes transport-related objectives as part of the assessment process.

5.39 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 LP 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 WM11 sets out how this will be achieved.

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:

1. 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.
2. Ensure there are sustainable choices of travel for its employees and visitors (such as, walking, cycling, public transport).
3. Provide mitigation for the effects of road transport on local amenity including use of screening, sound insulation and time tabling traffic movements.
4. Ensure safe access to and from the public highway and adequate capacity of local highway infrastructure.
5. 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

5.40 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 may 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.

5.41 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.



5.42 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 Local Transport Plans.

Policy and Evidence Base References:

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

5.6 Criteria for Waste Management Development

5.43 Compliance with policy WM12 Criteria for Waste Management Development will maximise opportunities for ensuring that waste planning applications are submitted with appropriate information. This will 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:

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

Applications should refer to Box 1 (Box 1 'Information to be Submitted in Support of a Waste Planning Application for Policy WM12') 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

5.44 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 Involvement⁶.

5.45 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, and in access and storage arrangements, for example. Landfill operations also involve specific long-term issues which need to be managed.



5.46 Therefore the criteria in WM12 are those 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.

5.47 Some of the criteria listed may be considered to be quite general and applicable to many types of non-waste application, and the Waste LP has tried to avoid duplicating criteria that will be listed either in Local Plan Core Strategies, or other district Local Plans. 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 LP has responded to the concerns of communities and stakeholders, and that impacts which are particularly controversial for waste applications are dealt with by the Waste LP.

5.48 Many of these issues will typically need to be assessed by the Environment Agency (EA)⁶ as part of the Environmental Permitting⁶ 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.

5.49 Certain types and scale of waste management facility will be required to produce a statutory Environmental Impact Assessment (EIA)⁶ 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 EU Directives. This will provide consistency with the requirements being made on applications for waste management facilities that do not require statutory EIA.

5.50 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.

5.51 It is the responsibility of the applicant to provide sufficient information to enable the Competent Authority to undertake the HRA. Details of the relevant information will be provided to the applicant during pre-application discussions.

5.52 For waste management facilities within the aerodrome safeguarding zone for Liverpool John Lennon Airport consideration must be given to the CAA publication CAP 772 – Birdstrike Risk Management for Aerodromes. This makes reference to the risks associated with landfill sites and waste handling facilities in terms of bird attraction. Such attractions can create new daily migratory routes for scavenging species (e.g. between the site of the waste and existing roosting sites) and this can impact on aircraft routes. As such, on and off aerodrome mitigation can be necessary.

Applications for Open Windrow Composting Facilities

5.53 Open windrow composting⁶ is an open air activity that tends to be located on the urban fringe or in the countryside. Composting activities in the Green Belt can be similar to other rural industries. In some cases, very special circumstances may need to be demonstrated to justify that large-scale open windrow composting does not damage visual amenity by virtue of its siting, layout and design.

5.54 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 paragraphs 88-90 of the National Planning Policy Framework. 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.



5.55 There are some particular issues associated with open windrow composting, such as creation of bioaerosols⁶ which require a buffer zone to be maintained between the facility and any sensitive receptors including houses, hospitals, schools etc. This is in line with Environment Agency guidance. They also produce a leachate⁶ 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.

5.56 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 is compliant with this policy (WM12) and policy WM13.



Box 1

Information to be Submitted in Support of a Waste Planning Application for Policy WM12

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 Habitat Regulations Assessment will be required for any development which may lead to a likely significant effect on an internationally designated site, either alone or in combination with other plans and /or projects. The applicant will be required to provide sufficient evidence to enable HRA 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) and 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 emerging Local Plan Core Strategies, Habitat Regulations Assessment.

5.7 Waste Management Applications on Unallocated Sites

5.57 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 Waste LP Site Allocations Map (see Figure 4.2) or take advantage of possible windfall sites that may come forward during the plan period. These will also be considered in line with policy WM1.

5.58 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.

5.59 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 WM13 deals with Planning Applications for New Waste Management Facilities on unallocated sites to provide the Waste LP 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:

1. That a suitable allocated site is not available or suitable for their proposed use;
2. That the proposed site has been assessed against the criteria for built facilities used in the site selection process for allocated sites shown in Table 5.1;
3. 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 at the project-level;
4. The proposal complies with the vision and spatial strategy for the Waste Local Plan 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

5.60 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 - Built Facilities Site Search Methodology. 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.

5.61 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 assessment, HRA (Habitats Regulation Assessment)^o and SA (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.

5.62 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.

5.63 With respect to bullet point 3 of policy WM13 and HRA, it is the responsibility of the applicant to provide sufficient information to enable the Competent Authority, to undertake the HRA. Details of the relevant information will be provided to the applicant during pre-application discussions.

5.64 It should be noted that the Waste LP 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 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 (Grades 1,2 & 3)	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

The site assessment process identifies the principal benefits as positive scoring criteria and, the principal impacts as negative scoring criteria which, when combined, provide a total site score. The scoring criteria vary with distance from the site boundary as a proxy for scale of effects.

The total site score can be positive or negative and is a useful relative measure for comparison between the planning merits and constraints of sites. A negative total site score does not prevent a site coming forward for a potential waste use. The total site score and individual criteria scores provide an indication of the main issues which may need to be considered in the development of any site for a waste use. They should be used to

help scope the information, surveys and technical assessments that may be necessary to support a planning application and satisfy the requirements of Policy WM12 and Box 1.

Metadata for the criteria in table 5.1 is provided in "Appendix J:GIS Data Sources" of the supporting document – Build Facilities Site Search Methodology. In addition, guidance on the criteria is provided at: www.wasteplanningmerseyside.gov.uk.



Policy and Evidence Base References

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

5.8 Energy from Waste

Energy from Waste Provision

5.65 Merseyside and Halton is in the unusual position of having a significant amount of consented and available EfW⁶ capacity within the sub-region which exceeds the identified EfW management need by over 450,000 tonnes of refuse-derived fuel (RDF)⁶. 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.

5.66 MRWA has narrowed its Resource Recovery Contract (RRC) procurement process down to the final two bidders, both of whom are proposing to use consented facilities outside the sub-region. The procurement process should be finalised by the end of 2012. However, the outcome of the RRC procurement is not known, whilst there is a high probability of a successful outcome, this is not certain. It is therefore considered necessary to provide a policy for Energy from Waste that will enable meeting the identified waste management capacity supply and demand needs for waste arising within the Plan area. This is specifically to assist with Local Authority Collected Waste (LACW) should additional contingency be needed in the event that the RRC procurement is unsuccessful.

Policy WM 14

Energy from Waste

1. All proposals for EfW facilities will be assessed in relation to operational and consented capacity within the Plan area and the requirement for new facilities. Planning applications for such proposals must demonstrate that existing operational and consented capacity cannot be accessed to meet the identified need or in the case of Local Authority Collected Waste that it is not suitable for the purposes of MRWA. Account must be taken of:
 - The contractual position for Local Authority Collected Waste and the outcome of any MRWA procurement process to meet the treatment needs of the Plan area;
 - Operational EfW capacity within the Plan area, and;
 - Existing consents for EfW within the Plan area and availability of that consented capacity to meet the needs of the Plan area.
2. EfW proposals must meet the waste management needs of the Plan area and will be required to provide combined heat and power unless it can be demonstrated that this requirement would prevent important waste infrastructure being brought forward.
3. All proposals for EfW must comply with policies WM12 and WM13.

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

5.67 Within Merseyside and Halton the existing regionally significant facility at Ineos Chlor has over 575,000 tonnes of permitted capacity available to treat Solid Recovered Fuel⁶ / Refuse Derived Fuel (SRF/RDF) processed from approximately 1.15 million tonnes of residual waste. There are also several other consented facilities with a lesser capacity. Throughout the development of the Waste LP there has been regular liaison with the owners of these facilities and there is reasonable assurance that these sites will be developed.

5.68 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)⁶ needs, and that it also has some capacity to contribute to regional capacity needs. However, it is written to provide flexibility should the MRWA procurement process be unsuccessful, and an alternative solution, such as a new procurement being necessary.

5.69 A significant proportion of this consented EfW capacity is currently targeted at C&I waste via merchant facilities, and although the Needs Assessment indicates that there is no justification for allocating further sites within the Plan area for this purpose, policy WM14 is included to provide more certainty to the waste industry should the existing waste management consents not be developed.

5.70 Granting planning permission for further EfW capacity, if they were built, would be likely to lead to the import of substantial amounts of waste into Merseyside and Halton over and above existing imports and those which will take place if existing consented capacity is delivered. It is for this reason that the policy places reliance in the first instance on this existing operational and consented capacity. Whilst it is acknowledged that Merseyside and Halton will need to continue exporting some non-inert waste to landfill, and that the MRWA RRC may result in waste being exported, this has been balanced by (i) residual waste being imported from neighbouring authorities; (ii) allocating additional sites for treatment; (iii) the existing consented EfW capacity; and (iv) Policy WM14. Furthermore, the needs assessment also indicates that Merseyside and Halton is much closer to achieving self sufficiency than it was several years ago.

5.71 Consequently, any application for EfW would need to consider local waste management capacity needs and the status of existing consented EfW facilities, and provide justification if combined heat and power (CHP) is not proposed and on the amount of renewable energy generated. Updates to information relating to local waste management needs and the status of existing consented EfW facilities will be provided through the relevant Authority's Monitoring Report. Both large and small scale EfW applications will be assessed using criteria based policies (WM12 and WM13). This covers applications for gasification, waste-fired technologies using CHP, pyrolysis, and other novel thermal treatment technologies.

5.72 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).

5.73 The figures for small scale EfW facilities (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.

5.74 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.

5.75 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. 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.



5.76 The policy approach requiring use of CHP for both large and small scale EfW facilities is consistent with the National Planning Policy Framework in particular paragraph 97, and with the overarching strategy of the WLP to push waste management up the waste hierarchy.

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

Policy and Evidence Base References:

PPS10, MRWA 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

5.78 The 'Survey for Landfill in Merseyside and Halton' Report (see document PS-014 in 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 be granted for additional landfill on unallocated sites where it is demonstrated that:

1. The proposal has been assessed against the criteria used for the Waste Local Plan site selection process for landfill sites shown in Table 5.2 and the criteria in WM12 and Box 1. Significant adverse impacts should be avoided. Where adverse impacts are unavoidable, measure to mitigate the impact should be adopted;
2. That the proposal complies with the Vision and Spatial Strategy for the Waste Local Plan;
3. Sustainability Appraisal and Habitats Regulation Assessment have been undertaken at the project level and any negative effects can be satisfactorily mitigated, and;
4. The proposal contributes to meeting the identified needs for residual landfill capacity within the Plan area.

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

5.79 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 constraints, 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.



5.80 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 (see Section 2.3). Decreasing rates of landfill are raising concerns for existing landfill operators, as landfill sites are not filling quickly enough to allow them to be completed and restored within 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. Policy WM7: Protecting Existing Waste Management Capacity at Built Facilities and Landfill supports the approach of time extensions. Nevertheless, it is important that Merseyside and Halton has a robust policy to assess new landfill opportunities on unallocated sites, subject to the application note resulting in waste being managed lower down the waste hierarchy than is necessary.

5.81 With respect to bullet point 3 of policy WM15 and HRA, it is the responsibility of the applicant to provide sufficient information to enable the Competent Authority, to undertake the HRA. Details of the relevant information will be provided to the applicant during pre-application discussions.

5.82 This approach is applicable to both inert and non-inert landfill, and was supported at the Preferred Options consultation and by the SA. 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.

5.83 Policy WM12 is applicable and is supported by Box 1. Table 5.2 shows the criteria and relevant scores that have been used to assess the allocated landfill sites. The same criteria and scoring should be used to assess suitability of unallocated sites. However, the scoring process has only been part of the site selection process as a deliverability assessment, Habitats Regulations Assessment and Sustainability Appraisal has also been carried out for each site. Significant negative scores will be used to determine what the appropriate mitigation measures will be for the site and what will need to be included with the planning application. By drawing attention to the most significant constraints, and focussing applications on most difficult issues, this process will assist the applicant in preparing the necessary information to support any planning application for landfill proposals.

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

The site assessment process identifies the principal benefits as positive scoring criteria and, the principal impacts as negative scoring criteria which, when combined, provide a total site score. The scoring criteria vary with distance from the site boundary as a proxy for scale of effects.

The total site score can be positive or negative and is a useful relative measure for comparison between the planning merits and constraints of sites. A negative total site score does not prevent a site coming forward for a potential waste use. The total site score and individual criteria scores provide an indication of the main issues which may need to be considered in the development of any site for a waste use. They should be used to help scope the information, surveys and technical assessments that may be necessary to support a planning application and satisfy the requirements of Policy WM12 and Box 1.

Metadata for the criteria in table 5.2 is provided in "Appendix D:Metadata for GIS Data layers used" of the supporting document – Survey for Landfill in Merseyside and Halton Report. In addition, guidance on the criteria is provided at: www.wasteplanningmerseyside.gov.uk.





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

5.84 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.

5.85 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:

1. Details of the proposed after-use and landscaping of the site;
2. Demonstration that pre-application consultation has taken place with the community in which the site is located;
3. Details of the type of material to be used for filling and that the degree of compaction is compatible with the proposed after-use;
4. Scaled drawings of existing and finished contours including pre and post settlement contours;
5. How the landfilling scheme contributes to the landform and landscape quality on completion in accordance with any adopted landscape character assessment;
6. Timescales for both operational and restoration phases of landfill and details of phased restoration;
7. Suitable provision for aftercare and monitoring including, where appropriate, long-term management of leachate and gas emissions;
8. Energy recovery proposals (where technically feasible);
9. Protocols outlining how damage to restoration caused by subsidence or access to gas and other infrastructure can be addressed, such as interim restoration;
10. 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);
11. Long-term environmental management and ecology plan.

Explanation:

5.86 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 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.



5.87 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 flood 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 services⁶.

5.88 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 come forward from the applicant at an early stage and will be secured through legal agreements, conditions or other emerging mechanisms such as the Community Infrastructure Levy⁶.

5.89 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. Proposals should 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 LP 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 LP will fall to several parties including waste planning authorities, waste collection authorities, Merseyside Recycling and Waste Authority (MRWA), the Environment Agency and the private waste industry. With the exception of the private waste industry, the implementation of the Waste LP will not be an additional responsibility for these stakeholders, but an existing and implicit part of their statutory function. 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. MRWA has a clearly defined role which is being implemented through its three contracts; recycling, resource recovery and disposal. The Waste LP 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 LP 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 LP allocations must be fully integrated with the Core Strategies, other Local Plans and the district's development management services.

6.3 The Waste Collection Authorities, MRWA 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 LP should ensure that the vision and objectives of the Waste LP 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) is 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
	Where applicable, 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 or alternative equivalent standard 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 on Environmental 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"> • Alternatives to road transport for movement of wastes; • Sustainable travel for its employees; • Mitigation of the effects of road transport on the local amenity; • Safe & adequate access to and from the highway; • Reduction of impact on climate change. 	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, Section 5.6 (Information to be Submitted in Support of a Waste Planning Application for Policy WM12) are assessed and satisfactorily mitigated. 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) is fully met. Through assessment of planning applications to ensure that use of an unallocated site has been assessed against all the criteria for built facilities shown in table 5.1, and all relevant criteria are 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"> • MWh Electricity Generated; • MWh Heat recovered; • CO₂ emissions data; • Location of Heat Customers; • Tonnages of waste throughput. will be included in proposals and operational schemes	Merseyside Recycling & Waste Authority Site Operators Local Planning Authority Energy Customers	SO3, SO8
Landfill on Unallocated Sites (WM15)	Through assessment of planning applications to ensure that use of an unallocated site has been assessed against the criteria for landfill shown in table 5.2 and all relevant criteria are met.	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





Policy	How it will be implemented	Who will Implement it	Related Strategic Objective
	Early liaison with Environment Agency regarding restoration and aftercare plans	Land Owners / Site Operators Local Planning Authority Environment Agency	
	Secure long term funding mechanism for realising the aftercare and restoration proposals (through financial provision agreement with the Environment Agency or other appropriate funding mechanism)	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:
Sub-regional Sites				
H1 Site at Widnes Waterfront	7.8	2015	Private landlord/ (Private waste industry)	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/Private waste industry	Private Finance
F1 Alexandra Dock No1, Metal Recycling Site	9.8	2015	EMR or private waste industry	EMR/private finance

Site Reference/Name	Site Size (ha)	Required by:	Implemented/Developed by:	Funded by:
S1a Former Transco Site, Pocket Nook	4.5	2015	Private landlord/Private waste industry	Private finance
W1 Car Parking / Storage area, former Cammell Laird Shipyard, Birkenhead, Wirral	5.9	2015	Private landlord/Private waste industry	Private finance
District Sites				
H2 Eco-cycle Waste Ltd, Johnson's Lane, Widnes	2.0	2015	Eco-cycle or private waste industry	Eco-cycle/private finance
K2 Image Business Park, Acornfield Road, Knowsley Industrial Park	2.8	2020	Public sector landlord/Private waste industry	Private finance
K3 Mainsway Ltd, Ellis Ashton Street, Huyton Business Park	2.3	2015	Mainsway Ltd or private waste industry	Mainsway/private finance
K4 Former Pilkington Glass Works, Huyton Business Park	1.3	2020	Private landlord/Private waste industry	Private finance
L2 Site off Regent Road / Bankfield Street, Liverpool	1.4	2020	Private landlord/Private waste industry	Private finance
L3 Waste Treatment Plant, Lower Bank View	0.7	2015	Veolia/Private waste industry	Private finance
F2 55 Crowland Street, Southport	3.6	2015	Southport Waste Management Ltd or private waste industry	Southport Waste Management Ltd/ private finance
F3 Site North of Farriers Way, Sefton	1.7	2020	Private landlord/Private waste industry	Private finance
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	2020	Public sector landlord/Private waste industry	Private finance



Site Reference/Name	Site Size (ha)	Required by:	Implemented/Developed by:	Funded by:
W2 Bidston MRF / HWRC, Wallasey Bridge Road	3.7	2015	MRWA	MRWA/public sector
W1 Former Goods Yard, Adjacent Bidston MRF / HWRC, Wallasey Bridge Road	2.8	2015	Major Skip Hire or private waste industry	Major Skip Hire/private finance
Landfill Sites				
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





6.6 The phasing of specific sites reflects the conclusions of the Needs Assessment. All sub-regional sites are needed by 2015 as they will be delivering the largest waste management capacity and will be particularly important in pushing Merseyside and Halton towards net self sufficiency. Those district level sites which involve an intensification of an existing use are also identified as required by 2015, because it should be relatively straightforward to add this capacity by amending their existing environmental and planning permissions. In contrast, the remaining district sites may take longer to come forward because they will need completely new permissions, however all are required by 2020 in order to deliver the additional capacity identified by the Needs Assessment. Finally, the inert landfill sites are required as soon as possible, the nearest target identified in the Needs Assessment is 2015, but it is anticipated that these facilities will come operational sooner than this.

6.2 Monitoring Framework

Monitoring

6.7 In order to implement the Waste LP 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.

6.8 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.

6.9 The Waste LP 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 LP 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 LP in delivering its Spatial Vision and Strategic objectives to be measured.

6.10 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 higher 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.

6.11 The monitoring of the Waste LP will need to be fed into each of the Authority's Monitoring Reports (AMRs) of each district, where it will be reported alongside performance of the Core Strategies and other Local Plans. 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. Subsequently the Waste LP 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 LP, 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.

6.12 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.

6.13 Indicators have been chosen which provide a consistent basis for monitoring the performance of the Waste LP 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 Waste LP. All the indicators will provide the basis for identifying where the Waste LP needs to be strengthened, maintained or changed. Should it be found that policies need to be strengthened or changed then this will be discussed with the districts and reported through the AMR.

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 MRWA 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 MRWA 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 MRWA 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 ₂ reduction from local authority own estate & operations	District Officer Time MRWA 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 ₂ 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 MRWA 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 WLP1	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 WLP 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 WLP 3	Number of applications received for waste management facilities on unallocated sites; and 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 WLP 1 and 2	SO1
Local Indicator WLP 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 WLP 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 WLP 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. This produces a renewable compost-like material (digestate) and 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). This can gas can also be used as a renewable vehicle fuel-source. Typically there are two types of AD plant: farm-based plants and centralised plants. The latter 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 typically an enclosed waste use although waste can be stored in open waste bunkers outside. The facility includes treatment tanks approximately 6m tall and a waste reception hall similar to a warehouse unit. A plant of this scale could employ around 5 direct workers.</p>
Allocations Local Plan (LP)	<p>An Allocations LP allocates a wide range of land uses to support the spatial vision and strategic objectives set out in the Core Strategy. The Allocations LP 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 form of mechanical heat treatment which uses a pressurised steam treatment process to breakdown waste into a 'floc' 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 approximately 40 direct workers. Autoclaving facilities do not require a stack.</p>
B2 use class	<p>Class B2 of the Town and Country Planning (Use Classes) Order 1987 is for "general industrial" land use, for carrying out of an industrial process other than one falling within class B1 or B3 to B7 use classes.</p>
B8 use class	<p>Class B8 of the Town and Country Planning (Use Classes) Order 1987 is for "storage or distribution" land use, for storage or as a distribution centre.</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>
BREEAM	<p>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.</p>



Term	Definition
Brownfield Land	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.
Capacity	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. 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.
Carbon Future Proofing	Carbon future proofing is about developers embracing sustainable and renewable technologies through innovative design decreasing reliance on fossil fuels and lowering the carbon footprint of the building, and associated supply chain.
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 (C&I)	Waste from offices/retail & other commercial premises or from a factory or industrial process.
Communities Infrastructure Levy (CIL)	The communities infrastructure levy is a new charge which local authorities in England and Wales will be empowered, but not required, to charge on most types of new development in their area. The charge is related to size and character of a development.
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	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.



Term	Definition
	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.
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).
Ecosystem Services	The term 'ecosystem services' refers to the services provided to society by ecological assets such as rivers and parkland.
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. This could include municipal/merchant SRF/RDF fed Energy from Waste (EfW) facilities.</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 approximately 50 direct workers, whereas a smaller scale facility could employ around 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.
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.
Environmental Impact Assessment (EIA)	The term 'environmental impact assessment' (EIA) describes a procedure that must be followed for certain types of project before they can be given 'development consent'. The procedure is a means of drawing together, in a systematic way, an assessment of a project's likely significant environmental effects.
Environmental Permitting	The Environmental Permitting Regulations (England and Wales) 2010 were introduced on 6 April 2010, replacing the 2007 Regulations. In 2007 the Regulations combined the Pollution Prevention and Control (PPC) and Waste Management Licensing (WML) regulations. Their scope has since been widened to include water discharge and groundwater activities, radioactive substances and provision for a number of Directives, including the Mining Waste Directive.
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.



Term	Definition
Gasification	<p>High temperature combustion (greater than 700°C) in starved air conditions. This process produces a syngas, a solid residue that can be recycled or landfilled; and a liquid oil which can be used as a fuel.</p> <p>Gasification plants are enclosed waste management uses and typically resemble large warehouse units and would include a stack. A large scale Gasification plant (e.g. 400,000tpa) could employ approximately 50 direct workers.</p>
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).
Habitats Regulations Assessment (HRA)	HRA assesses the likely impacts of the possible effects of a plan's policies on the integrity of the Natura 2000 sites (including possible effects 'in combination' with other plans projects and programmes).
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)	<p>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 Recycling and Waste Authority (MRWA).</p> <p>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 around 10 direct workers.</p>
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.
In-Vessel Composting (IVC)	IVC treats biodegradable local authority collected wastes (BLACW) such as catering and/or garden waste. This biodegradable feedstock is shredded and treated within an enclosed 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.



Term	Definition
	An IVC facility is an enclosed waste management use similar to a warehouse unit in appearance and could employ around 10 direct workers.
Joint Municipal Waste Management Strategy (JMWMS) or Joint Recycling and Waste Management Strategy (JRWMS)	The JRWMS/JMWMS for Merseyside sets out the guiding principles for the delivery of Local Authority Collected Waste management in the region between 2011 and 2041. 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). Landfill sites can range from a few hectares (ha) to more than 100ha and can receive inert, non-inert and/or hazardous waste. typical afteruses include: agriculture, public open space and nature conservation. Based on a site receiving 250,000tpa, a landfill could employ greater than 10 workers.
Landraise	<p>The term 'landraise' refers to the disposal of waste mainly above pre-existing ground levels. Landfill and landraise are often referred to together since landraise typically occurs where landfill has already taken place and is associated with the capping and contouring of a site once it has ceased operation.</p> <p>Landfill and therefore landraise sites can range from a few hectares (ha) to more than 100ha and can receive inert, non-inert and/or hazardous waste. typical afteruses include: agriculture, public open space and nature conservation.</p>
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 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 pre-treatment 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 dry waste 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 around 125 direct workers.</p>



Term	Definition
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 depending on scale.</p>
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)
National Planning Policy Framework (NPPF)	The purpose of the National Planning Policy Framework (NPPF) is to help achieve sustainable development and streamline national planning guidance making it more accessible to people and communities. At the heart of this framework is a presumption in favour of sustainable development which forms the basis of plan and decision making process. The NPPF does not contain national waste planning policies - these will be published alongside the National Waste Management Plan for England. However, the policies within the NPPF should be taken into account by local authorities preparing waste plans.
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 biodegradable LACW (e.g. Garden waste) using more traditional composting methods. This process involves initial shredding 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 around 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 (pre-treatment) to remove as many recyclable materials as possible e.g. materials recycling facility (MRF). In some cases pre-treatment facilities can also involve the treatment of residual waste to produce a refuse-derived fuels (RDF) e.g. mechanical heat treatment (MHT) or mechanical biological treatment (MBT).
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 & Country Planning Act. The Planning and Compulsory Purchase Act 2004 introduces:</p> <ul style="list-style-type: none"> - a statutory system for regional planning; - a new system for local planning; reforms to the development control, and



Term	Definition
	<ul style="list-style-type: none"> - compulsory purchase and compensation systems; and - removes crown immunity from planning controls.
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 (or with limited oxygen) between 400-800 degrees Celsius. 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.
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.
Refuse-Derived Fuels (RDF) or Solid Recovered Fuels (SRF)	Refuse-derived fuels (RDF) or solid recovered fuels (SRF) are fuels produced by a combination of mechanical, thermal and biological treatment of waste. RDF and SRF consists of residual combustible components of LACW and Commercial & Industrial (C&) waste leftover after recyclable materials have been removed from the waste stream. RDF and SRF are typically used as a fuel to power.
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.



Term	Definition
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 LP. 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.
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.
Sustainability Appraisal (SA)	The purpose of Sustainability Appraisals is to ensure that social, environmental and economic considerations are made during the preparation of policies and plans.
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.



Term	Definition
Thermal Treatment	<p>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.</p> <p>Primary and thermal treatment facilities are often co-located on one large site.</p>
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.
Waste Management Facility	In line with the 2008/98EC EU Waste Directive Article 3(9) and for the purposes of the Merseyside and Halton Waste Local Plan the term waste management facility shall include both waste management and waste disposal facilities.
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 MRWA 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 around 8 direct workers depending on the amount of waste throughput.</p>
Voidspace	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.



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 LP Site Capacity (tpa)*	No. Direct Jobs Created**	Desirable Site Characteristics
HWRC	Household Waste Recycling Centre (HWRC)	15,000	±10	<ul style="list-style-type: none"> • Site area potentially <1ha; • needs to be able to accommodate queueing traffic and be large enough to segregate public and Heavy Goods Vehicles (HGV) traffic; • Locate near to centres of population or on the edge of urban areas to maximise accessibility and ensure usage without causing adverse amenity impact; • Typically sited in industrial and employment areas, contaminated or derelict land; • Access via A and/or B class roads; • Sites close to existing waste management facilities could provide additional synergy; • Access routes should be free from HGV constraints
Waste Transfer Station (including sorting facilities) (WTS)	Municipal non-inert WTS	100,000	±8	<ul style="list-style-type: none"> • Site area typically >0.5ha (size of site is dependent on the level of throughput); • Good access to the primary road network is vital; • Proximity to waste arisings is important to reduce distance of waste transfer; • Buildings need to be tall enough (±12m) to accommodate HGV movements; • Typically sited in industrial areas close to existing waste management facilities; • B2 and B8 use class designations may be suitable; • Consideration of alternative modes of transport (e.g. rail or barge transfer) • Where possible, sites closer than 250m from residential, commercial or recreational areas should be avoided; • Access routes should be free from HGV constraints
	Merchant non-inert WTS	75,000		
	Merchant inert WTS	200,000		

Suggested Waste Management Use	Facility Type	Waste LP Site Capacity (tpa)*	No. Direct Jobs Created**	Desirable Site Characteristics
Re-processor	Dry recyclables Re-processor	200,000	±10	<ul style="list-style-type: none"> • Site area typically ±1.5ha; • Located near to source of waste feedstock (i.e. WTS or a MRF); • Good access to the primary road network; • Typically sited in industrial areas, close to existing waste management facilities; • Consideration of alternative modes of transport (e.g. rail or barge transfer); • Access routes should be free from HGV constraints; • Where possible, sites closer than 250m from residential, commercial or recreational areas should be avoided
	Specialist Materials Re-processor	100,000		
Primary Treatment	Materials Recycling Facility (MRF)	100,000	±125	<ul style="list-style-type: none"> • Site area typically ±3ha (size of site is dependent on the level of throughput); • Good access to the primary road network; • Proximity to waste arisings is important to reduce distance of waste transfer; • Buildings need to be tall enough (±12m) to accommodate HGV movements; • Typically sited in industrial areas close to existing waste management facilities; • B2 and B8 use class designations may be suitable; • Consideration of alternative modes of transport (e.g. rail or barge transfer); • Where amenity issues (i.e. noise and litter) can be minimised a facility could be located within 100m of sensitive receptors; • Access routes should be free from HGV constraints





Suggested Waste Management Use	Facility Type	Waste LP Site Capacity (tpa)*	No. Direct Jobs Created**	Desirable Site Characteristics
	Mechanical Biological Treatment (MBT)	150,000	±10	<ul style="list-style-type: none"> • Site area typically ±3ha (size of site is dependent on the level of throughput); • Good access to the primary road network; • Proximity to waste arisings is important to reduce distance of waste transfer; • Buildings need to be tall enough (10-20m) to accommodate HGV movements; • Typically sited in industrial areas and/or contaminated derelict land close to existing waste management facilities; • B2 and B8 use class designations may be suitable; • Consideration of alternative modes of transport (e.g. rail or barge transfer); • Where possible, sites should be located at least 250m from sensitive receptors; • Access routes should be free from HGV constraints
	Anaerobic Digestion (AD)	50,000	±5	<ul style="list-style-type: none"> • Site area typically ±1ha; • Good access to the primary road network; • Proximity to waste arisings is important to reduce distance of waste transfer; • Buildings need to be ±7m tall to accommodate on site HGV movements; • Typically sited in industrial and employment areas, contaminated or derelict land; • Compatible with B1/B2 activities; • Where possible, sites should be located at least 250m from sensitive receptors; • Access routes should be free from HGV constraints

Suggested Waste Management Use	Facility Type	Waste LP Site Capacity (tpa)*	No. Direct Jobs Created**	Desirable Site Characteristics
	In-Vessel Composting (IVC)	50,000	±10	<ul style="list-style-type: none"> • Site area typically ±1ha; • Good access to the primary road network; • Building height typically 4-5m; • Typically sited in industrial and business areas, and/or contaminated derelict land; • Existing waste management facilities should be considered for co-location; • Compatible with B1/B2 activities; • 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; • Access routes should be free from HGV constraints
	Open / enclosed Windrow Composting	25,000	±5	<ul style="list-style-type: none"> • Site area typically ±2.5ha; • Good access to the primary road network; • Typically sited in rural locations away from urban centres (Green Belt and urban fringe sites); • Urban areas and business parks would be unsuitable; • Where possible, sites should be located at least 250m from sensitive receptors to reduce amenity issues (e.g. smells); • Access routes should be free from HGV constraints
	Other specialised pretreatment facilities (e.g. Autoclaving)	150,000	±40	<ul style="list-style-type: none"> • Site area typically ±3ha (size of site is dependent on the level of throughput); • Good access to the primary road network; • Proximity to waste arisings is important to reduce distance of waste transfer;





Suggested Waste Management Use	Facility Type	Waste LP Site Capacity (tpa)*	No. Direct Jobs Created**	Desirable Site Characteristics
				<ul style="list-style-type: none"> Buildings need to be tall enough (10-20m) to accommodate HGV movements; Generally no stack required unless integrated with thermal treatment; Typically sited in industrial areas and/or contaminated derelict land close to existing waste management facilities; B2 and B8 use class designations may be suitable; Consideration of alternative modes of transport (e.g. rail or barge transfer); Where possible, sites should be located at least 250m from sensitive receptors; Access routes should be free from HGV constraints
Thermal Treatment	Municipal EfW facility	475,000	±50	<ul style="list-style-type: none"> Site area ±2-7.5ha (size of the site is generally dependent on the level of waste throughput); Good access to the primary road network; Building height typically 15-30m, stack height 40-80m (dependent on the level of throughput); B2 and B8 use class designations may be suitable; Consideration of alternative modes of transport (e.g. rail or barge transfer) 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 Access routes should be free from HGV constraints
	Non-municipal EfW facility	200,000		
	Merchant EfW facility	50,000		
	Gasification and Pyrolysis	-	±50	<ul style="list-style-type: none"> Site area 2-6ha (size of site is generally dependent on the level of throughput); Building height typically 15-25m, stack height 30-70m (dependent on the level of throughput);

Suggested Waste Management Use	Facility Type	Waste LP Site Capacity (tpa)*	No. Direct Jobs Created**	Desirable Site Characteristics
				<ul style="list-style-type: none"> • B2 and B8 use class designations may be suitable in close proximity to existing waste management facilities; • Consideration of alternative modes of transport (e.g. rail or barge transfer) • 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 • Access routes should be free from HGV constraints
RRP - Resource Recovery Park	Resource Recovery Park (RRP)	-	Potentially >100 (depending of no. & scale of facilities)	<ul style="list-style-type: none"> • Site area typically greater than 4.5ha (dependent on type and scale of waste uses); • Typically sited in industrial areas and/or contaminated derelict land close to existing waste management facilities; • Good access to the primary road network; • B2 and B8 use class designations may be suitable; • Consideration of alternative modes of transport (e.g. rail or barge transfer)

¹Waste LP Site capacity is derived from the Evidence Base section and Revised Needs Assessment (Publication Stage) supporting document

**Number of jobs is dependent on the waste throughput and scale of the facility

¹Enviros Consulting (2004) *Planning for Waste Management Facilities: A Research Study* ODPM

²DEFRA (2004) *New Technologies for Landfill Diversion*

³Enviros Consulting (2008) *Designing Waste Facilities: A Guide to Modern Design in Waste* DEFRA & CABE





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 cullet⁶ 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 LP 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 LPs. However to read both the built facility and inert landfill site profiles in full refer to supporting document "FIN-002 Waste LP Site Profiles" available at: merseysideas-consult.limehouse.co.uk/portal/ See table 8.1 below for the relevant page numbers.

Table 8.1 Site profile page numbers in Waste LP Site Profiles

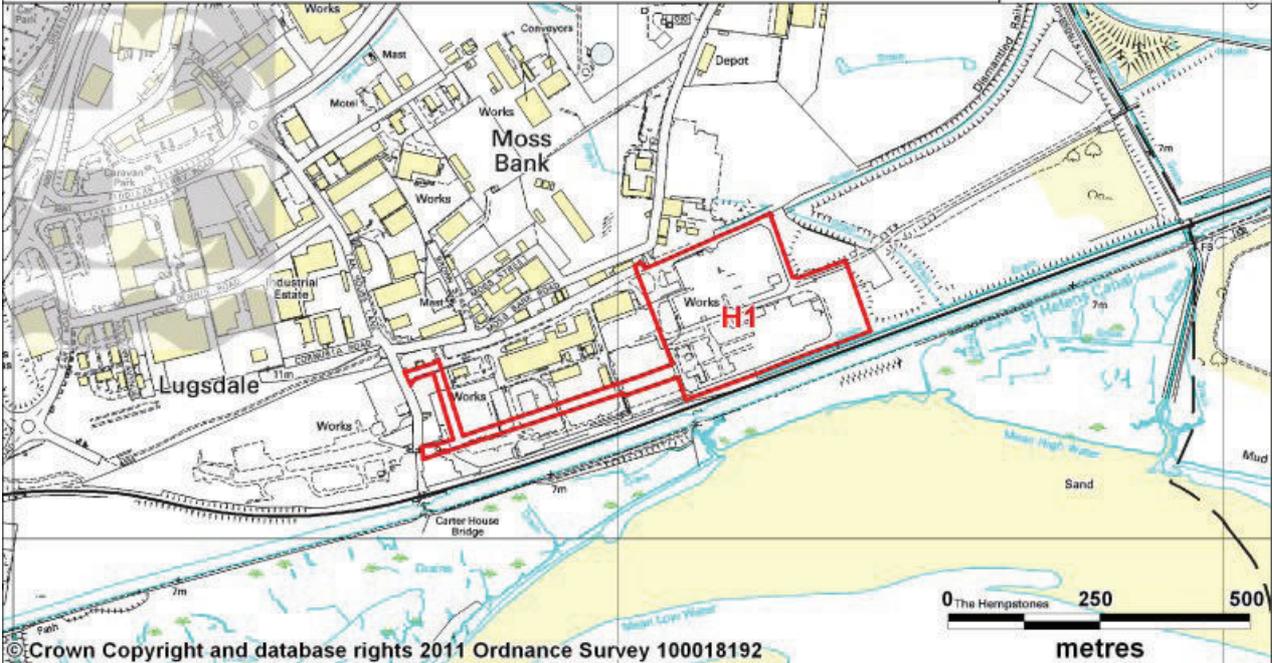
Site ID	Site Name and Address	Page numbers
H1	Site at Widnes Waterfront, Moss Bank Road	5-7
H2*	Eco-cycle Waste Ltd, Johnson's Lane, Widnes	8-10
K1	Butlers Farm, Knowsley Industrial Park	11-13
K2	Image Business Park, Acornfield Road, Knowsley Industrial Park	14-15
K3*	Mainsway Ltd, Ellis Ashton Street, Huyton Business Park	16-18



Site ID	Site Name and Address	Page numbers
K4	Former Pilkington Glass Works, Ellis Ashton Street, Huyton Business Park	19-20
K5	Cronton Claypit, Knowsley	21-23
L1	Land off Stalbridge Road, Garston	24-27
L2	Site off Regent Road / Bankfield Street	38-30
L3*	Waste Treatment Plant, Lower Bank View	31-33
F1*	Alexandra Dock 1, Metal Recycling Facility	34-36
F2*	55 Crowland Street, Southport	37-39
F3	Site North of Farriers Way, Sefton	40-43
F4*	1-2 Acorn Way, Bootle	44-46
S1a*	Former Transco Site, Pocket Nook	47-50
S2	Land North of T.A.C., Abbotsfield Industrial Estate	51-53
S3	Bold Heath Quarry, St.Helens	54-56
W1	Car Parking/Storage Area, former Cammell Laird Shipyard, Campbeltown Rd	57-59
W2*	Bidston MRF / HWRC, Wallasey Bridge Road	60-62
W3*	Former Goods Yard, Adjacent Bidston MRF / HWRC, Wallasey Bridge Road	63-65
*Intensification of use at existing waste management facility		

H1 - Site at Widnes Waterfront, Moss Bank Road

H1 site boundary
 7.8ha

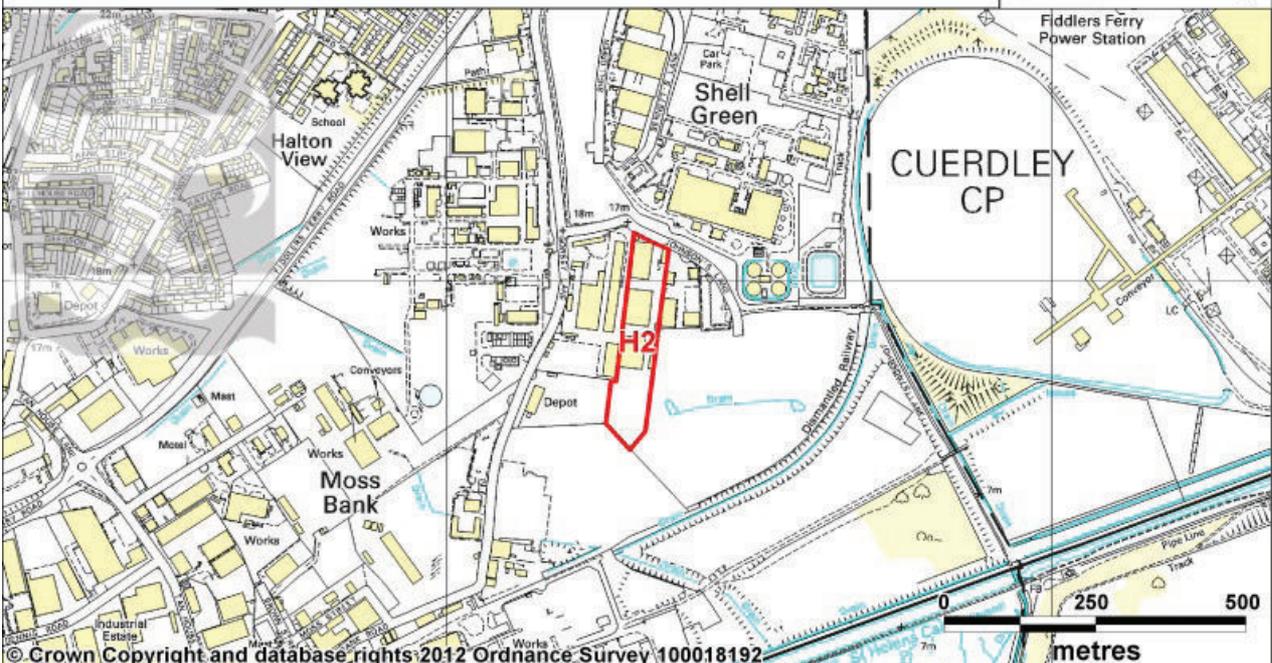


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Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✓

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

H2 site boundary
 2.0ha

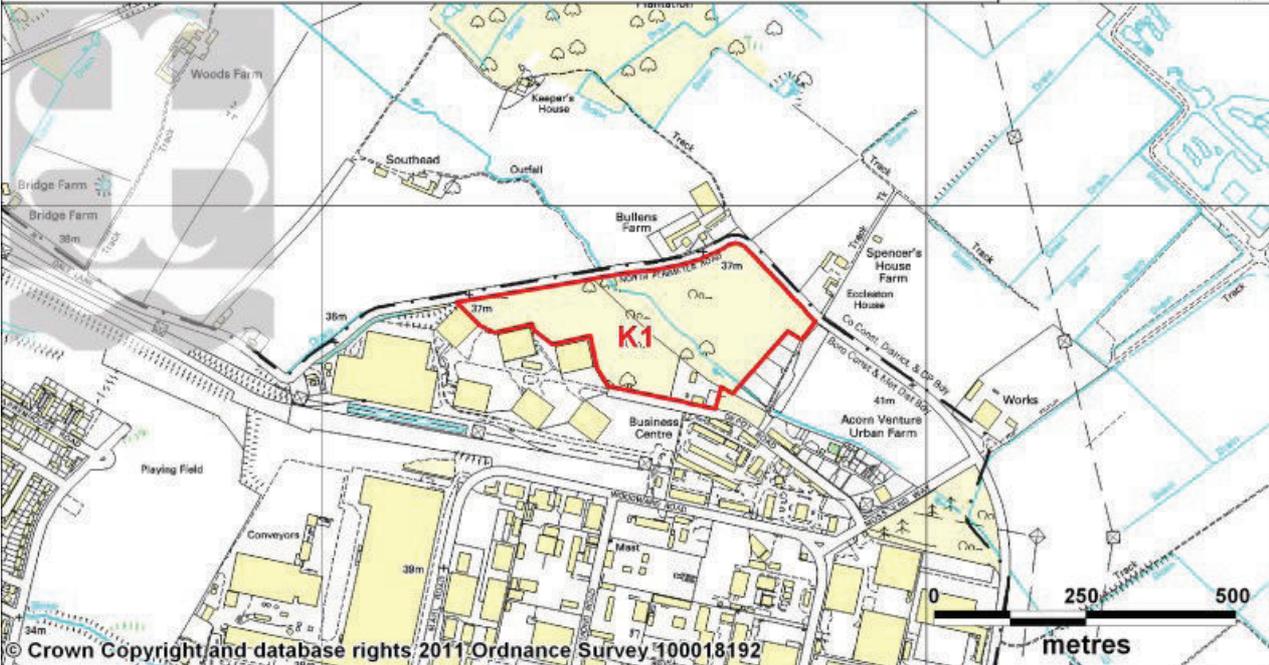


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Suggested Waste Management Use	HWRC	✗	Re-Processor	✗	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

K1 - Butlers Farm, Knowsley Industrial Park

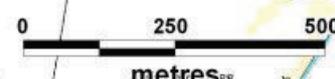
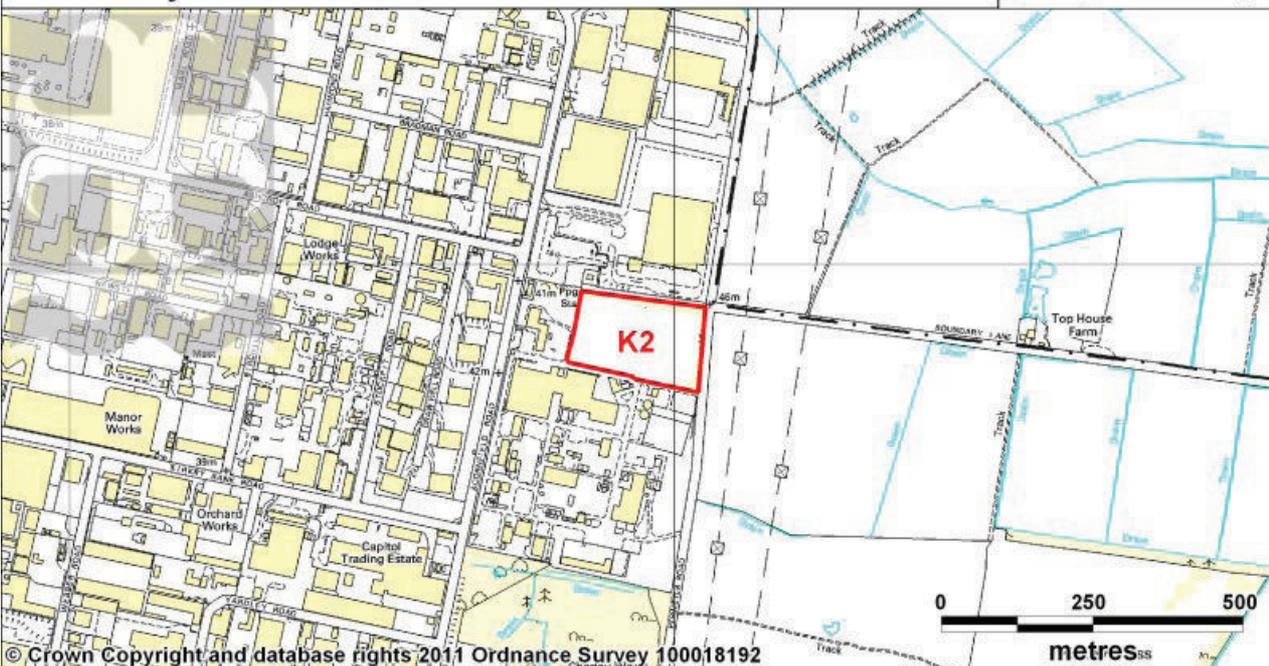
K1 site boundary
 8.0ha



Suggested Waste Management Use	HWRC	<input checked="" type="checkbox"/>	Re-Processor	<input checked="" type="checkbox"/>	Thermal Treatment	<input checked="" type="checkbox"/>
	WTS	<input checked="" type="checkbox"/>	Primary Treatment	<input checked="" type="checkbox"/>	RRP	<input checked="" type="checkbox"/>

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

K2 site boundary
 2.8ha

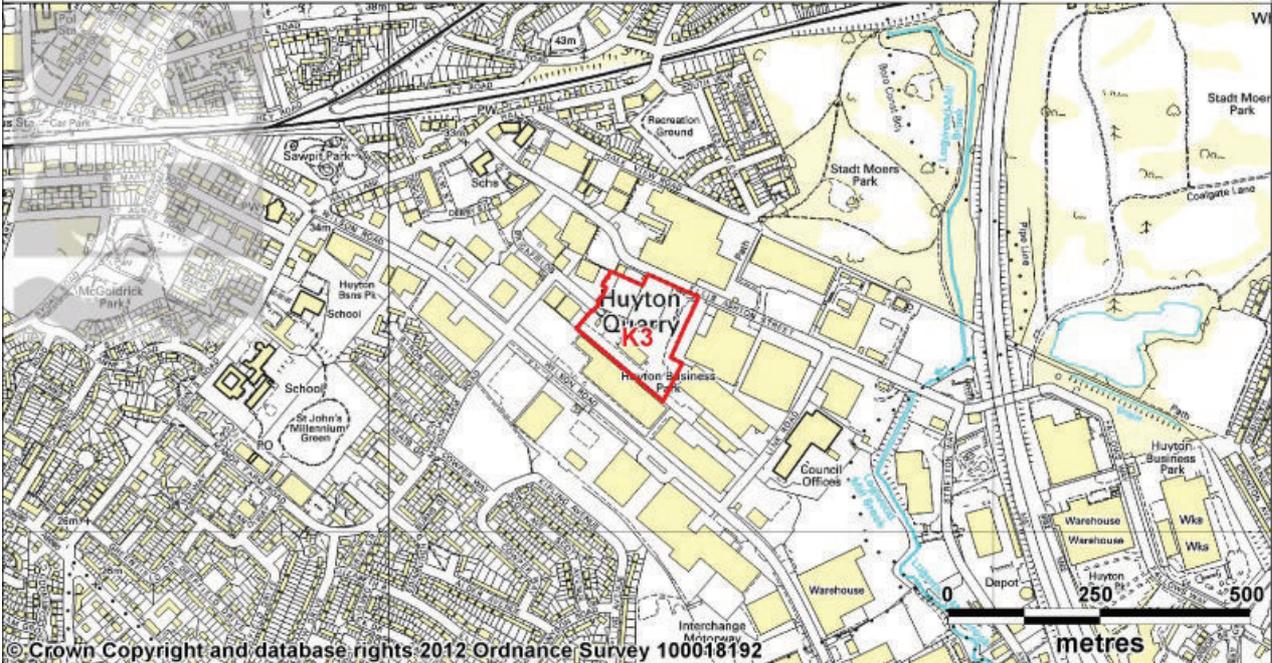


Suggested Waste Management Use	HWRC	<input checked="" type="checkbox"/>	Re-Processor	<input checked="" type="checkbox"/>	Thermal Treatment	<input checked="" type="checkbox"/>
	WTS	<input checked="" type="checkbox"/>	Primary Treatment	<input checked="" type="checkbox"/>	RRP	<input checked="" type="checkbox"/>

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

K3 site boundary

2.3ha

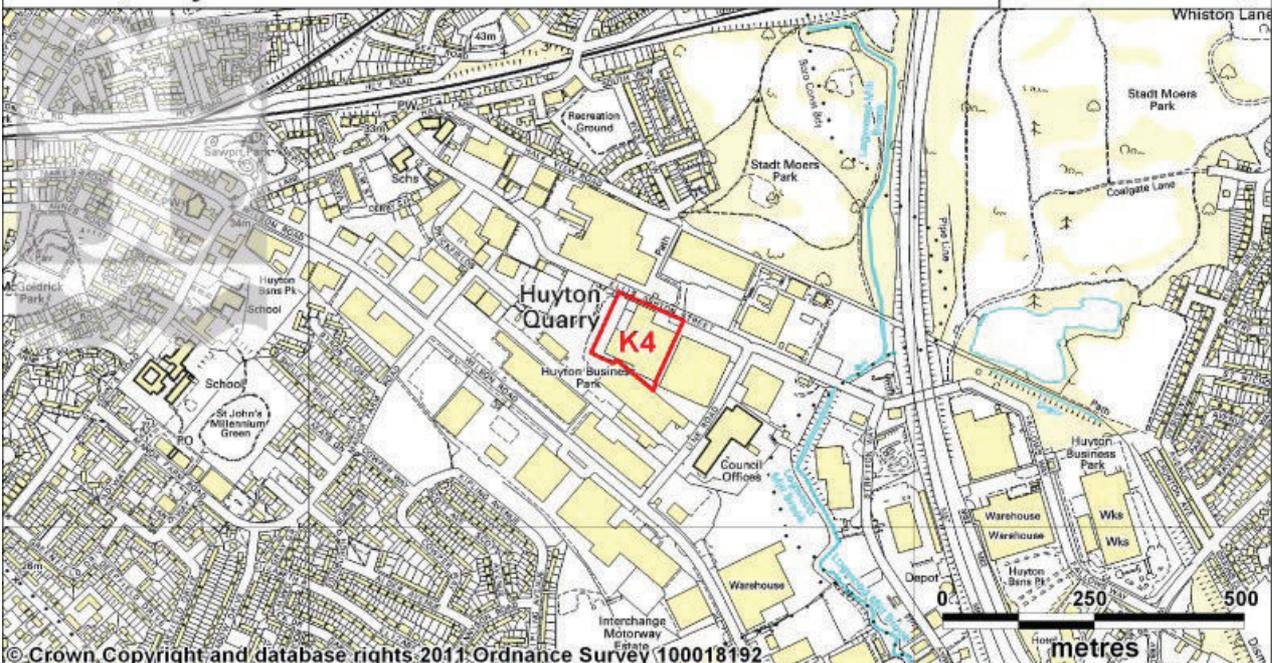


Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

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

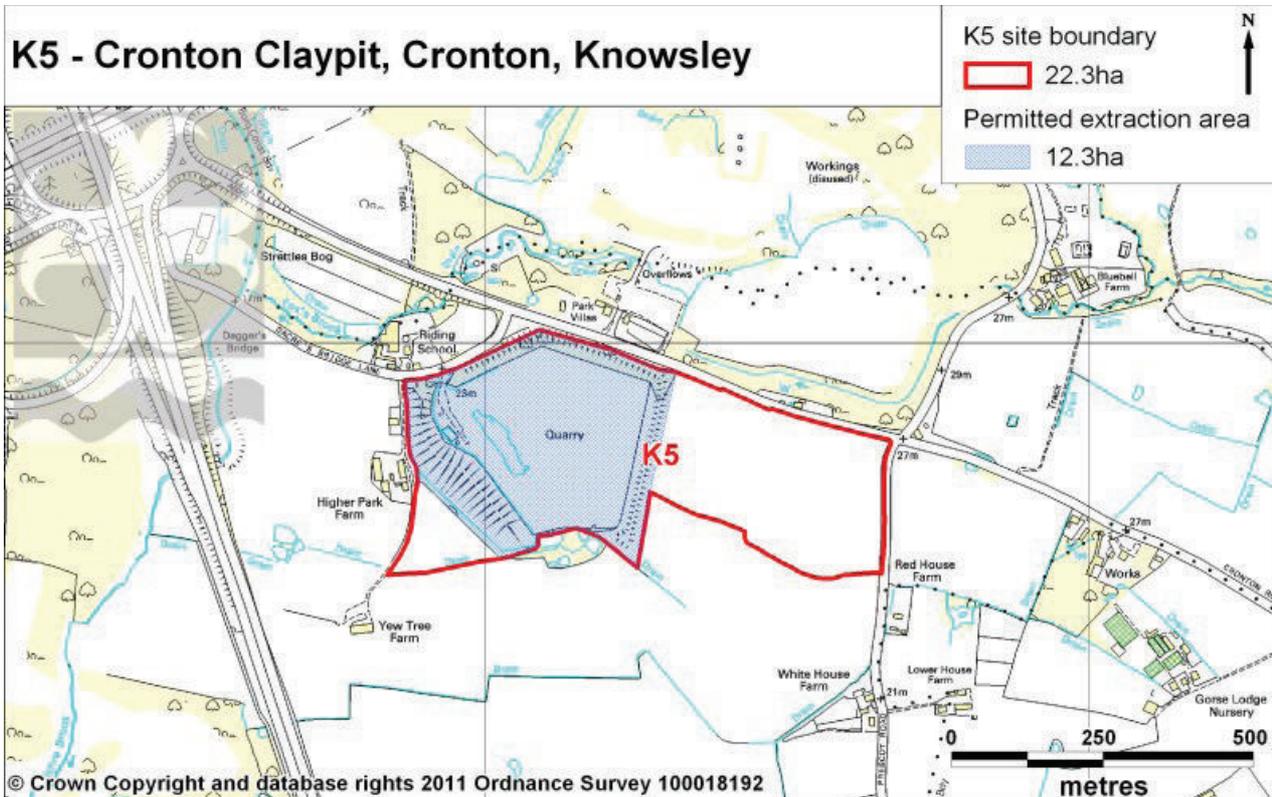
K4 site boundary

1.3ha



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

K5 - Cronton Claypit, Cronton, Knowsley

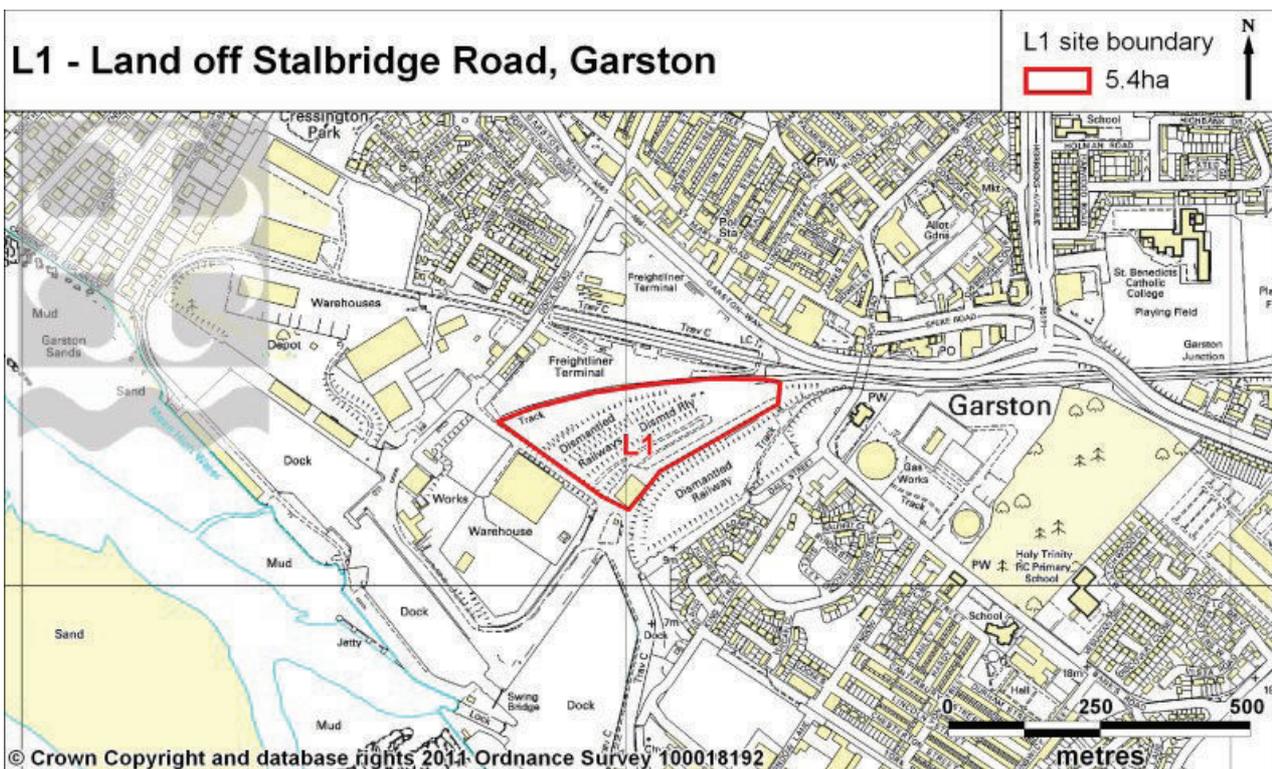


Suggested Waste Management Use

Inert Landfill



L1 - Land off Stalbridge Road, Garston



Suggested Waste Management Use

HWRC



Re-Processor



Thermal Treatment



WTS

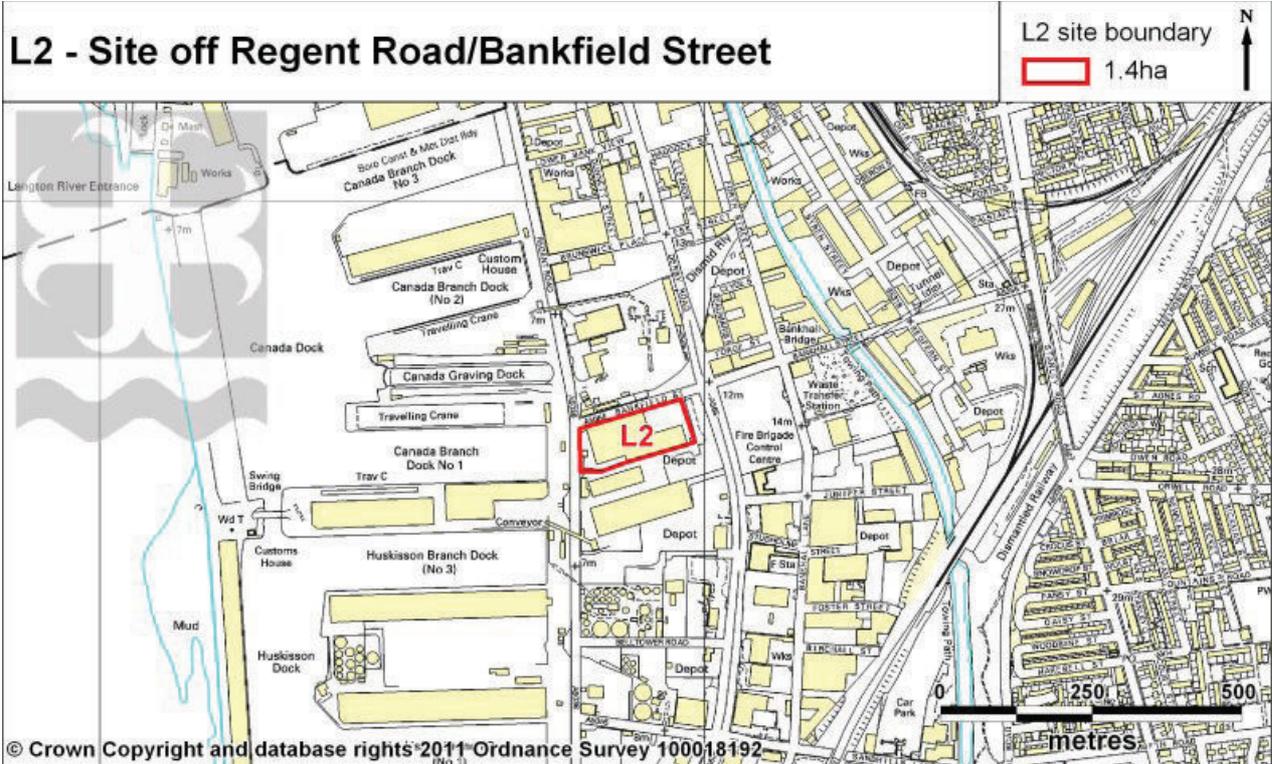


Primary Treatment

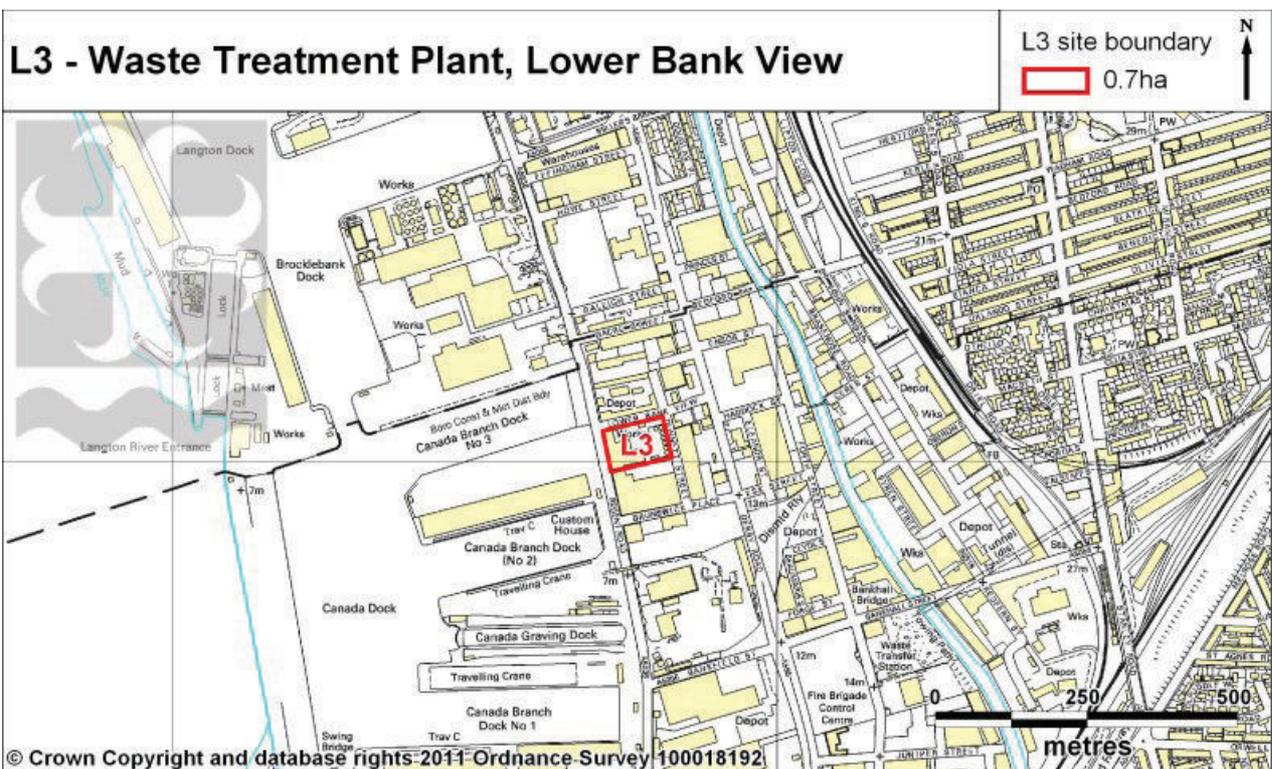


RRP





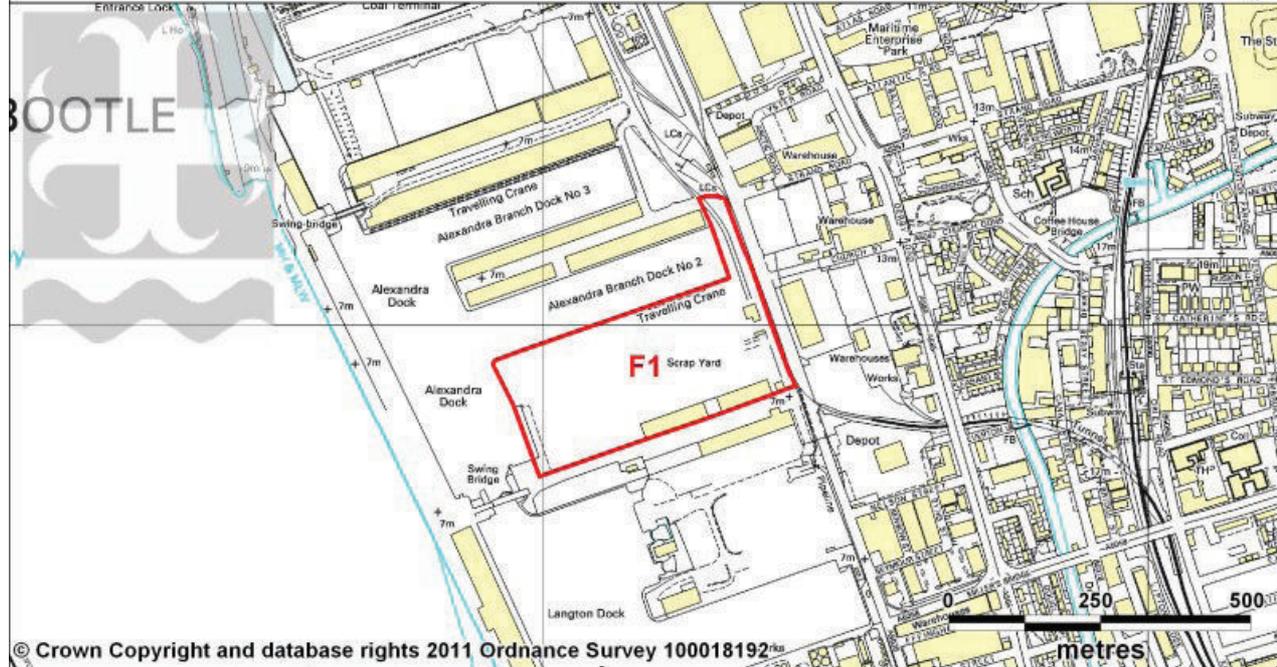
Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗



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

F1 - Alexandra Dock 1, Metal Recycling Facility

F1 site boundary
 9.8ha

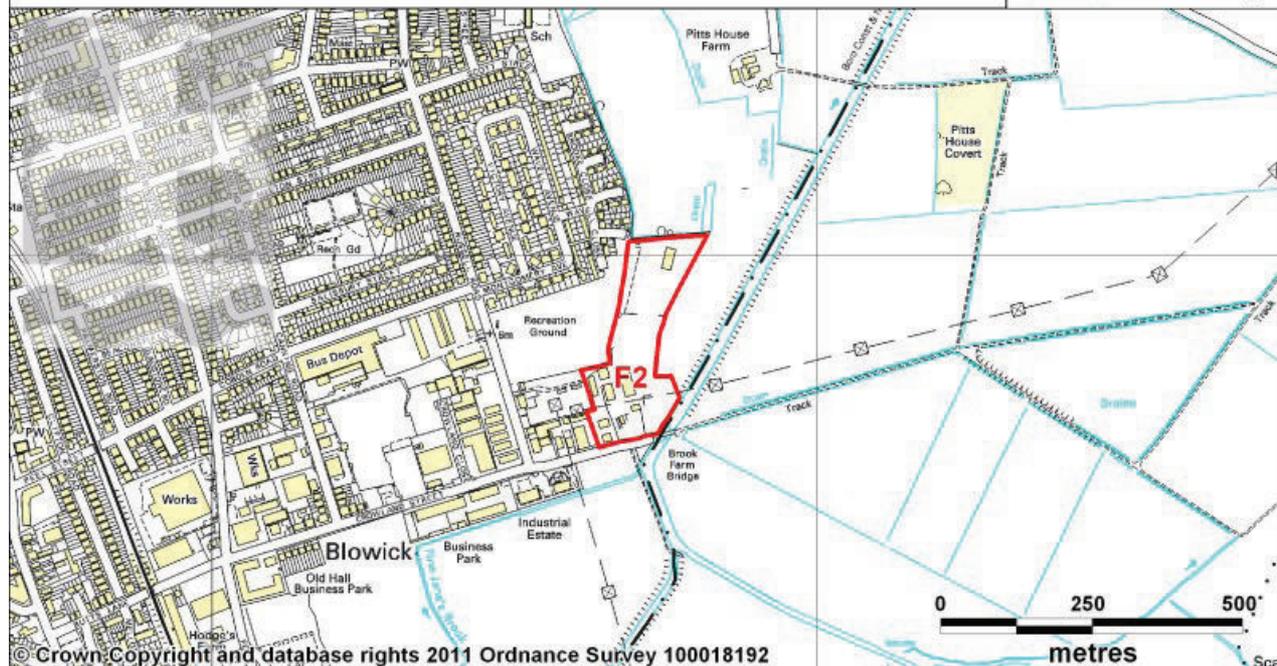


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Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✓
	WTS	✗	Primary Treatment	✓	RRP	✗

F2 - 55 Crowland Street, Southport

F2 site boundary
 3.6ha



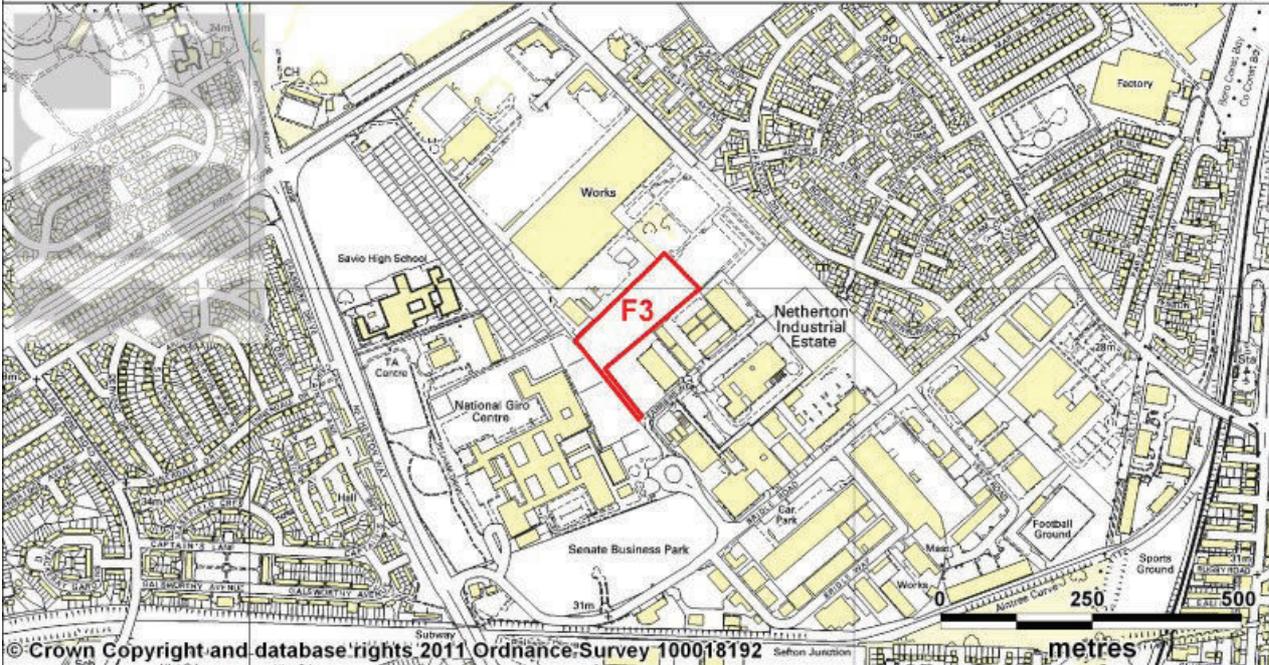
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Suggested Waste Management Use	HWRC	✗	Re-Processor	✓	Thermal Treatment	✗
	WTS	✓	Primary Treatment	✓	RRP	✗

F3 - Site North of Farriers Way, Sefton

F3 site boundary

1.7ha



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metres

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

F4 - 1-2 Acorn Way, Bootle

F4 site boundary

0.8ha

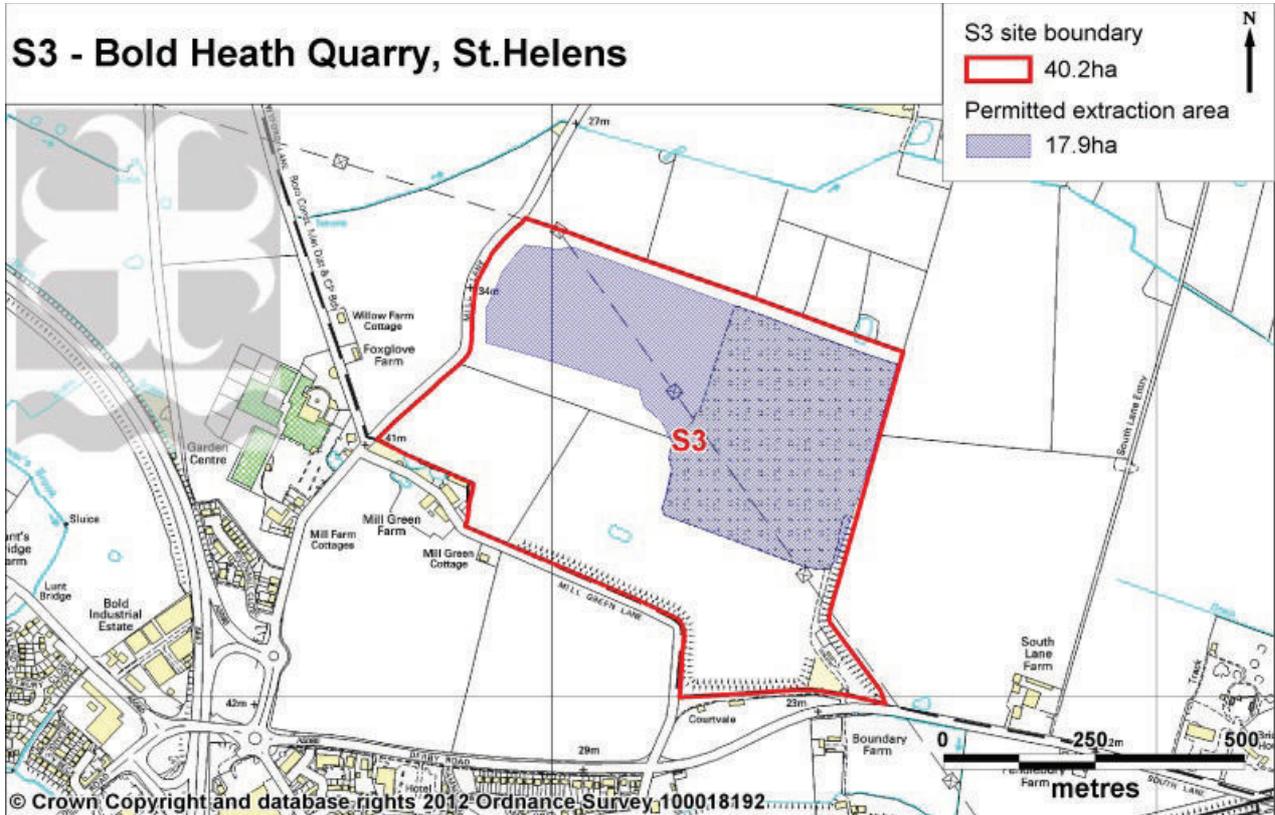


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metres

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

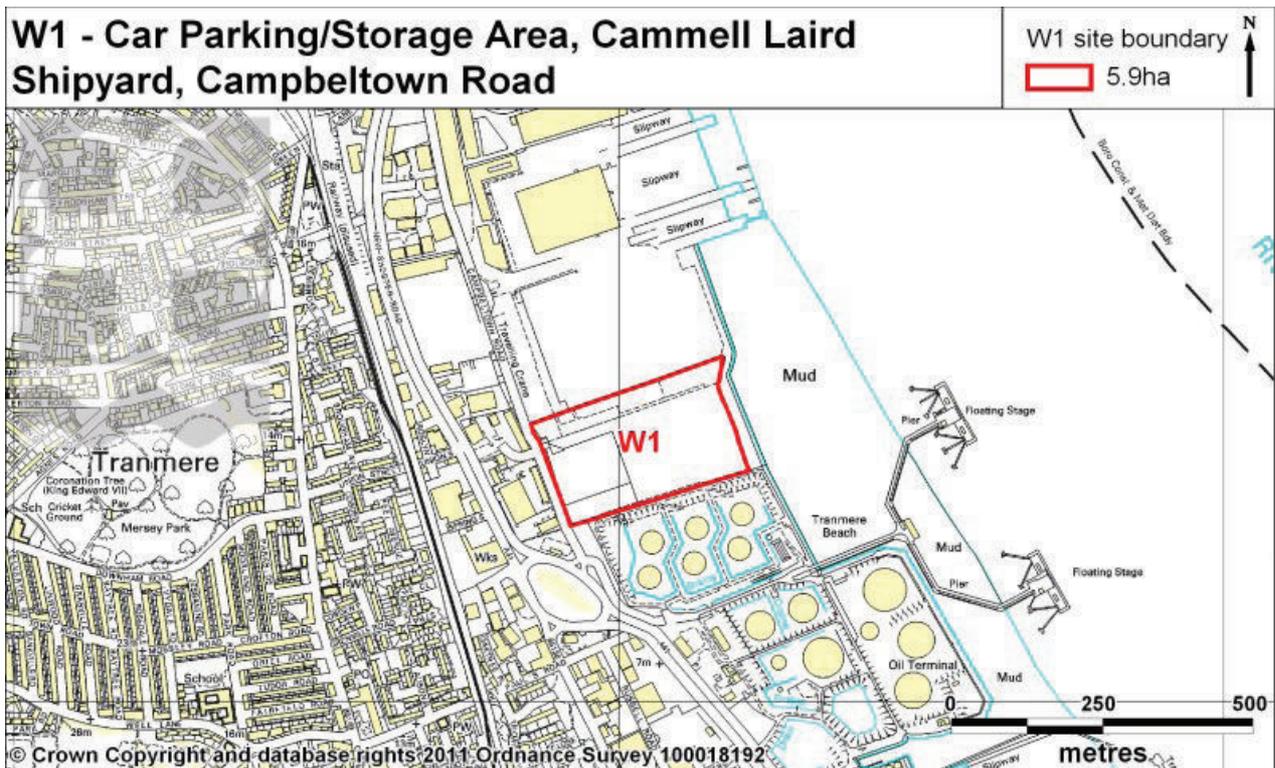
S3 - Bold Heath Quarry, St.Helens



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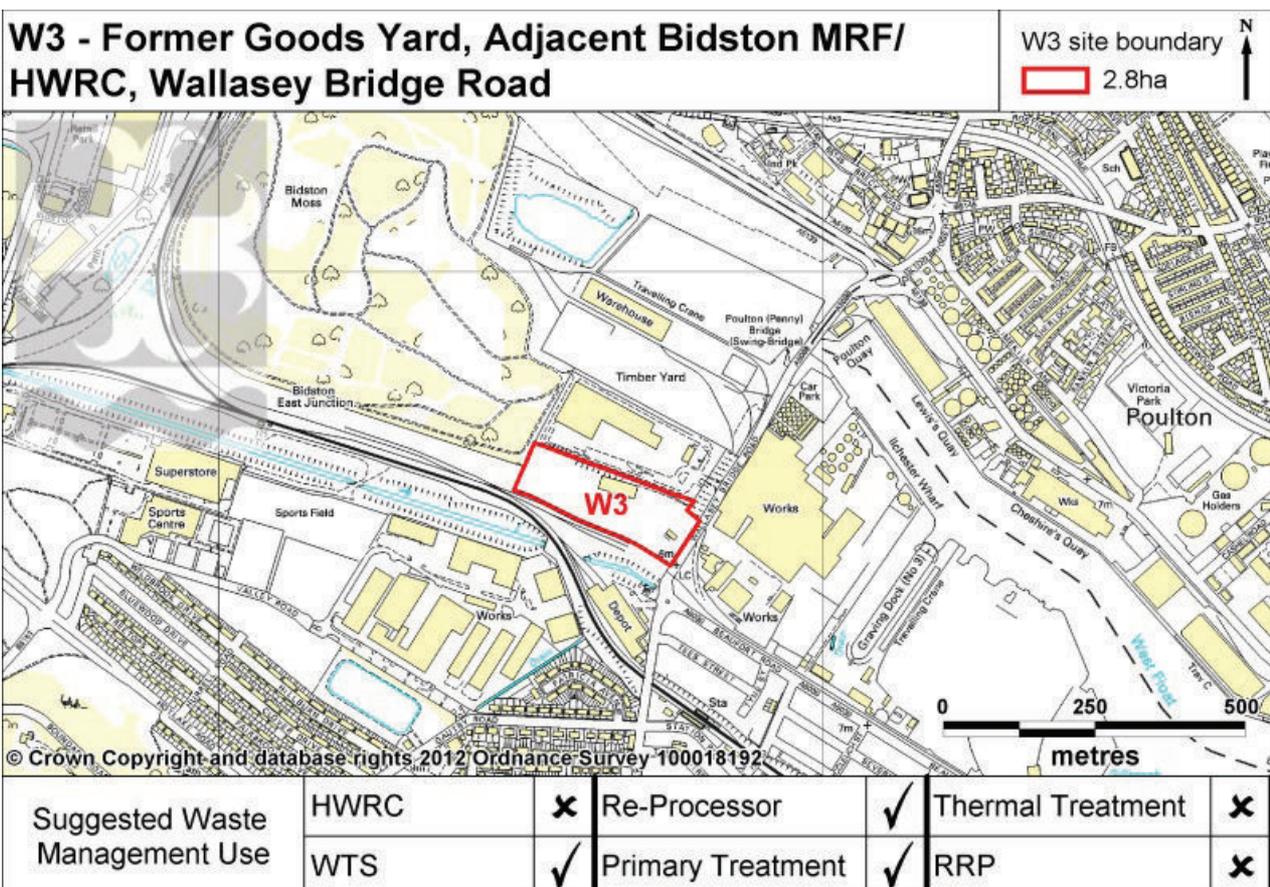
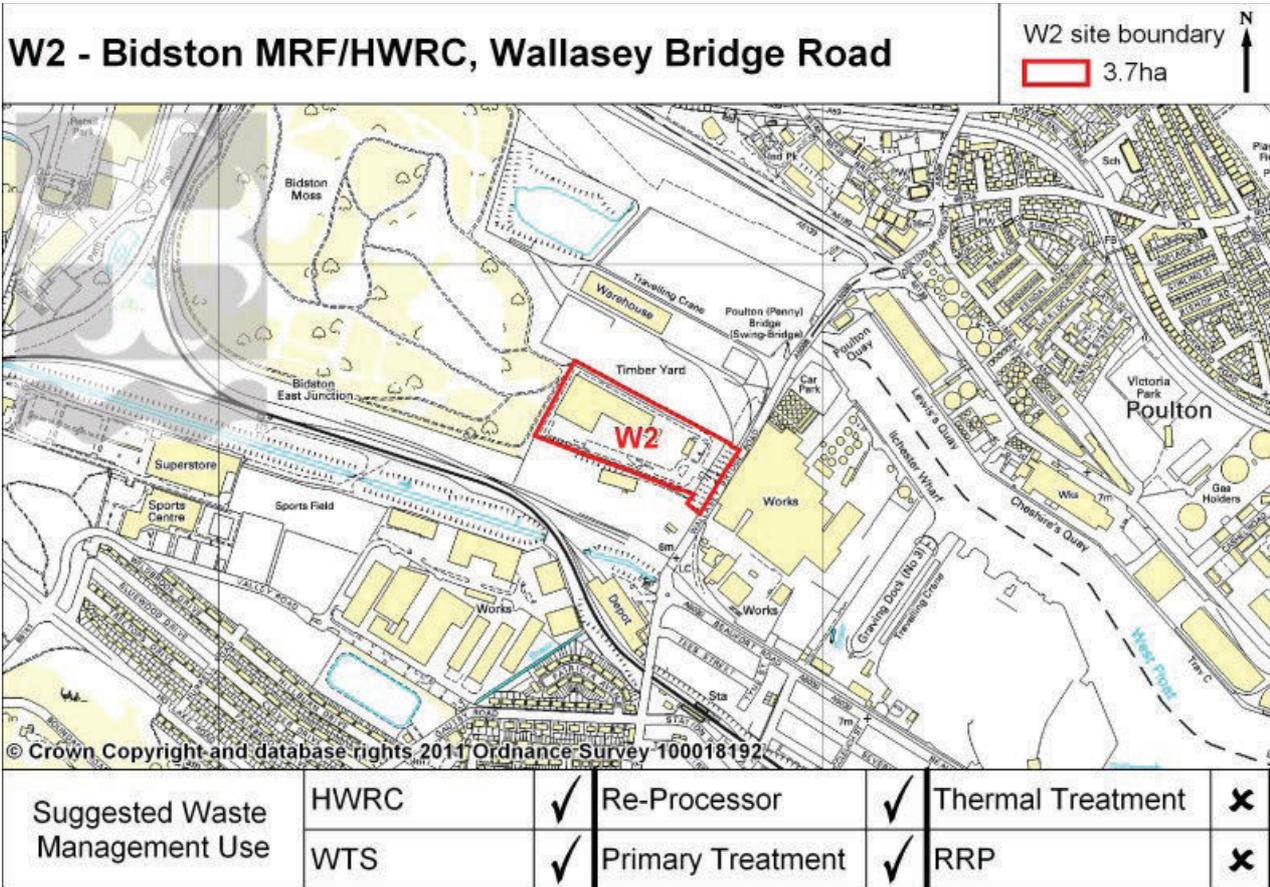
Suggested Waste Management Use	Inert Landfill	✓
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W1 - Car Parking/Storage Area, Cammell Laird Shipyard, Campbeltown Road



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



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