Public Document Pack

Executive Board

Thursday, 3 September 2015 2.00 p.m.
The Boardroom, Municipal Building

Chief Executive

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

PART 1

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, 17 September 2015

Item	Page No
9. SCHEDULE 12A OF THE LOCAL GOVERNMENT ACT 1972 AND THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985 **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 item 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.	
10. COMMUNITY AND SPORT PORTFOLIO	
(A) LEISURE CENTRE OPTIONS PAPER - KEY DECISION	**184 - 190**
11. RESOURCES PORTFOLIO	
(A) SIGNAGE AT THE HIVE, WIDNES WATERFRONT	**191 - 206**

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.

Agenda Item 3a

REPORT TO: Executive Board

DATE: 3 September 2015

REPORTING OFFICER: Strategic Director – Children & Economy

PORTFOLIO: Leader's

SUBJECT: European Programme 2014-2020

WARD(S) Borough-wide

1.0 **PURPOSE OF THE REPORT**

1.1 To provide an update on the European Structural and Investment Funds (ESIF) Programme 2014 to 2020 for Halton and LEP developments in relation to this.

2.0 **RECOMMENDATION: That Executive Board**

1) note the content of the report; and

2) agree to the next steps as outlined in the report.

3.0 **SUPPORTING INFORMATION**

3.1 The ESIF Programme 2014-2020 was last reported to Executive Board on 12th December 2013 EXB 121.

3.2 Structure / Management of Programme

- The LCR ESIF Committee meetings continue to take place, with Cllr Cargill representing the Combined Authority.
- The LCR ESIF Committee will report direct to the Growth Programme Board, which is the Programme Monitoring Committee (PMC) for both the ERDF and the ESF Operational Programmes in England. The ESIF Committee for LCR is still yet to be formally established. This is due to take place when the Operational Programme is adopted by the European Commission (EC).
- One of the roles of the ESIF Committee will be to assess applications for Strategic fit.
- The Managing Authorities, DCLG for ERDF and DWP for ESF, will provide a summary of the applications to the ESIF Committee, who will then have 5 days to provide oral feedback to the Managing Authorities on strategic fit. Local areas will not be able to provide any written advice, only oral advice. This is

significantly less input, time and information than had been originally envisaged and committed to by Government.

- The ESIF Committee will invite relevant board members from a number of LCR strategic Boards to attend the meeting, along with relevant officers to provide a technical input and perspective: this is due to the expected nature and volume of the bids being received. In order to support this, the City Region has identified a number of officers who can properly assess the strategic fit of applications and who are not conflicted by submitting applications for funding.
- This advice will be limited to 'how an application meets local growth needs and fits with the ESIF Strategy'. It must be remembered that the ESIF Strategy has been developed based on the Strategic Growth Plan and a number of LCR wide Strategies, including the Innovation Plan, the Low Carbon Plan, the SuperPort Plan, the emerging Enterprise Strategy, the Annual employment and Skills Statement and associated Skills for Growth Agreements.
- The timetable to provide meaningful input to government, and thereby influence the decision making process, will be extremely short. In the absence of any formal guidance from government it will be a challenge for both the LCR and individual Local Authorities to input into the process in a meaningful way.

3.3 Open Calls

Open calls for both ESF and ERDF were published on the gov.uk website for activities that LCR LEP would like to see in the new programme and for projects that had time critical match funding. Government took the decision to publish these calls even though the European Commission has yet to formally approve the ERDF and ESF Programme. This is expected late June.

As a result, several elements of the calls were missing:

- Exact guidance on outputs and results expected (the ESIF targets must now be seen as advisory only).
- The final business process, including guidance on the role of the ESIF committees in assessment of strategic fit.

All applications in response to an Open Call for either ESF or ERDF will go through the same assessment procedure, which includes an eligibility check (eligibility expenditure, eligible applicant, etc.) followed by a Gateway Assessment (based on the outline application) and a Full Assessment (if a full application is requested).

Applications for the five Open Calls had different closing dates and will be assessed by either CLG or DWP:

Open Call	Deadline	Managing Authority
Low Carbon	20 May	CLG
SME/Competitiveness	29 May	CLG
Research and Innovation	27 May	CLG
Access to Employment	22 May	DWP
TA	27 April	CLG/DWP

3.4 Halton

Government has made it clear that small, geographically focused, bids will not be considered. Rather government is seeking a small number of large bids which encompass a functional economy, typically based around City Regions. Government has also imposed a minimum bid threshold of £500k ERDF and £100k ESF.

Partners across the LCR have, therefore, been working together to form consortia of shared interest to create bids of an appropriate scale.

Portfolio leads have, therefore, been working closely with other Liverpool City Region leads to develop combined City wide projects that fit with each individual area's priorities. These projects all have continuation activity that the LEP would like in the new programme and time critical match funding to be spent. Halton did not submit an application for Research and Innovation due to these restrictions, but are preparing for the next round where these restrictions will be lifted.

Low Carbon; The Council's Principal Executive Officer has been liaising with colleagues across the LCR to develop a city wide Retrofit project that is building on the success of REECH. This new initiative will bring together an innovative multi agency approach to increase the energy efficiency of homes, SME's premises and public infrastructure throughout the LCR, through the implementation of innovative low carbon technologies. This will be complemented by a programme of detailed performance monitoring, awareness raising and behavioural change activity.

In addition to the required deliverables:

- No. Households with improved energy consumption
- Green House Gases (GHG) reductions
- No. of enterprises receiving support

Lessons will be learnt, good practice captured and disseminated, ensuring that the implementation and management of future retrofit

schemes is fit for the future.
The total amount of funding that has been requested is approximately £4m of European Regional Development Funding of which £400k of funding will be spent in Halton up to December 2018.

A total amount of £18k in match is required to secure the delivery of the project in Halton.

Other LCR Low Carbon projects that HBC will be a strategic partner in are the University of Liverpool (UoL) and Liverpool John Moores University (LJMU) collaboration for a Low Carbon Eco Innovatory Hub. HBC will support the project through the Business Improvement and Growth Team to introduce new employers, hold events in the borough to promote the project and make referrals. The project will support businesses across LCR in developing and testing new Low Carbon products and ideas.

Also It has been recommended by LCR LEP that a specific 'task and finish' advisory group is established to provide the specialist strategic guidance required to support the ESIF Committee, through development of an investment framework for the blue green ERDF portfolio. The Council's Principal Executive Officer is now a member of this group and will advise the ESIF Committee on strategic fit.

SME/Competitiveness; The Team Leader – Business Improvement & Growth has been with colleagues across the LCR to develop a potential European Project that will provide eligible SME's across the Liverpool City Region, who would not typically engage with providers of business support, with the capacity and support they need to grow and prosper.

The project will be a bridge between start-up and more bespoke, intensive or specialist support typically provided by the private sector.

The project will provide participating SME's with the following:-

- An intensive Business Diagnostic
- A Strategic Business Plan
- A dedicated Growth Adviser
- Informed brokerage into specialist/commercial business support
- More intensive support, where appropriate, focusing upon the management of people, processes and resources

The total amount of funding that has been requested is approximately £3m of European Regional Development Funding, of which £265k of funding will be spent in Halton up to December 2018.

A total amount of £265k in match is required to secure the delivery of the project in Halton.

Another LCR Project that HBC will support is a Consortium set up by the Women's Organisation to provide Business Start Up advice in the borough.

Access to Employment; The Divisional Manager for Employment, Learning and Skills supported City Region colleagues in producing a joint ESF bid for the 'Ways to Work' Programme that will be a local intelligence-driven, comprehensive and integrated programme for young people & adults, designed to improve personal resilience & progress to sustainable employment. Incorporating our existing successful Youth Employment Gateway (YEG), workless and inactive people, including those furthest from the labour market will access a suite of individually tailored products which will add value to mainstream provision, respond to employer needs & yield better outcomes. High quality Information, Advice & Guidance, transitional employment (ILMs), & skills development are essential components of the offer, anchored by needs-led assessment, conducted by experienced mentors in this flexible support system.

The Youth Employment Initiative Funds will support Young people from the age of 16 to 24 years old. This may increase to 29 years old depending on negotiations between Government and the European Commission. This element of the project will run until July 2018. The remaining ESF element of the project will run to December 2018.

The total amount of funding that has been requested is approximately £28m of European Social Fund and Youth Employment Initiative, of which £1.7m on funding will be spent in Halton.

A total amount of £1.5m in match is required to secure the delivery of the project in Halton.

Technical Assistance; Halton's Funding Development Officer and Operational Director for Economy, Enterprise and Property submitted a paper to the LCR LEP that outlined what Halton would like from Technical Assistance. Our proposal for TA funded activity would fall under two ESIF Pipeline development activities. Given the tight timescales given by the managing authority the LEP did not have time to go through an open and transparent process to align all proposals to LCR priorities and delivering the ESIF to capture all partner contributions and roles. For the outline bid that was submitted the LEP indicated an indicative pot of £1.8m ERDF/ESF over three years

for ESIF Pipeline development activity.

3.5 Following on from submission of the outline bid, the LEP will work with partners through an Expression of Interest process to develop a coordinated activity plan which will look to capture partner delivery and activity. This will have to be done through a clear and transparent process and we will ensure that Halton participate in this process fully.

Next Steps

HBC Colleagues will work with Partners to develop stage 2 Full applications if invited by Managing Authorities.

The next round of Open calls, where match funding is required, are due to be published between July and September this year. They will focus on:

- Promotion of Access and Development
- Development and delivery of responsive higher level skills

Other Calls will be published by Opt-Ins where no match funding is required: SFA, DWP and Big Lottery Fund (BLF)

SFA

- Skills for Growth support - £6.628m;
- Small grants for community and voluntary sector organisations - £1.250m;
- Additional training for young people (using Youth Employment Initiative) - £6.500m; and
- Additional information, advice and guidance - £365k

The timescales for procurement are unclear but it is expected to commence in either July or September 2015, with resulting activity starting delivery in spring 2016.

DWP

- £2.060m was allocated to this Opt-in service to procure **flexible, personalised employment support** for residents who have multiple disadvantages and are some way from being able to work.

The timescales for the procurement are currently unclear but it is expected that this will commence in either July or September 2015, with resulting activity starting delivery in Spring 2016

BLF

- £2.500m of ESF is allocated to this opt in service and will be cash matched for the following activities:-
- Financial inclusion - £2.5m; and
- Digital inclusion - £1.67m.
- The timescales for the procurement are currently unclear

but it is expected that this **will commence in October 2015, with resulting activity starting delive**ry in Summer 2016

HBC Officers are in preparation for the next round of calls, creating collaborations with other partner organisations, attending a number of pipeline development events organised by LCR LEP, Big Lottery and Network for Europe.

4.0 POLICY IMPLICATIONS

4.1 This is in line with the Council's Corporate Priorities and with the requirement to lever as much external funding as possible into the borough to support the communities of Halton.

4.2 The Operational Director for Economy, Enterprise and Property is taking the lead on the day to day management of the programme and is supported by the External Funding Team who are/will offer a borough-wide service helping with application writing, funding claims and the ongoing monitoring.

Whilst Halton has an allocation it is imperative that all Halton's applications are realistic and robust and meet the eligibility criteria and that they are underpinned by a comprehensive monitoring system. It is therefore, anticipated that additional support will be required from the Council's Internal Audit and Accountancy Divisions.

5.0 OTHER/FINANCIAL IMPLICATIONS

5.1 The following table details the level of match funding that has been identified in order to support the delivery of the European Programme in Halton.

Theme	LCR	Halton Element	Halton Match
Low Carbon	£4,000,000.00	£400,000.00	£18,000.00
SME Competiveness	£3,000,000.00	£265,000.00	£265,000.00
Access to Employment	£28,000,000.00	£1,700,000.00	£1,500,000.00
Technical Assistance ✖	£1,800,000.00	£0.00	£0.00
Total	£36,800,000.00	£2,365,000.00	£1,783,000.00

✖ Individual Technical Assistance projects will be developed following initial feedback from government and prior to the submission of a LCR Full Application.

Projects are due to start between October 2015 and January 2018; their completion dates are between July 2018 and December 2018 depending on the type of EU funding.

Some of the match funding identified above will be funding for eligible staff time. 'Contributions in Kind' are ineligible as match funding for the 2014-2020 Programme, except for the donation of land and buildings.

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

6.1 Children & Young People in Halton

There is a significant opportunity for the EU programme to benefit all of the Council's priorities. Specific projects will be developed to support Children and Young People, targeting the resources where they are most needed.

6.2 Employment, Learning & Skills in Halton

Overall the EU programme will assist in providing job opportunities for local people and will go some way in addressing the level of unemployment in Halton. The projects being developed will support the local economy, local businesses and the local community which in turn will skill up Halton's workforce and create more jobs locally.
The relevant key challenges which LCR wishes to use EU funding to help address are:

- Economic competitiveness: £8.2bn output gap
- Business base: deficit of 18,500 businesses
- Economic activity: deficit of 35,000 economically active working age individuals
- Employment: deficit of 46,200 people in employment
- Skills base: deficit of 82,000 individuals holding NVQ4 qualifications, 32,600 more individuals with no qualifications

Job creation: need for 90,000 additional jobs

6.3 A Healthy Halton

The EU programme will promote healthier communities through jobs opportunities, the development of green transport and housing initiatives.

6.4 A Safer Halton

The EU programme will complement the initiatives of the Mersey Gateway Regeneration Strategy and the good work of the Police and Community Safety and through its projects look to reduce the fear of crime.

6.5 Halton's Urban Renewal

The EU programme will act as a catalyst to attract developers and new businesses to the area by creating an attractive, well-accessed and serviced area, which provides a safe and attractive environment for employees and visitors.

7.0 RISK ANALYSIS

7.1 There is a risk that the Council will not be in a position to access the EU grant funding if it cannot source the match funding required which is a minimum of £16.9m. If the Council were to place an over reliance on external match, Halton could potentially lose out.

8.0 EQUALITY AND DIVERSITY ISSUES

8.1 It is anticipated that reference to Equality and Diversity principles will be a prerequisite for any funding available. In fact, the theme 'Inclusive Economy' focuses on supporting disadvantaged either to enter into the work place or remain in the work place.

European Regulations governing use of the ESIF require that all activities supported using ESIF must be committed to following the framework of Public Sector Equality Duty.
Halton must ensure that activities have due regard to equality and are able to promote the three elements of that Duty: eliminate unlawful discrimination, advance equality of opportunity and foster good relations. The equality duty covers the following nine groups with protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

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

9.1	**Document**	**Place of Inspection**	**Contact Officer**
	LCR ESIF Strategy	5th Floor Municipal Building, Kingsway	Louise Vaudrey, Funding Development Officer for EU Funding

APPENDIX 1

ACRONYM Buster

Acronym	Represents
BIS	Department for Business, Innovation & Skills
CCT	Cross Cutting Theme
CLG	Department of Communities & Local Government (also DCLG) (Managing Authority for ERDF)
DWP	Department of Work and Pensions (Managing Authority for ESF & Opt-In Org)
EC	European Commission
EIB	European Investment Bank
EIF	European Investment Fund
EOI	Expression of Interest
ERDF	European Regional Development Fund
ESF	European Social Fund
ESIF	European Structural and Investment Fund
ESIF Committee	Local EU Sub-Committee
EU DG	Local EU Delivery Group
GA	Growth Accelerator (BIS product)
GDT	Growth Delivery Team (DCLG Local team)
GPB	Growth Programme Board (once England programme has been approved it will be named Programme Monitoring Committee (PMC)
GPF	Growing Places Fund
GVA	Gross Value Added
HCA	Homes & Communities Agency
IAS	Internal Audit Service (CLG, Article 16)
IP	Investment Priority
ITT	Invitation to Tender
JEREMIE	Joint European Resources for Micro to Medium-sized Enterprises (Financial Instrument)
JESSICA	Joint European Support for Sustainable Investment in Inner City Areas (Financial Instrument)
LA	Local Authority
LEP	Local Enterprise Partnership
MAS	Manufacturing Advisory Service (BIS Product)
NEET	Not in Education, Employment or Training
NWF	North West Fund
OJEU	Official Journal of the European Union
OP	Operational Programme
Open Call	Open commissioning that any partner can apply for but must provide match funding element
Opt-In Org	Opt-in's will be provided by a national body to deliver part of the ESIF and allows partners to deliver ESF whilst accessing national match funding

Acronym	Represents
PA	Priority Axis
PAV	Progress And Verification visit
PEV	Project Engagement Visit
RGF	Regional Growth Fund
RONW	Rest of the North West
SFB	Super-Fast Broadband
SME	Small to Medium-sized Enterprise
SUD	Sustainable Urban Development
TA	Technical Assistance
TO	Thematic Objective
TOR	Terms of Reference
TSB	Technology Strategy Board
UKTI	UK Trade and Investment (BIS Product)
VCLF	Venture Capital Loan Fund
VCSE	Voluntary, community and social enterprise sector
YEI	Youth Employment Initiative

REPORT TO: Executive Board

DATE: 3 September 2015

REPORTING OFFICER: Director of Public Health

PORTFOLIO: Health and Wellbeing

SUBJECT: The Procurement of a Specialist Community Substance Misuse Service for Halton (Adults).

WARD(S) All

1.0 PURPOSE OF THE REPORT

1.1 To seek approval to commence the procurement of a Specialist Community Substance Misuse Service for Halton.

Approval is sought to proceed with a tender exercise to procure a Specialist Community Substance Misuse Service for Halton (Adults) with a contract commencement date of 1st April 2016 for the duration of 5 years.

2.0 RECOMMENDATION: That Executive Board approve the proposal to tender for a Specialist Community Substance Misuse Service for Halton.

3.0 SUPPORTING INFORMATION

3.1 Halton Borough Council is responsible for commissioning services to support local people with substance (drugs and alcohol) misuse problems. The overall aim of this service is to improve health and social care outcomes, reduce the harm from addiction to legal and illicit substances and reduce health inequalities for local people.

The provision of an effective specialist community substance misuse service contributes towards the aim of the Safer Halton Partnership to ensure Halton is a pleasant, safe and secure place to live and work with attractive, safe surroundings, good quality local amenities and the ability of people to enjoy life where they live. The service also contributes towards the aim of the Halton Health and Wellbeing Board by promoting the health and wellbeing of all service users and their families and reducing alcohol-related harm locally.

3.2 The Safer Halton Partnership Drug Strategy (2013 – 2017) and the Halton Alcohol Strategy (2014 – 2019), have been developed by all local partners to support Halton to meet these key objectives and priorities to educate and inform local people and to prevent and tackle substance (drug and alcohol) misuse within the borough which has a detrimental impact on individuals, families and the

communities of Halton.

3.3 Halton has higher levels of alcohol and drug related harm compared to England. This is not surprising as there is a significant relationship between drug and alcohol-related harm and deprivation.

Certain vulnerable groups are also more likely to have problems with drug and alcohol misuse including military veterans, homeless people and offenders.

Reported drug use has decreased nationally and this trend has been reflected within local surveys conducted in Halton.

Related to alcohol more adults in Halton say they drink alcohol than across Merseyside or England. While the Halton estimates for increasing risk and higher risk drinking are similar to England, the North West and the rest of Merseyside at 11% and 4% respectively. Hospital admissions for alcohol also remain higher than the regional and local averages.

3.4 Due to the value of the contract Executive Board approval is sought to approve the proposal to tender for a Specialist Community Substance Misuse Service for Halton.

The new service will build upon and improve health and social care outcomes, and reduce the harm from addiction to legal and illicit substances for local people and their families.

4.0 CURRENT POSITION

4.1 Some headline facts and figures related to substance misuse services in Halton (Source: NTDMS):

- In 2014/15 there were just over 500 new treatment journeys within service and over 1000 people in contact with the services over the course of the year (new and existing service users)

- In 2014/15 of new service users presenting for treatment and support 43% sought treatment due to alcohol, 15% for alcohol and a non-opiate substance (e.g. cannabis, cocaine, amphetamines etc.), 23% for a non-opiate substance (cannabis, cocaine, amphetamines etc.) and 19% for opiate (e.g. heroin) misuse.

- The balance of males and females in treatment has remained constant for a number of years in Halton. For 2014/15, 30% were female and 70% male. This is very similar to the national and North West picture.

- Over the past 3 years the vast majority of people receiving treatment are aged between 20 and 59 years

- In 2014/15 just under half of adults entering treatment had a child/ children.
- In 2013 12.4% of opiate users (e.g. heroin) in Halton successfully completed treatment and did not relapse within 6 months, higher than the England percentage of 7.8%.

- In 2013 53.5% of non-opiate drug users in Halton successfully completed treatment and did not relapse within 6 months, higher than the England percentage of 37.7%.

4.2 The Specialist Community Substance Misuse Service for Adults (18+) is currently delivered by Crime Reduction Initiatives (CRI). CRI have held the Halton substance misuse contracts since February 2011 and March 2015 respectively, the latter following a Direct Contract Award in compliance with EU Procurement legislation in December 2014.

4.3 The Substance Misuse contract is due to end on the 31st March 2016 and there is no option to extend the current contract.

The current annual contract value is £1,569,954. Over the last two years, commissioners have worked with the existing service provider to identify efficiencies in operational delivery costs whilst maintaining a high quality service that has produced a significant increase in performance. Over the period 2014 - 2016 efficiencies of approximately £155,000 have already been realised.

The tender exercise to procure a Specialist Community Substance Misuse Service for Halton will enable further efficiencies on this contract to be realised.

5.0 SPECIALIST COMMUNITY SUBSTANCE MISUSE SERVICES

5.1 The Council as commissioners of the service seek the delivery of a high quality service that is both effective in improving outcomes through the use of evidence based interventions delivered by skilled practitioners, and safeguards local people from harm.

5.2 The Provider will be asked to optimise opportunities arising from closer partnership and integrated working across neighbourhood, wellbeing, leisure, lifestyle, cultural and community services, with a view to streamlining and improving access to improvement services.

In addition there will be close working with the Halton Health Improvement Team to engage service users and their families with health improvement services to improve health outcomes.

5.3 Tender submissions will be evaluated using MEAT (Most Economic Advantageous Tender) principles. The contract will be awarded for a 5 year period.

An integral element of the procurement process will be a proportionate approach to Social Value and all prospective tenderers will be evaluated against the Halton Social Value Procurement Framework.

5.4 The proposed new service will not contain any significant changes to the current delivery of specialist community based substance misuse services within Halton.
In parallel with the procurement exercise, engagement will continue with partner organisations and service users and their families to inform them of the process and also to ensure that they can continue to inform and influence the development of local services.

6.0 BUSINESS CASE

6.1 Value for Money

The contract for the new service will be awarded on the basis of quality and price, thus ensuring value for money. It is anticipated that applications to deliver this service will enable efficiency savings to be made which will represent a reduction on current expenditure.

6.2 Transparency

Contracts will be recorded in the Council's Contracts Register accessible via the internet together with the publication of all spend in excess of £500.

6.3 Propriety and Security

Compliance with anti-corruption practices will be adhered to and any of the contracts within the subject of this report will be terminated if there is any occurrence of corruption by any organisation or their staff.

6.4 Accountability

The contracts will be performance managed and service standards monitored by commissioners and the contracts team.

6.5 Position of the Contract under the Public Contracts Regulations 2015

This contract will be a Schedule 3 service and are subject to a "light touch" commissioning regime under the Public Contracts Regulations 2015.

7.0 POLICY IMPLICATIONS

7.1 The method of procurement complies with the Council's procurement policy and Procurement Standing Orders, and will utilise The Chest e-procurement portal.

8.0 FINANCIAL IMPLICATIONS

8.1 As outlined in the report (s4.3) the provision of Specialist Community Substance Misuse Service for Halton represents a significant proportion of the total Public Health budget.

9.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

9.1 **Children and Young People in Halton**
The service contributes to the delivery of the objectives of the Halton Children's Plan.

9.2 **Employment, Learning and Skills in Halton**
The service contributes to supporting local residents affected by substance misuse to regain control of their lives and access opportunities to improve their employment, learning and skills in a recovery focused environment.

9.3 **A Healthy Halton**
Specialist Community Substance Misuse Service are important in promoting the health and wellbeing of all service users and their families and reducing inequalities through targeted intervention for vulnerable and disadvantaged individuals. The service contributes to the delivery of the objectives of the Health and Wellbeing Board.

9.4 **A Safer Halton**
The service contributes to a Safer Halton by supporting local people in reducing risk taking behaviour, such as alcohol, drugs, etc. Community services also play an important role in reducing crime and anti-social behaviour

9.5 **Halton's Urban Renewal**
N/A.

10.0 RISK ANALYSIS

10.1 The Tender process will be fully compliant with the Public Contract Regulations, 2015 thus avoiding the risk of any potential legal challenges.

Risk will be a particular consideration in the tender evaluation process.

Robust service monitoring should provide early warning of any performance issues.

11.0 EQUALITY AND DIVERSITY ISSUES

11.1 All contractors will be required to demonstrate that they embrace and comply with the Equality Act, and services will be monitored to

ensure this is the case.

12.0 **REASON(S) FOR DECISION**

To ensure business continuity and maintain support and care for service users accessing community based substance misuse services.

13.0 **ALTERNATIVE OPTIONS CONSIDERED AND REJECTED**

To issue a Direct Award for a limited period to the current provider, this does not provide a stable environment for the service area. Impacting on performance and service delivery to service users.

14.0 **IMPLEMENTATION DATE**

The procurement process will commence from September 2015 with a contract commencement date of 1st April 2016.

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

None under the meaning of the Act.

REPORT TO: Executive Board

DATE: 3 September 2015

REPORTING OFFICER: Director of Public Health

PORTFOLIO: Environmental Services

SUBJECT: Report on Air Quality in Halton 2015

WARDS: Borough Wide

1.0 PURPOSE OF THE REPORT

1.1 The report presents an overview of air quality in Halton. It presents a summary of national and local air quality monitoring, progress against national and European Air Quality legislation and provides a response to a petition for Air Monitors received by Halton Borough Council in March 2015.

2.0 RECOMMENDATION: That

1) the report be noted; and

2) Executive Board agree the recommendations within the report.

3.0 SUPPORTING INFORMATION

3.1 The report was presented at the Environment and Urban Renewal Policy and Performance Board on 24th June 2015. The contents of the report were noted and the PPB endorsed the recommendations and are now seeking Executive Board approval.

3.2 Overview

3.2.1 Halton Borough Council monitors air quality within the borough and complies with all Air Quality Objectives with the exception of Nitrogen Dioxide (for which the Council have declared 2 Air Quality Management Areas in two Widnes town centre locations where Nitrogen Dioxide, NO_2, objectives exceed air quality directive standards as a result of road traffic)

3.2.2 Air quality in Halton has improved significantly in recent decades. The proportion of deaths attributable to air pollution is similar to the national average, and considerably lower than many other areas of the country.

3.2.3 The Council are committed to improving air quality in Halton and will continue to do so through the development of a strategy and action plan.

3.2 Background

3.2.1 Halton Borough Council received a petition entitled "Request for the Council to Monitor the Air Quality for PM2.5 and other toxins" on 6th March 2015 with 5632 signatories.

3.2.2 The petition stated:

"Halton is a highly polluted area and our local authority have allowed a massive waste incinerator to be built. We have had a number of leaks already at the plant.

We want to protect the health of our children from these highly toxic contaminants, this can only be done by Monitoring the Air Quality for PM 2.5 and other toxins.

Our council to date has refused even though we are in an area that the British Government is being sued by the European Courts for failing comply with the European Directive on Air Quality"

3.2.3 This report provides a response to this petition and identifies the facts around air quality and air quality monitoring in Halton within the national and international frameworks and identifies recommendations going forward.

3.2.4 The report looks at:

- Air Quality legislation
- National and local trends in air quality
- Monitoring results within Halton
- Health in Halton

3.3 Summary and conclusions of the report

3.3.1 Air quality in Halton is assessed and monitored regularly in order to comply with UK and EU Air Quality legislation and protect health. Air Quality objectives have been achieved in Halton for all currently legislated pollutants with the exceptions of Nitrogen Dioxide.

3.3.2 Halton has declared two Air Quality Management Areas, both of them in Widnes, where levels of NO_2 exceed the objective levels on more occasions than is permissible as part of the objective standards. The levels of NO_2 are higher in these two areas as a result of traffic activity through Town Centre roads. As a result of the declaration of Air Quality Management Areas, these areas are subject to additional measures and Halton Borough Council is working hard to ensure that the levels of NO_2 in these areas fall to within permitted levels as soon as possible. These activities include traffic flow alterations, alternative signage and promotion of active, none vehicular transport etc.

3.3.3 National and European Air Quality Objectives are determined at levels to protect health. As Halton meets all these criteria (except in

designated AQMAs), the air quality cannot be considered to be at levels poor enough to affect health.

3.3.4 Halton experiences poorer levels of health than many other areas in the country. This however can be explained in the most part by lifestyle factors and the higher rates of less healthy lifestyles activities undertaken within Halton. The Council and local partners are continuing to address the factors which impact greatly on health including encouraging people to stop smoking, improving access to, and awareness of, healthy diets, access to weight management programmes, appropriate alcohol use, improvements in local amenities and encouraging more active lifestyles. The Council have a set of key Health and Wellbeing Priorities to improve the health of the population, and is actively engaged in improving life chances and making it easier for everyone to make healthier lifestyle choices by ensuring we work across all agencies to improve education, enhance employment opportunities, and provide healthy safe and thriving homes and communities.

3.3.5 Over 4,600 people who live in Halton have signed a petition believing that the Council does not monitor air quality and that air quality in Halton is poor enough to affect health despite evidence being available that both of these assertions are incorrect.

3.4 Key recommendations made in the report

3.4.1 In order to address the issues raised in this report and ensure that air quality in Halton remains good and ultimately to improve health and wellbeing in Halton, the Council has identified a number of recommendations for future action:

i. Undertake a series of public engagement events to build a greater understanding of the concerns local people have regarding air quality in Halton and identify opportunities to build improved transparent relationships to ensure a clear way forward in all concerns.

ii. Develop an active multi agency Air Quality Forum (including lay representation) to enable issues and concerns can be raised and discussed in an open, engaged forum and facilitate agreement on actions and outcomes.

iii. Investigate further opportunities to limit emissions and reduce NO_2 in areas of potential high traffic activity around built up areas and achieve compliance with NO_2 Air Quality Objectives.

iv. Develop a full Air Quality Strategy, based on available local and national data and evidence to ensure that Halton is able to sustain recent improvements in Air Quality across the borough and proactively seek to remove the declaration of Air Quality Management Areas within the borough.

4.0 POLICY IMPLICATIONS

4.1 The council is required to assess Air Quality under UK Air Quality Directives.

4.2 The Council will develop an Air Quality Strategy if recommendations in this report are agreed.

5.0 FINANCIAL IMPLICATIONS

5.1 There may be financial implications in undertaking the recommendations of these reports but these are not predicted to be significant.

5.2 The issue of air quality and monitoring is one of public interest.

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

6.1 Children and Young People in Halton

None

6.2 Employment, Learning and Skills in Halton

None

6.3 A Healthy Halton

Ensuring the health and wellbeing of the population is key priority. Protecting the health of Halton's population is a statutory responsible for Public Health and the Council.

6.4 A Safer Halton

None

6.5 Halton's Urban Renewal

Protecting the health of Halton's population is a statutory responsible for Public Health and the Council. Ensuring good air quality is a key factor in assuring and protecting health.

7.0 RISK ANALYSIS

None considered.

8.0 EQUALITY AND DIVERSITY ISSUES

None considered.

9.0 REASON(S) FOR DECISION

9.1 The decision is required to facilitate any further potential improvements in air quality within the Borough and foster more open relationships and discussions with the public and all agencies involved in the air quality agenda.

10.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

None.

11.0 IMPLEMENTATION DATE

Recommendations made will be implemented immediately following Executive Board decision.

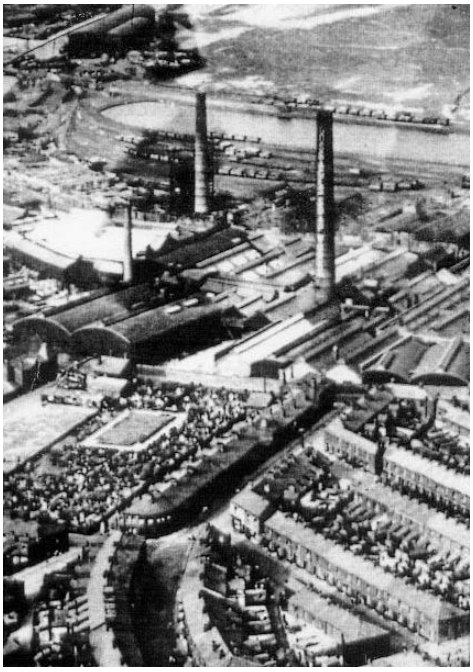
12.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972

None under the meaning of the Act.

Report on Air Quality

in Halton

2015



Author

Sarah Johnson Griffiths,

Consultant in Public Health, Department of Public Health and Environmental Protection, Halton Borough Council

Sarah.johnson-griffiths@halton.gov.uk

Contributors

Dr Alex Stewart – Consultant in Communicable Disease Control, Public Health England North West

Wendy Salisbury, Isobel mason, Emma Booth – Environmental Protection, Halton Borough Council

Katherine Woodcock, James Watson, Jennifer Oultrum - Public Health Evidence and Intelligence Team, Halton Borough Council

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Introduction

Halton Borough Council received a petition entitled "Request for the Council to Monitor the Air Quality for $PM_{2.5}$ and other toxins" on 6th March 2015 with 5632 signatories.

The petition stated:

"Halton is a highly polluted area and our local authority have allowed a massive waste incinerator to be built. We have had a number of leaks already at the plant.

We want to protect the health of our children from these highly toxic contaminants, this can only be done by Monitoring the Air Quality for PM 2.5 and other toxins.

Our council to date has refused even though we are in an area that the British Government is being sued by the European Courts for failing comply with the European Directive on Air Quality"

This report represents a response to this petition and identifies the facts around air quality and air quality monitoring in Halton within the national and international frameworks and identifies recommendations going forward.

The report will look at:

- Air Quality legislation
- National and local trends in air quality
- Monitoring results within Halton
- Health in Halton

Background

There has been a perception from some members of the community for a number of years that Air Quality in Halton is poor and that this affects the health and wellbeing of people who live and work in Halton.

Poor air quality and pollutants in air can affect health and ensuring that the air we breathe is clean and does not cause harm to health is of local, national and international concern. There are a range of International, European and National Standards for air quality and requirements for monitoring of air quality to ensure compliance against these standards.

What is air pollution?

Air pollution is defined as a mixture of gases and particles that have been emitted into the atmosphere by man-made processes. Air pollution is a local, regional and international problem caused by the emission of pollutants, which either directly or through chemical reactions in the atmosphere lead to negative impacts on human health and ecosystems. There are many sources of air pollution, including power stations, traffic, household heating, agriculture and industrial processes.

Health and air pollution

Generally if you are in a good state of health, moderate air pollution levels are unlikely to have any lasting effects.. People with existing lung or heart disease are generally more susceptible to the effects of air pollution and are likely to see effects at lower concentrations. However, higher levels or long term exposure to air pollution can lead to more serious symptoms and conditions, mainly

affecting the respiratory and inflammatory systems, but also more serious conditions such as heart disease and cancer.

Specifically, chronic exposure to Particulate Matter (PM) contributes to the risk of developing cardiovascular diseases and lung cancer[1]. Health effects of PM are caused after their inhalation and penetration into the lungs. The smaller the particles, the deeper they penetrate into the lungs. PM's mortality effects are therefore strongly associated with the smaller $PM_{2.5}$ fraction, even though the coarser 2.5-10µm fraction known as PM_{10} also has clear health and mortality impacts.

The Committee on the Medical Effects of Air Pollution (COMEAP) produced a report on the mortality effects of long term air pollution in 2010[2]. The report estimated the number of deaths that may occur as a result of air pollution and concluded that based on 2008 levels of air pollution, 29,000 deaths in the UK per year may be attributed to air pollution equating to just over 5% of all deaths. A recent Public Health England report estimated that long term exposure to anthropogenic (man-made) fine particulate ($PM_{2.5}$) air pollution may contribute to 5.6% of deaths across England.[3]

Additional studies suggest that air pollution is estimated to reduce life expectancy of people in the UK by 6 months on average, which may cost the UK around £16 billion per year.

The National picture

DEFRA (Department for Environment, Food and Rural Affairs) are the responsible government body for ensuring the UK national and local obligations around air quality are met, a programme of air quality science and research to help develop and implement policies to improve air quality and to help assess the risks to people's health and to the environment, the concentrations of key pollutants are measured via a national network of monitoring sites, the Automatic Urban and Rural Network (AURN), which continuously captures ambient concentrations of selected pollutants throughout the UK.

Legislative frameworks

In the UK, actions taken to improve air quality are driven by the objectives set out in the 2007 Air Quality Strategy[4] and by EU standards for air quality which are set into English law through the Air Quality Standards Regulations (England) 2010[5] which transpose in to English Law the requirements of EU Directives on ambient air quality.

Other national policy directives include:

- Part IV of the Environment Act 1995 setting provisions for protecting air quality in the UK and for local air quality management[6].
- Air Quality (England) Regulations 2000 setting national objectives for local authorities in England[7].

[1] http://www.eea.europa.eu/publications/air-quality-in-europe-2013
[2] Committee on the Medical Effects of Air Pollution (COMEAP) 2010. Effects of Long-Term Exposure to Particulate Air Pollution in the United Kingdom. https://www.gov.uk/government/publications/comeap-mortality-effects-of-long-term-exposure-to-particulate-air-pollution-in-the-uk
[3] Public Health England (PHE) 2015. Estimating Local Mortality Burdens Associated with Particulate Air Pollution.
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/332854/PHE_CRCE_010.pdf
[4] https://www.gov.uk/government/publications/the-air-quality-strategy-for-england-scotland-wales-and-northern-ireland-volume-1
[5] http://www.legislation.gov.uk/uksi/2010/1001/contents/made
[6] http://www.legislation.gov.uk/ukpga/1995/25/part/IV

- The National Emission Ceilings Regulations 2002[8] transpose into UK legislation the requirements of the EU Emissions Directives.

The European Union Directives include:

- the Ambient Air Quality Directive (2008/50/EC)[9] and Directive 2004/107/EC,[10] which set limits for concentrations of pollutants in outdoor air
- the EU National Emissions Ceilings Directive (2001/81/EC)[11], which sets limits on total annual emissions of important air pollutants for all member states to help reduce 'trans-boundary air pollution' (pollution that is generated in one country but has an effect in others)

Air Quality Objectives

The air quality objectives applicable to Local Air Quality Management (LAQM) **in England** are set out in the Air Quality (England) Regulations 2000 (SI 928), The Air Quality (England) (Amendment) Regulations 2002 (SI 3043), and are shown in Figure 1. This table shows the objectives in units of micrograms per cubic metre ($\mu g/m^3$) or milligrams per cubic metre, (mg/m^3) for carbon monoxide with the maximum number of permitted times, where applicable, this can be exceeded in each year (exceedences).

Figure **1 Air Quality Objectives included in Regulations for the purpose of LAQM in England**

Pollutant	Air Quality Objective		Date to be achieved by
	Concentration	Measured as	
Benzene	16.25 $\mu g/m^3$	Running annual mean	31.12.2003
	5.00 $\mu g/m^3$	Running annual mean	31.12.2010
1,3-Butadiene	2.25 $\mu g/m^3$	Running annual mean	31.12.2003
Carbon monoxide	10.0 mg/m^3	Running 8-hour mean	31.12.2003
Lead	0.5 $\mu g/m^3$	Annual mean	31.12.2004
	0.25 $\mu g/m^3$	Annual mean	31.12.2008
Nitrogen dioxide	200 $\mu g/m^3$ not to be exceeded more than 18 times a year	1-hour mean	31.12.2005
	40 $\mu g/m^3$	Annual mean	31.12.2005
Particles (PM_{10}) (gravimetric)	50 $\mu g/m^3$, not to be exceeded more than 35 times a year	24-hour mean	31.12.2004
	40 $\mu g/m^3$	Annual mean	31.12.2004

[7] http://www.legislation.gov.uk/uksi/2000/928/contents/made
[8] http://www.legislation.gov.uk/uksi/2002/3118/contents/made
[9] http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32008L0050
[10] http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32004L0107
[11] http://ec.europa.eu/environment/air/pollutants/ceilings.htm

Sulphur dioxide	350 µg/m^3, not to be exceeded more than 24 times a year	1-hour mean	31.12.2004
	125 µg/m^3, not to be exceeded more than 3 times a year	24-hour mean	31.12.2004
	266 µg/m^3, not to be exceeded more than 35 times a year	15-minute mean	31.12.2005

Integrated Pollution Prevention and Control (IPPC)

IPPC was introduced by an EC directive. It is about minimising pollution from various point sources throughout the European Union. In England and Wales the Directive is implemented by the Pollution Prevention and Control Act and the Environmental Permitting (England and Wales) Regulations.

Certain Industrial Processes which have the potential to emit significant amounts of Pollution are required to have a Permit. The Permit sets conditions which will keep pollution emissions to a minimum. Permits are issued under the Pollution Prevention and Control Act 1999.

The Environmental Permitting Regulations gives details of the Installations that require Permits and explains the rules governing these Permits. The requirement to have a Permit depends on the type of industry and the amount of processing or the quantity of certain chemicals that are used. Permits are issued by:

- Part A1 Installations: The Environment Agency

  A1 processes are the larger processes generally those activities which have greatest potential to cause pollution. The permit covers emissions to air, land and water (including sewers) as well as waste minimisation, efficient use of raw materials, energy usage and noise.

- Part A2 and Part B Installations: Local Authority

  A2 and B Processes are generally processes which have less significant polluting capacity and covers only emissions to air.

Following the planning application process for an industrial site development where emissions may be produced, or in order to vary the type of processes that an existing industry can undertake, the site operator applies for a Permit detailing how polluting activities will be controlled. The permit will be considered by the Environment Agency for large scale installations and significant processes, such as the Energy from Waste Process operated by Viridor. If approved a permit will be issued with conditions, including emission limits and it is the responsibility of the regulator (the Environment Agency for A1 processes) to regularly inspect sites and review monitoring data to ensure compliance, and take action where operations are found not to comply.

As part of the IPPC requirements, the emissions from industrial processes are managed and assessed by both the operator and regulator to ensure that emissions that are released are within permitted limits. All IPPC permitted industrial operations in Halton are monitored, assessed and regulated as per the legislation.

National trends in Air Quality

There have been significant reductions in recent decades of emissions of air pollutants. There is however a very complex relationship between the amount of emissions of pollutants and ambient local air quality. Air quality is strongly affected by weather and atmospheric conditions; for example, the gas ozone (O3) is an air pollutant but is not emitted directly as a result of manmade processes in significant quantities, but is created in the air through chemical reactions between other pollutants in sunlight, with more being created on hot, still, sunny days.

DEFRA released the most recent National Statistics Release: Air quality statistics in the UK, 1987 to 2014 on 23rd April 2015.[12] This statistical release covers annual average concentrations in the UK of two pollutants thought to have the greatest health impacts stated as:

- Chronic exposure to particulate matter contributes to the risk of developing cardiovascular and respiratory diseases, and there is increasing evidence suggesting that long-term exposure to even low levels of Particulate matter may have a significant effect on health. The annual average concentrations for Particulate matter are considered a useful measure of overall exposure to Particulate matter at all concentrations.
- The gas ozone (O3) can affect people's health and can damage, for example, wild plants, crops and forests. Higher levels of ground level ozone can cause breathing problems, trigger symptoms of asthma, reduce lung function and cause lung diseases. Several European studies have reported that current ozone concentrations in Europe have health effects, especially in the summer, and that daily mortality rises with increases in ozone exposure. The ozone concentration reported in this release is the annual average of the maximum daily eight-hour running mean.

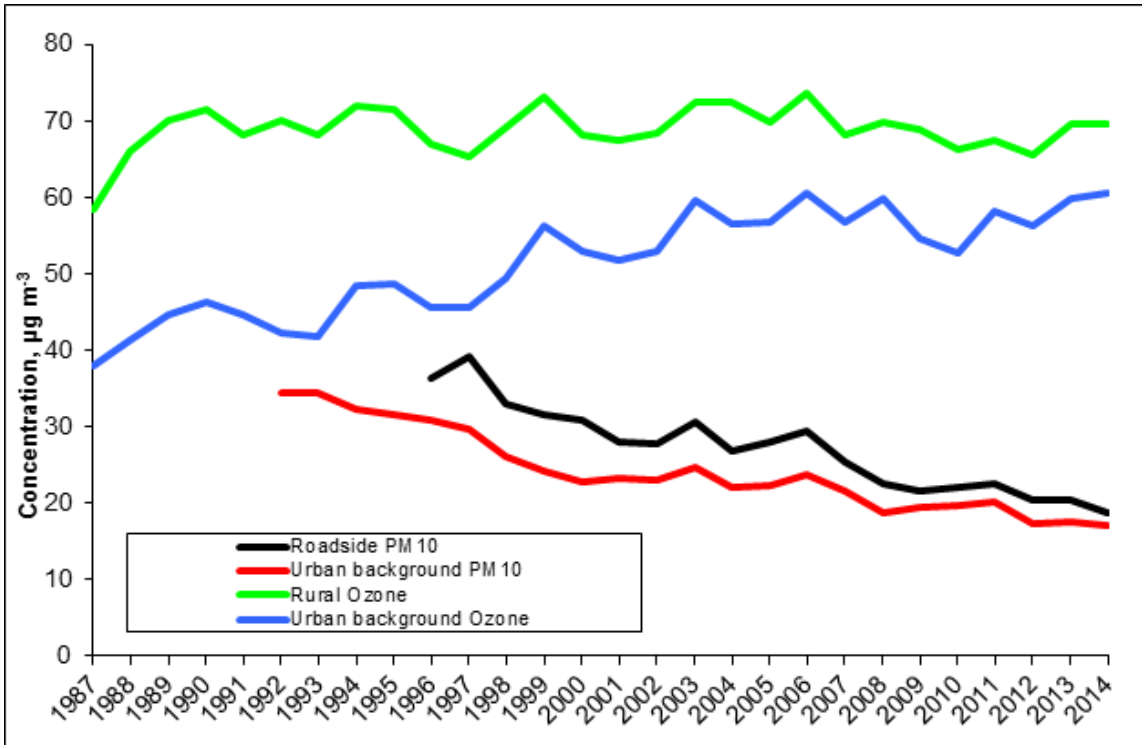
Data from the statistical release (**Figure 2**) shows that the average roadside and urban background levels of particulate matter have shown long-term improvement with small decreases in concentration shown from 2013 to 2014. Urban background ozone pollution has remained fairly stable nationally between 2003 and 2014, although concentrations have shown a long-term increase since monitoring began. Rural background ozone pollution has shown no clear long-term trend and stayed level at 66 µg/m^3 in 2014.

The statistical release also covers the number of days when air pollution was assessed as being moderate or higher. The indicator is intended to provide a summary measure of air pollutants that affect health. The five pollutants included in the indicator from the 1st January 2012 are as follows:

- Particulate matter ($PM_{2.5}$)
- Nitrogen dioxide (NO_2)
- Ozone (O_3)
- Particulate matter (PM_{10})
- Sulphur dioxide (SO_2)

[12] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/423353/National_Statistic_on_Air_Quality_2014.pdf

Figure 2 - Annual *levels of PM_{10} and Ozone in the UK, 1987 to 2014*



These five pollutants included in the indicator have known harmful effects on human health and the environment, (identified by the COMEAP - Committee on Medical Effects of Air Pollutants)[13]. These pollutants are principally the products of combustion from household and industrial heating, power generation or from motor vehicle traffic. Fine particles ($PM_{2.5}$) can be carried deep into the lungs where they can cause inflammation and a worsening of heart and lung diseases. The gases irritate the airways of the lungs, increasing the symptoms of those suffering from lung diseases.

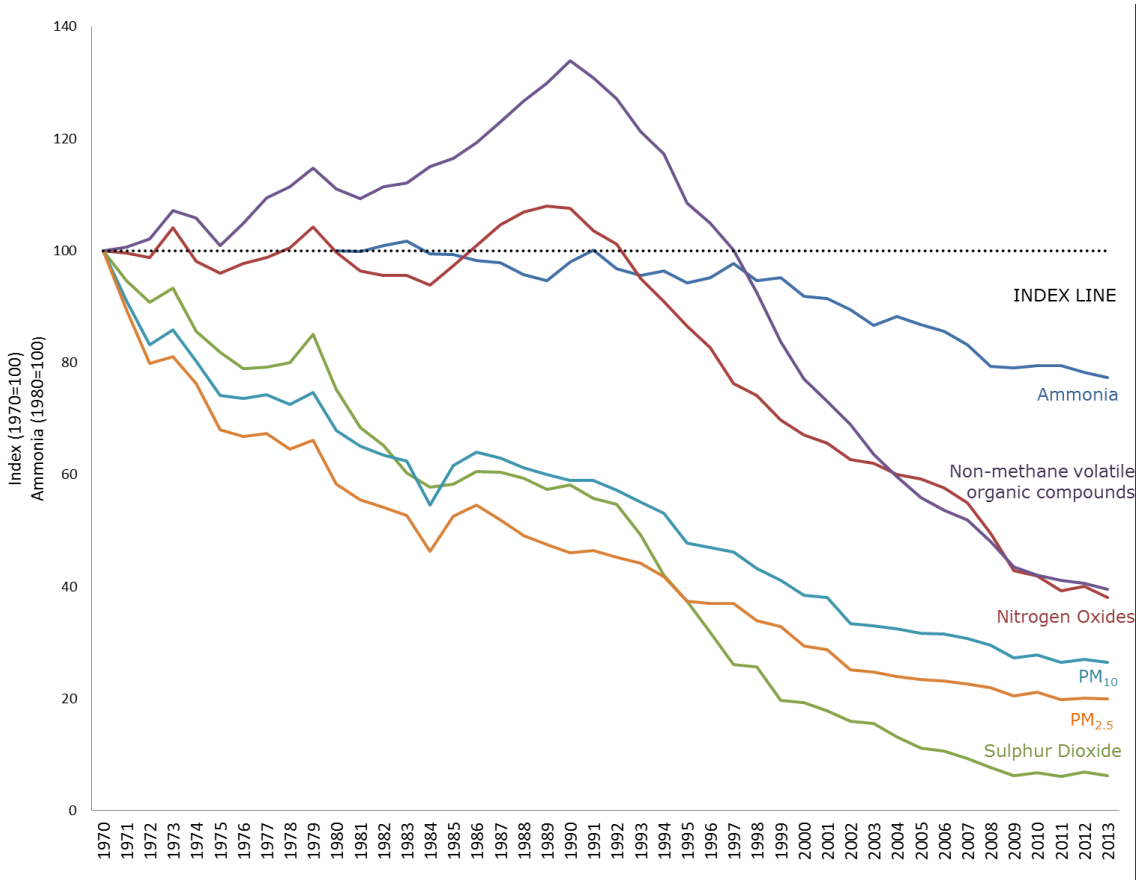
National data shows that the average number of days per year in which the concentrations of each of these pollutants is classed as moderate or higher in urban areas has decreased annually, showing a steady improvement in overall air quality nationwide.

National Emissions

Defra Statistical Release: 18 December 2014, Emissions of Air Pollutants in the UK, 1970 to 2013 states that there has been a long term decrease in the emissions of the pollutants: ammonia; nitrogen oxides; non-methane volatile organic compounds; particulate matter (PM_{10}, $PM_{2.5}$) and sulphur dioxide) as shown down the downward trend on the graph in **Figure 3**.

[13] https://www.gov.uk/government/groups/committee-on-the-medical-effects-of-air-pollutants-comeap

Figure 3: Downwards trends in UK sulphur dioxide, nitrogen oxides, non-methane volatile organic compounds, ammonia and particulate matter (PM_{10}, $PM_{2.5}$) emissions 1970 – 2013



History of Air Quality in Halton

Halton has been home to the chemical industry since the 18th century. Coal from Lancashire and Salt from Cheshire coupled with good transport links (canals, railway) gave prime position for industrial growth. Many of the processes used coal to fire the boilers and there were historically little, if any, control on the emissions to atmosphere.

Both industrial emissions and domestic coal burning (from the homes of workers) had a significant impact on the air quality in Halton. In the winter the burning often led to “smog” - a lethal mixture of acidic smoke-particles and fog.

The Clean Air Act 1956 gave powers to local authorities to curb domestic coal combustion and cut industrial smoke and sulphur dioxide emissions from furnaces and boiler plants. After the 1960’s, exhaust emissions from the rising number of road vehicles also contributed to air pollution.

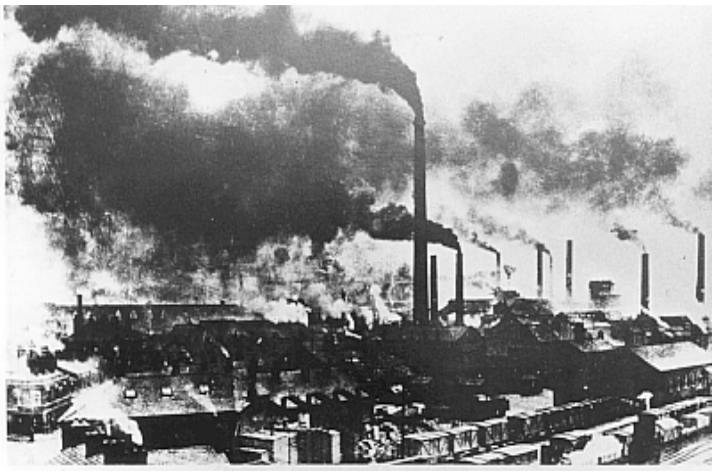
Halton’s first smoke control zone was declared in 1961 and by 1976 the majority of domestic property in Halton had converted to smokeless low-sulphur fuels such as North Sea gas. Industrial boilers were legally required to be smoke free and many were converted to burn oil and/or gas.

The results of monitoring in Halton during that period showed that the levels of sulphur dioxide and smoke decreased significantly.

Since that time additional controls have been applied to industry to further reduce industrial emissions and minimise the levels of pollution.

The image and quotation below (**Figure 4**) show the industrial pollution in Halton in the 19th century with an associated quote. The Clean Air Act and smoke control zones significantly improved this outlook.

Figure 4: Widnes in the late 19th Century-Photograph and Quotation taken from The Halton Legacy[14]



"Those coming into Widnes, even from very dark and gloomy skies, enter the town with a certain awe and horror, and wonder if life can be sustained"

Monitoring undertaken in Halton

Halton Borough Council assesses Air Quality in accordance with National and European legislative requirements and has done for many years. This is in addition to the monitoring of industrial processes by the Environment Agency as required under the IPPC regulations. As part of the assessment, The Council have monitored various pollutants in a number of locations over the years 2006-2014 are shown on the map in **figure 5**.

These locations are chosen for monitoring sites as modelling has indicated they are the locations where factors (such as traffic flows and wind directions etc.) are likely to result in the highest concentrations of pollutants. [15]

Figure 6 shows a map of the locations across Halton where premises and processes are regulated by the Environment Agency. The Environment Agency undertakes additional monitoring or assessment as part of the statutory regulatory process.

[14] The Halton Legacy, Edwards E, Stevens R, Halton Borough Council 1991. ISBN 0946678014, 9780946678013

[15] A review of air quality data from monitoring locations is produced in an annual report and has been available on the Council website since 2006. These can be accessed at http://www4.halton.gov.uk/Pages/planning/air-quality.aspx

Figure 5: Locations of Halton Borough Council monitoring sites 2006-2014

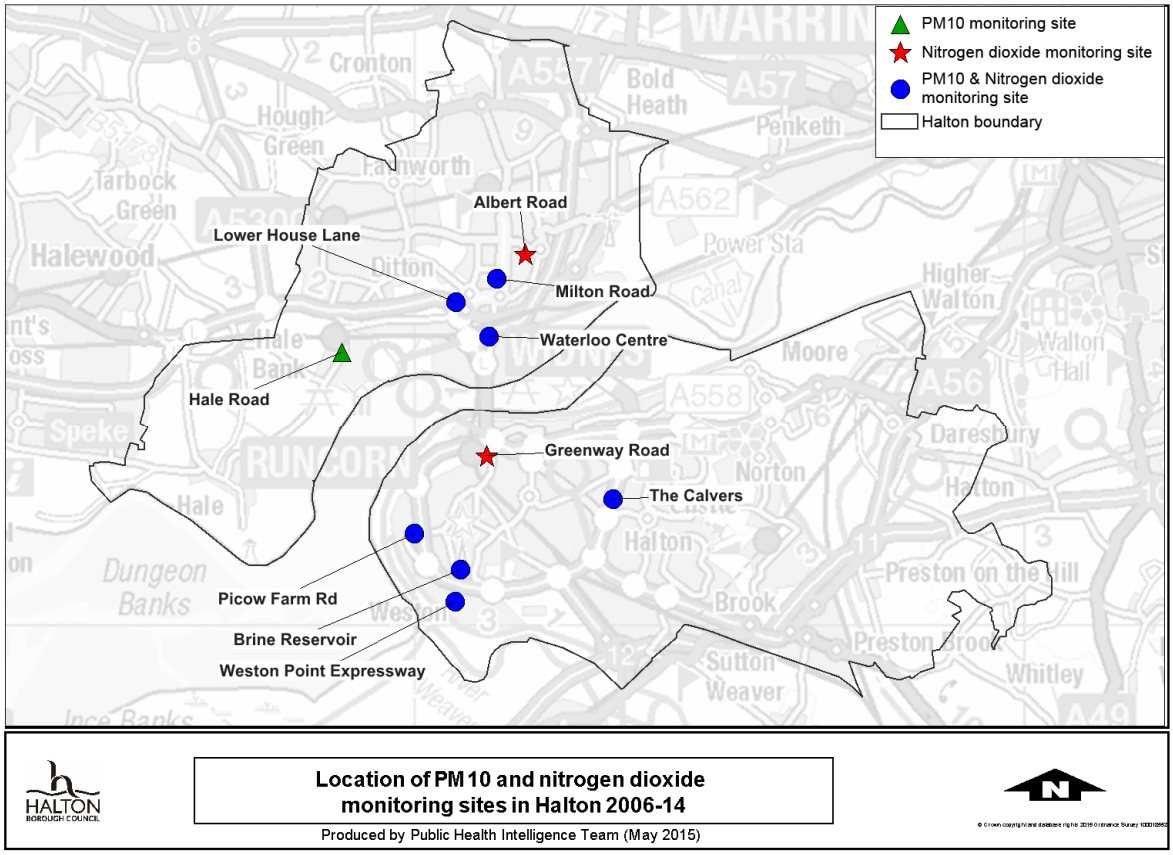
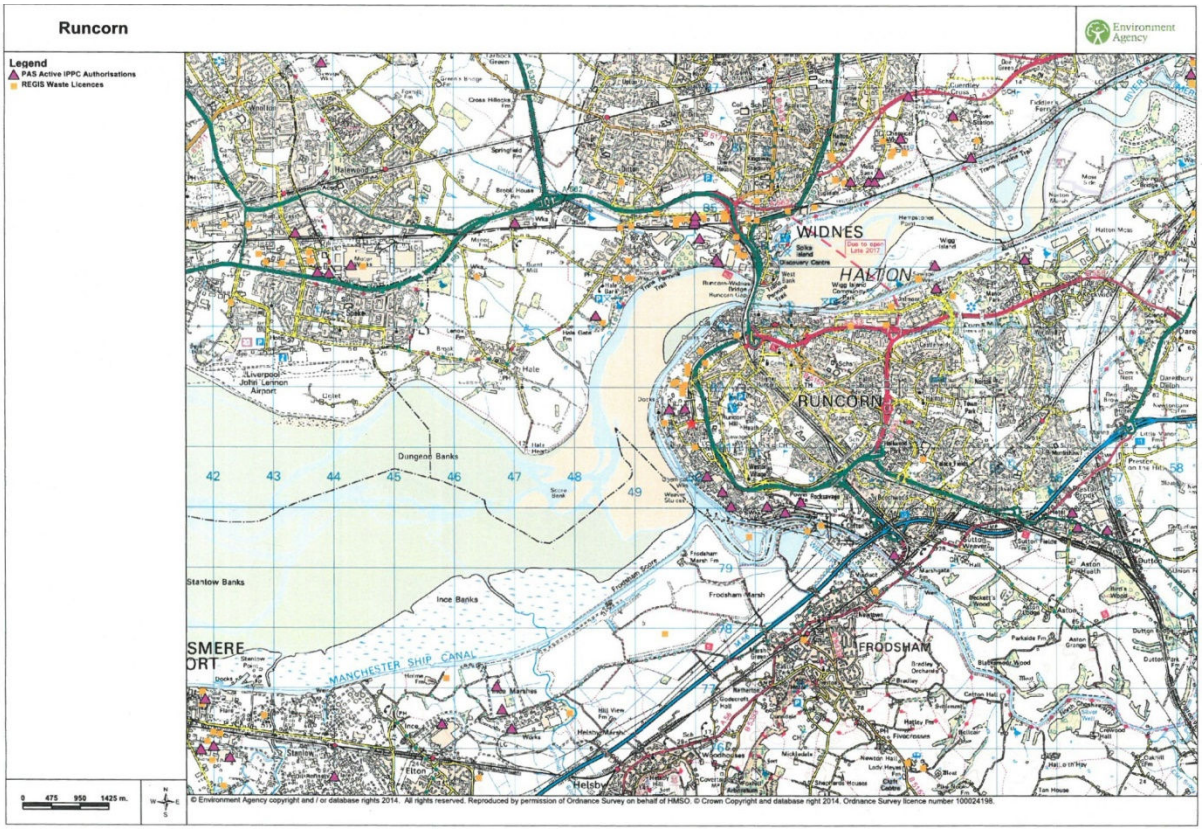


Figure 6: Location of Environment Agency regulated sites in Halton (1:50,000 scale map)



Nitrogen dioxide

Nitrogen dioxide (NO_2) and nitric oxide (NO), collectively known as nitrogen oxides (NO_x), are produced by all combustion processes. Over time the nitric oxide is then oxidised to nitrogen dioxide, largely by ozone present in the lower atmosphere.

Nitrogen dioxide has a variety of environmental and health impacts. It is a respiratory irritant, may exacerbate asthma and possibly increase susceptibility to infections. In the presence of sunlight, it reacts with hydrocarbons to produce photochemical pollutants such as ozone. Nitrogen oxides contribute to acid rain, depletion of the ozone layer and are greenhouse gases.

The principal source of nitrogen oxides emissions is road transport. Major roads carrying large volumes of high-speed traffic (such as motorways and other primary routes) are a predominant source, as are city centres with congested traffic. However the increasing proportion of petrol-engine vehicles fitted with exhaust catalysts is significantly reducing emissions of nitrogen oxides as new cars replace older models without catalysts.

Other significant sources of nitrogen oxides emissions include the electricity supply industry and other industrial and commercial sectors. Emissions from both sources have also declined dramatically, due to the fitting of low nitrogen oxide burners, and the increased use of natural gas plant. Industrial sources make only a very small contribution to annual mean nitrogen dioxide levels, although breaches of the hourly nitrogen dioxide objective may occur under rare, extreme meteorological conditions, due to emissions from these sources.

An analysis of monitoring data in the vicinity of roads throughout the UK was undertaken, and provided additional guidance to authorities on where exceedences might occur[16]. The report concluded that, outside of major conurbations, exceedences of the annual mean objective are only likely to occur within about 10 metres of the kerbside of single carriageway roads. This includes roads with relatively low traffic flows (10000 – 20000 vehicles/day) if they are within congested town centres. It therefore recommended that authorities focus upon those locations where they expect pollutant concentrations to be the highest (often referred to as 'hot spots'). If there are no exceedences of the objectives at the most polluted locations, then it can be reasonably concluded that there should be no exceedences elsewhere.

The UK as a whole has not achieved the objectives for NO_2 and a recent Supreme Court hearing April 2015, has ordered the UK Government to submit additional plans for the reduction NO_2 to the European Commission by the end of the year.[17] There are several areas involved in the infraction proceedings which include Greater London, the West Midlands, Greater Manchester, West Yorkshire, Teesside, the Potteries, Hull, Southampton, Glasgow, the East, the South East, the East Midlands, Merseyside, Yorkshire & Humberside, the West Midlands, and the North East. Halton Local Authority is not included within the Liverpool Urban Area for the purposes of national air quality assessments and so is not included in the proceedings.

Nitrogen dioxide has been monitored extensively in Halton for a number of years. An Opsis monitoring station provided real time data and was used to measure the background concentration of nitrogen dioxide in various locations around Halton. In recent years diffusion tube surveys have been used and moved locations to focus on potential areas of concern.

The results of monitoring show that the air quality objectives for NO_2 have been achieved except within the designated Air Quality Management Areas (AQMAs).

[16] *Compilation of new roadside monitoring data obtained by local authorities as part of the review and assessment process.* A report prepared by Air Quality Consultants Ltd and University of West England on behalf of Defra, April 2002.

[17] http://www.bbc.co.uk/news/science-environment-32512152

Data from the NO_2 monitoring is shown and described in below in **figures 7 to 7.4**).

Figure 7: Air quality objective standards for nitrogen dioxide as part of the Air Quality Directives

Concentration	Averaging period	Allowed excursions	Date standard to be achieved by
200 μg/m^3	1-hour mean	18 times per year	31.12.2005
40 μg/m^3	Annual mean	none	31.12.2005

Two air quality management areas have been declared in Widnes town centre where NO_2 levels frequently exceed the annual mean objective of 40 μg/m^3. These are main town centre road routes with potential higher volume, slow moving traffic (Albert Road/Deacon Road and Milton Road/Gerard Street). Real time analysers are used in the AQMAs to continually assess air quality.

The mobile air monitoring station was used to measure the background concentration of nitrogen dioxide in Halton. The station was situated at several locations in Runcorn and Widnes and the results obtained show that the levels were consistently below the objectives.

Monitoring of NO_2 and PM_{10} was undertaken at various points across the Borough (**Figure 7.1**) which shows levels well below the objective levels.

Figure 7.1: Results from Mobile NO_2 Air Monitoring Station

Averaging Period	2000	2001	2002	2003	2004	2005	2006
	Result μg/m^3	Result μg/m^3	Result μg/m^3	Result μg/m^3	Result μg/m^3	Result μg/m^3	Result μg/m^3
Annual Mean	24	26	27	24	25	26	28
1-hour mean	118	93	84	92	94	84	92

No exceedences recorded in any time period

West Bank School Widnes
All Saints Runcorn
Runcorn Town Hall
Lower House Lane Widnes

Halton Council has also undertaken background monitoring data of NO_2 collected as a result of the planning consent for the Mersey Gateway proposals. Monitoring will be continued during and after construction and the results will then be compared with the baseline figures (**Figure 7.2**)

Figure 7.2: Mersey Gateway Monitoring

Site	2013 Seasonally Adjusted Annual Mean (µg/m^3)	Number of Hourly Means > 200µg/m^3
The Calvers, Runcorn	26.1	0
Waterloo Centre, Widnes	26.7	0

Pre-construction NO_2 monitoring results for the Mersey Gateway development show that the levels are below the air quality objectives.

Pre-monitoring was undertaken in response to the planned development of the new energy from waste facility in Runcorn (**Figure 7.3**). In line with planning conditions, monitoring will be continued once the facility is operational and the results will then be compared with the baseline figures.

Figure 7.3: Energy from Waste site Monitoring

Site	2012 Seasonally Adjusted Annual Mean (µg/m^3)	Number of Hourly Means > 200µg/m^3
Picow Farm Road	21.0[a]	0
Runcorn Hill Brine Reservoir	18.8[b]	0
Weston Point Expressway	27.4[c]	0

a Monitoring Period was 1st November 2011 – 31st January 2012

b Monitoring Period was 1st March 2012 – 28th February 2013

c Monitoring Period was 19th April 2012 - 2nd October 2012

Pre-construction monitoring for the Energy from Waste development show that the air quality objectives for both nitrogen dioxide and PM_{10} are well below the objectives

Halton has two areas which show higher than objective levels of NO_2, these have been designated as Air Quality Management Area and are subject to additional measures to reduce the levels of NO_2. Results of monitoring for the AQMA is shown in **figure 7.4**.

Figure 7.4 :Results of Automatic Monitoring for NO_2: Comparison with Annual Mean Objective

Site	Annual Mean Concentration (µg/m^3)						
	2008	2009	2010	2011	2012	2013	2014
Milton Road, Widnes	40.0	34.1	39.6‡	36.9	**41.1***	**45.0***	40.0

* Data exceeds the annual mean Objective threshold

‡ The 1-hour mean objective was exceeded on 2 occasions in 2010, but on no other occasions.

Annual mean NO_2 levels exceed air quality objective levels in designated Air Quality Management Areas as a result of town centre traffic activity.

An action Plan has been developed for AQMAs which identifies improvements required to reduce NO_2 levels over time. Actions include:

- Traffic flow moderation and alternative signage
- Potential road widening
- Improved alternative parking
- Active transport plans, including cycling/walking schemes
- Green Bus plan (cleaner fuels, particulate traps, improved technologies)

Particular Matter

Particulate Matter (PM) is breathable particulate matter that are small enough to penetrate deep into the lungs and so potentially pose significant risks to health including increased risk of heart and lung disease. In addition, they may carry surface-absorbed carcinogenic compounds into the lungs. PM_{10} are particles that are less than 10 microns in diameter, $PM_{2.5}$ are particles that are less than 2.5 microns in diameter and can penetrate deeper in to the lungs and possibly further.

There are 3 main sources of particulates:

(i) Primary combustion particles

These are derived from road traffic exhaust, power generation and other industrial combustion processes.

(ii) Secondary particles

Gaseous pollutants in the atmosphere, such as sulphur dioxide and nitrogen oxides, are oxidised over time to form airborne particles of sulphates and nitrates.

(iii) "Coarse" and "other"

These include dust re-suspended by road traffic, emissions from construction and mineral working, windblown dust and even sea salt.

Progress has been made in reducing emissions of particles from both the transport and industrial sectors. Emissions from industry have been reduced as a result of stricter controls on sites through the implementation of emission limits and reduction of fugitive emissions. Emissions from road transport have been reduced as a result of the tightening of emissions controls (Euro standards) and by the reduction of the sulphur content of diesel fuel, which affects the emissions of particles from vehicles. Planning applications for new large scale developments must demonstrate how they will control dust during construction.

Figure 8 to 8.3 show the appropriate PM_{10} Air Quality objective and results of monitoring.

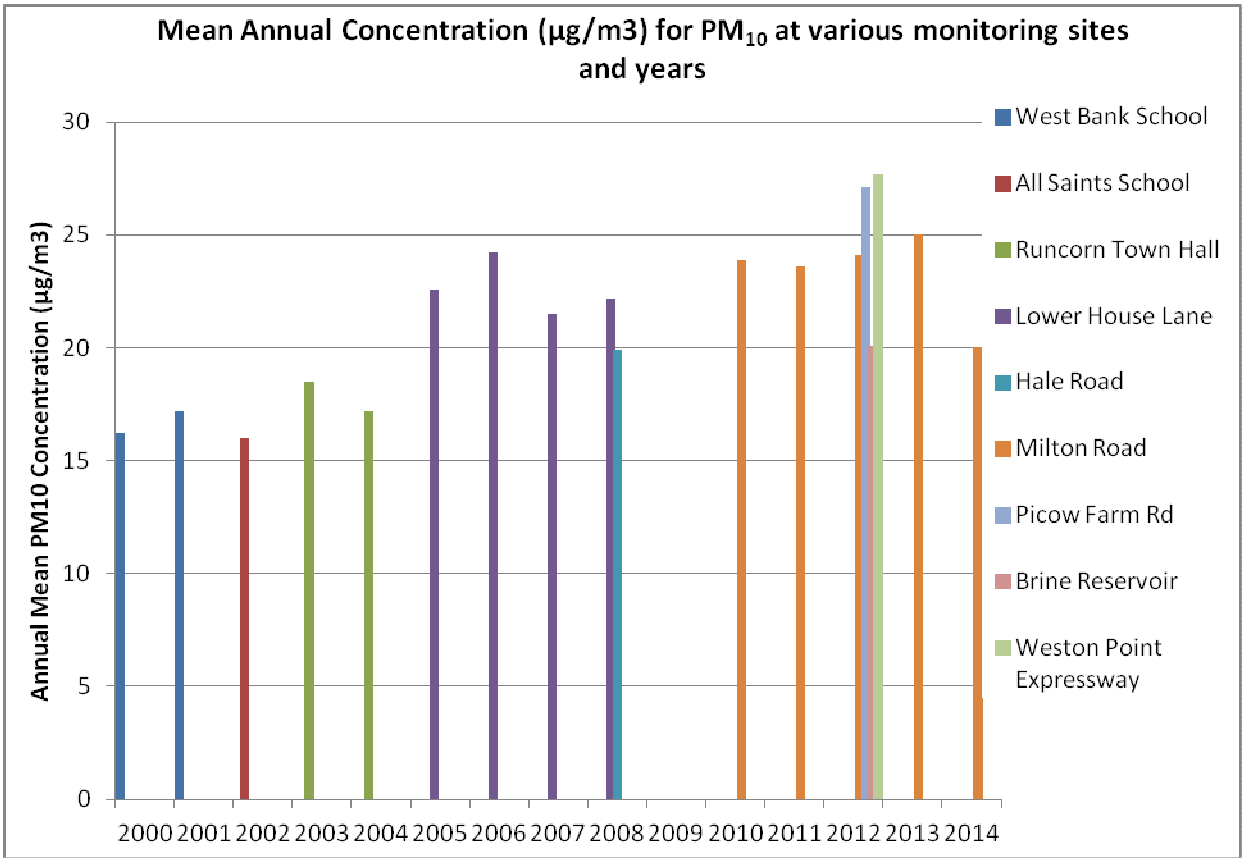
Figure 8: Air quality objective for PM_{10}

Concentration	Averaging Period	Allowed excursions	Date standard to be achieved by
50	24-hour mean	35 times per year	31.12.2004
40 $\mu g/m^3$	Annual mean	none	31.12.2004

In Halton, there have been no breaches of the objectives for PM_{10}

General monitoring sites are relocated regularly in order to identify whether different areas may become a problem and areas where mitigation may be required. **Figure 8.1** shows a graph of the locations and annual mean PM_{10} levels for each location (all of which are below objective levels). The monitors have not been in fixed locations and therefore it is not possible to identify any trend in change of levels over time.

Figure 8.1: shows the locations and results of most recent monitoring sites for PM_{10} over a number of years



The results of PM_{10} monitoring show that the air quality objectives for PM_{10} have been achieved across the borough.

In addition to the mobile monitoring sites, PM_{10} monitoring was undertaken prior to the development of the new Energy from Waste plant in Runcorn (**Figure 8.2**) and Mersey Gateway (**Figure 8.3**) shows that the levels in both these areas are below the objective levels.

Figure 8.2: PM_{10} monitoring for the Energy from Waste development

Site	2012 Seasonally Adjusted Annual Mean (µg/m^3)	Number of Hourly Means > 50µg/m^3 (35 exceedences permitted)
Picow Farm Road	27.1[a]	6
Runcorn Hill Brine Reservoir	20.1[b]	5
Weston Point Expressway	27.7[c]	0

a Monitoring Period was 1st November 2011 – 31st January 2012

b Monitoring Period was 1st March 2012 – 28th February 2013

c Monitoring Period was 19th April 2012 - 2nd October 2012

Pre-construction PM_{10} monitoring results for the Energy from Waste development show that the levels are below the air quality objectives

Figure 8.3: PM_{10} monitoring for the Mersey Gateway development

Site	2013 Seasonally Adjusted Annual Mean (µg/m^3)	Number of Hourly Means > 50µg/m^3
The Calvers, Runcorn	15.4	6
Waterloo Centre, Widnes	22.0	8

Pre-construction PM_{10} monitoring results for the Mersey Gateway development show that the levels are below the air quality objectives

There are currently no agreed and implemented UK objectives for $PM_{2.5}$ however the European Union have suggested a guideline annual average $PM_{2.5}$ level of 25µg/m^3. $PM_{2.5}$ has been monitored on Runcorn Hill in Halton and most recent data (2012) shows that the annual average concentration is 13.14ug/m^3 which is below the EU guideline levels. Additional modelling undertaken shows that $PM_{2.5}$ is expected to remain well below the EU guideline level.

Measurements of $PM_{2.5}$ in the Borough show that levels are below and predicted to remain below the EU objective level.

Sulphur Dioxide

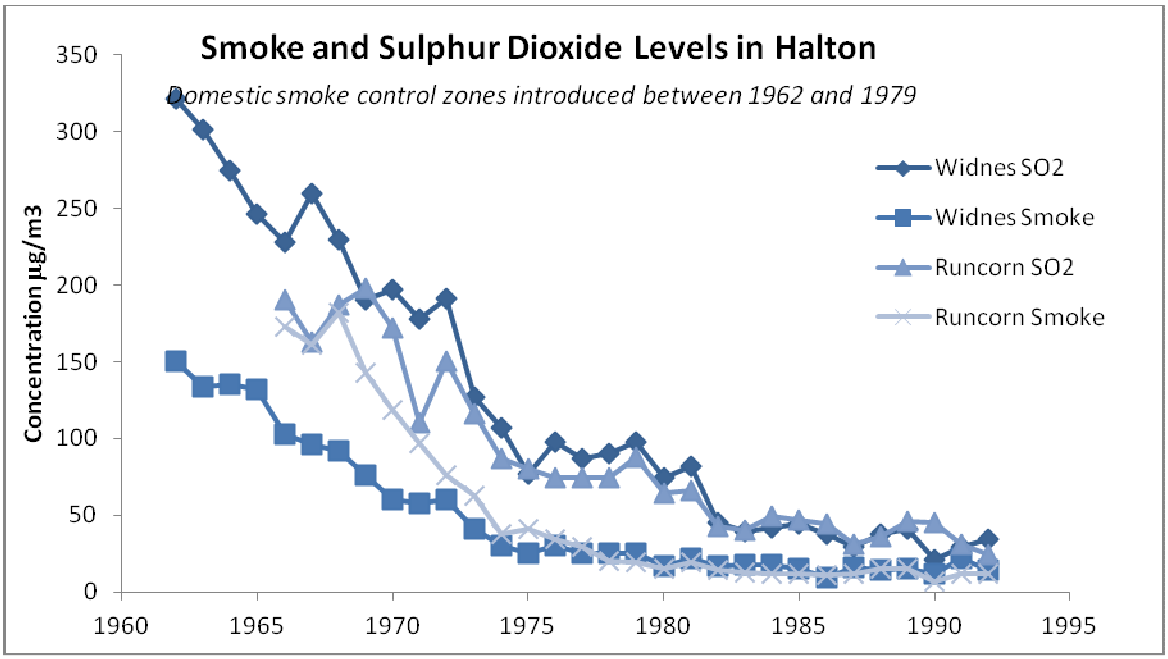
Sulphur dioxide contributes to the formation of acid rain and is associated with asthma and chronic bronchitis. The main source of sulphur dioxide is the combustion of sulphur containing fossil fuels in power stations.

A national survey was undertaken from 1962 to 1992. There were two monitoring stations – Widnes Municipal Building and Runcorn Library. At each monitoring station air was drawn through a filter paper and then through a bubbler containing Hydrogen Peroxide. The smoke concentration was

estimated using a reflectometer reading of the stain produced and the sulphur dioxide concentration was calculated from a titration of the acidity produced in the bubbler.

Levels of smoke and sulphur dioxide show a dramatic decrease over the 1960s and 1970s and a levelling off during the 1980s. The decrease coincides with the implementation of smoke control zones in Halton leading to controls on coal burning, introducing cleaner solid fuels and building taller power station stacks. Filtering equipment at power stations, burning low sulphur coal and using alternative methods for electricity production have reduced sulphur dioxide levels further. **Figure 9** shows the local results from the national survey and highlights the steep downward trend in smoke and SO_2 levels.

Figure 9: Local results from the National Survey for Smoke and Sulphur Dioxide



Subsequent monitoring of sulphur dioxide has shown that the levels remain low and are consistently below the objectives. **Figures 10 to 10.1** show the SO_2 objectives and local monitoring data.

Figure 10: Air quality objectives for sulphur dioxide

Concentration	Averaging period	Allowed excursions	Date standard to be achieved by
350 µg/m^3	1-hour mean	24 times per year	31.12.2004
125 µg/m^3	24-hour mean	3 times per year	31.12.2004
266 µg/m^3	15-minute mean	35 times per year	31.12.2005

A mobile air monitoring station was used to measure the background concentration of SO_2 in Halton to monitor achievement of SO_2 Air Quality Objectives. The station was situated at several locations in Runcorn and Widnes and the results obtained show that the levels were consistently below the objectives (**Figure 10.1**).

Figure 10.1: Results from SO_2Mobile Air Monitoring Station

Averaging Period	2000	2001	2002	2003	2004	2005
	Result $\mu g/m^3$	Result $\mu g/m^3$	Result $\mu g/m^3$	Result $\mu g/m^3$	Result $\mu g/m^3$	Result $\mu g/m^3$
1-hour mean	70	80	62	42	35	32
24-hour mean	48	40	30	24	19	18
15-minute mean	94	114	125	64*	47	52

*1 result exceeded objective during the monitoring period

West Bank School Widnes

All Saints Runcorn

Runcorn Town Hall

Lower House Lane Widnes

More recent monitoring of sulphur dioxide has been undertaken as a result of the planning consent for the new energy from waste plant in Runcorn. Background Monitoring on Runcorn Hill undertaken between March 2012 and February 2013 shows that the levels are well below the objectives with no exceedences recorded.

The results of SO_2 monitoring show that the air quality objectives have been achieved across the borough.

Lead

Lead is a cumulative poison to the central nervous system. It can also cause abdominal pain, kidney damage, high blood pressure and can affect fertility. The main sources of lead are now restricted to industrial applications, such as the manufacture of batteries, paint pigments, alloys, radiation shielding, inert tank lining and piping.

Lead used to be added to petrol to enhance its performance but the EC Directive on the Quality of Petrol and Diesel Fuels led to a ban on the sale of leaded petrol with effect from the 1st January 2000.

Monitoring at UK National Network Sites has shown a significant decline in the ambient concentration of lead (as sales of leaded petrol were phased out) and annual means are now well within the objectives.

In Halton, Lead particles were monitored up to 1998 by capture on membrane filter and analysis by atomic absorption spectroscopy. The filters were changed at 14-day intervals. The results show that both the 2004 and 2008 objectives were achieved in Halton as shown in **Figure 11 to 11.2**).

Figure 11: Air quality objectives for Lead

Concentration	Averaging period	Date standard to be achieved by
0.5 μg/m^3	Annual mean	31.12.2004
0.25 μg/m^3	Annual mean	31.12.2008

The results of the monitoring show that the levels of lead were persistently below the limits. Levels decrease, despite the increased traffic, because the lead content of petrol has been reduced.

The sites of lead monitoring were:

1. Runcorn Library, Runcorn

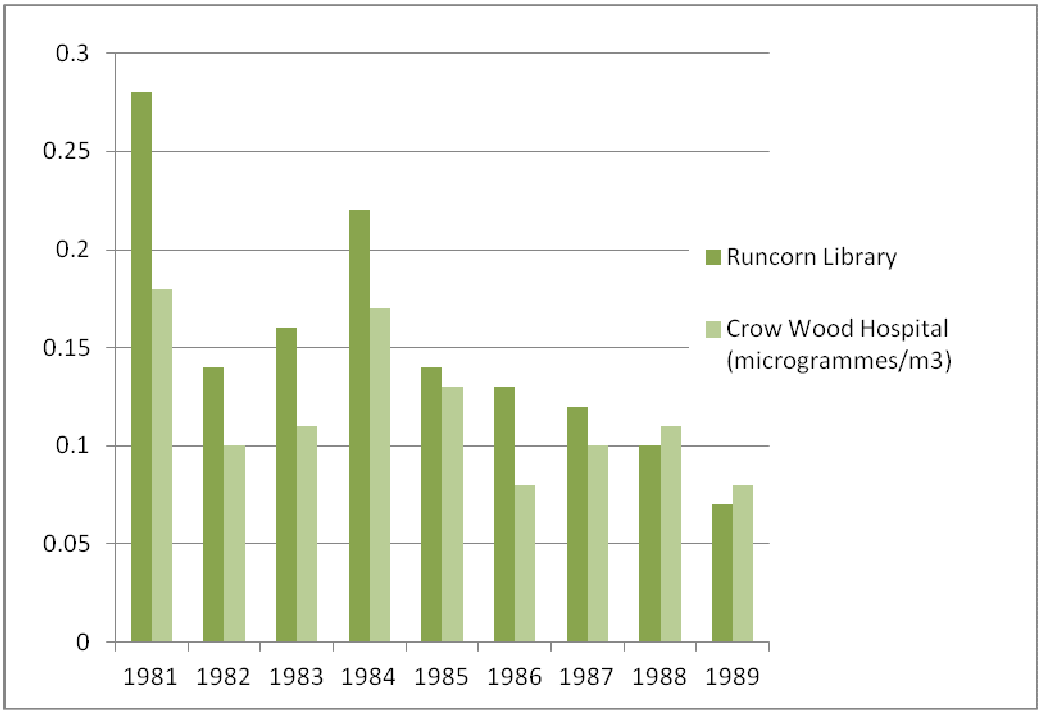
   The library is 84 metres from the overhead approach to the Silver Jubilee Bridge and is sited in a residential area of terraced housing.

2. Crow Wood Health Park, Widnes.

   The health park was formerly a hospital and is sited in a residential area away from major roads.

The annual mean concentrations (μg/m^3) of lead at these sites per year of monitoring are shown in **Figure 11.1** which highlights the downward trend over the years to well below Objective levels.

Figure 11.1: Annual Mean Lead concentrations (μg/m^3)



Additional monitoring has been undertaken on an ad hoc basis at West Bank School, Widnes. The school is sited adjacent to the Silver Jubilee Bridge approach road (Figure **11.2**). This continues to show levels well below objective levels.

Figure 11.2: Lead monitoring at West Bank School

Sampling period	Mean lead concentration µg/m^3
Feb to July 1979	0.28
Dec 1990 to Oct 1991	0.23
May 1994 to 1995	0.08
July 1997 to July 1998	0.11

With the implementation of lead free fuels, restriction of lead in paint products and other factors, alongside no additional developments in Halton resulting in the significant increase in lead, levels of lead are not predicted to approach objective levels.

The results of lead monitoring show that the air quality objectives have been achieved across the borough.

Benzene

Benzene is an aromatic volatile organic compound (VOC) that contributes to the formation of ground level ozone and is a known carcinogen. The main sources of benzene are petrol-engine vehicle exhausts and associated activities; petrol refining, distribution and petrol station forecourts.

In general VOC emissions increased until the late 1980s, but then declined due to tighter controls on vehicle emissions and improved vehicle technologies. Since 1991 average benzene concentrations fell as new cars equipped with exhaust catalysts replaced the older models. Emissions of benzene from the majority of petrol station forecourts during tanker discharge to storage tanks have been reduced by the introduction of vapour recovery systems (introduced by 1st January 1999 where fuel throughput is greater than 1000m3 per year). In addition, in January 2000 the maximum benzene content of petrol was reduced from 5% to 1%.

The Air quality objective concentrations and local monitoring data is tabled below (**Figure 12 to 12.2**)

Figure 12: Air quality objective for benzene

Concentration	Averaging period	Date standard to be achieved by
16.25 µg/m^3	Running annual mean	31.12.2003
5.0 µg/m^3	Annual mean	31.12.2010

Benzene was monitored in Halton up to 1998 using different monitor types, Opsis and diffusion tubes in different locations across Halton. Data show that the objective was achieved by 1996.

Figure 12.1: Summary of Opsis data

Site	Monitored running annual mean benzene (μg/m^3)		
	1994	1995	1996
Runcorn Town Hall	11.7	6.8	9.8
Widnes Path 1	13.0	6.8	15.0
Widnes Path 2	N/A	11.7	10.1

Figure 12.2: Summary of diffusion tube data (μg/m^3)

Date:- Jan 97 to Aug 98	Bradley Way		Morrisons	West Bank School
	Site 1	Site 2		
Benzene Mean μg/m^3	3.0	3.5	2.5	2.5

The results of benzene monitoring show that the air quality objectives have been achieved across the borough.

Sulphur Dioxide, Lead and Benzene are no longer regularly monitored in Halton, the previous data results show that levels were well below the national objectives and with continued improvements in technologies and no new developments in the area that would influence these pollutants, it is not considered necessary to measure these locally. National data remains low.

1,3 butadiene

1,3-butadiene is an aromatic VOC that contributes to the formation of ground level ozone and is a known carcinogen. The main source of 1,3-butadiene is motor vehicle exhausts although there are a few important industrial chemical sites where the chemical is handled in bulk.

Like benzene, 1,3-butadiene is a VOC emitted into the atmosphere principally from fuel combustion of petrol and diesel vehicles. Unlike benzene, however, it is not a constituent of the fuel but is produced by the combustion process. Since 1991 new petrol-engine vehicles have been fitted with exhaust catalysts and this has significantly reduced 1,3-butadiene emissions despite the increasing number of vehicles on the road.

Monitoring of 1,3-butadiene nationally, at urban background locations, urban centres and at roadside locations, demonstrated that the 2003 objective had been achieved. 1,3-butadiene has not been monitored in Halton. Concentrations of 1,3-butadiene will correlate with benzene as the major source of both pollutants is vehicle exhausts. There have no significant developments within Halton since the achievement of the air quality objective that would increase the levels of 1,3-butadiene above objective levels.

The results of 1,3 butadiene monitoring show that the air quality objectives have been achieved across the borough.

Carbon monoxide

Carbon monoxide is a colourless, odourless and tasteless gas that inhibits the blood's capacity to carry oxygen. It can also contribute to the formation of ground level ozone, which can cause breathing difficulties for humans and can damage plants and crops. Carbon monoxide also contributes to the green house affect and global warming through reactions with other gases in the lower atmosphere. It is the product of incomplete combustion with road traffic being the main source.

Concentrations of Carbon Monoxide are highest near busy and congested roads. National monitoring data demonstrated that the objective for carbon monoxide was met by the target date of 31st December 2003. Cleaner fuels together with the improved engine efficiency and the increasing proportion of petrol-engine vehicles that are fitted with exhaust catalysts ensured a reduction in Carbon Monoxide emissions despite the increasing number of vehicles on the road.

National carbon monoxide monitoring show that the air quality objectives have been achieved.

Air Quality Modelling in Weston Point

The development of the Energy from Waste Plant at Weston Point in Runcorn has raised concern regarding air quality in that area. As previously identified, Halton Borough Council have undertaken monitoring as part of the planning consent process in and around the affected areas. All the pre development monitoring has shown that levels of key pollutants are well within accepted levels. In order to assess the impact that the plant operations may have on air quality in the longer term, the Council commissioned an independent Air Quality Consultancy to undertake a series of modelling to determine the levels of 3 main pollutants most commonly associated with combustion processes (NO_2 PM_{10} and $PM_{2.5}$) to predict changes to air quality around Weston Point as a result of likely emission levels and environmental factors.

The report that was commissioned was based on baseline data collected in 2013. The model predicts both the long term and short term average concentrations. Where the model predicts short term averages it assumes the worst case weather conditions and so is likely to over-predict the anticipated concentrations.

The model took background air quality levels from the national air pollution inventory. It also included emissions data from surrounding industrial plants incuding Ineos, Mexichem, Scottish Power Station and Rocksavage Power Station and Hanson Quarry, together with traffic data from 66 locations on approximately 20 roads and slip roads in the area.

The results of the modelling demonstrate that current concentrations are well below the objective levels in all relevant exposure locations (ie the locations where members of public are likely to be exposed). The predicted concentrations across Weston Point with the Energy from Waste plant in full operation will remain well below the objective levels. The model demonstrates some exceedences of the annual objective for PM_{10} and NO_2 along the edge of the expressway which are a direct result of emissions from traffic. The concentration of both PM_{10} and NO_2 falls quickly within a short distance of the edge of the roadside and members of the public are not likely to be exposed.

The consultancy identified 4 'worst case receptors' (these are 4 locations, which include properties, in the areas that could to be most affected by any emissions from the plant). The model demonstrates that concentrations of the NO_2, PM_{10} and $PM_{2.5}$ as modelled are currently well below the objective levels and will remain well below objective levels once the Energy from Waste Plant is in full operation.

Figures 13, 14 and 15 show the modelled annual average levels of NO_2, PM_{10} and $PM_{2.5}$ across Weston Point with the Energy from Waste plant in full operation.

The independent report concludes that based on the available data and modelling, with the Energy from Waste plant in full operation:

'Concentrations of NO_2, PM_{10} and $PM_{2.5}$ are well below the respective air quality objectives, which have been set to protect the most sensitive members of the community'

Figure 13: Annual Mean NO_2 Concentration with Energy for Waste plant in operation, µg/m3
(Objective is 40 µg/m3)

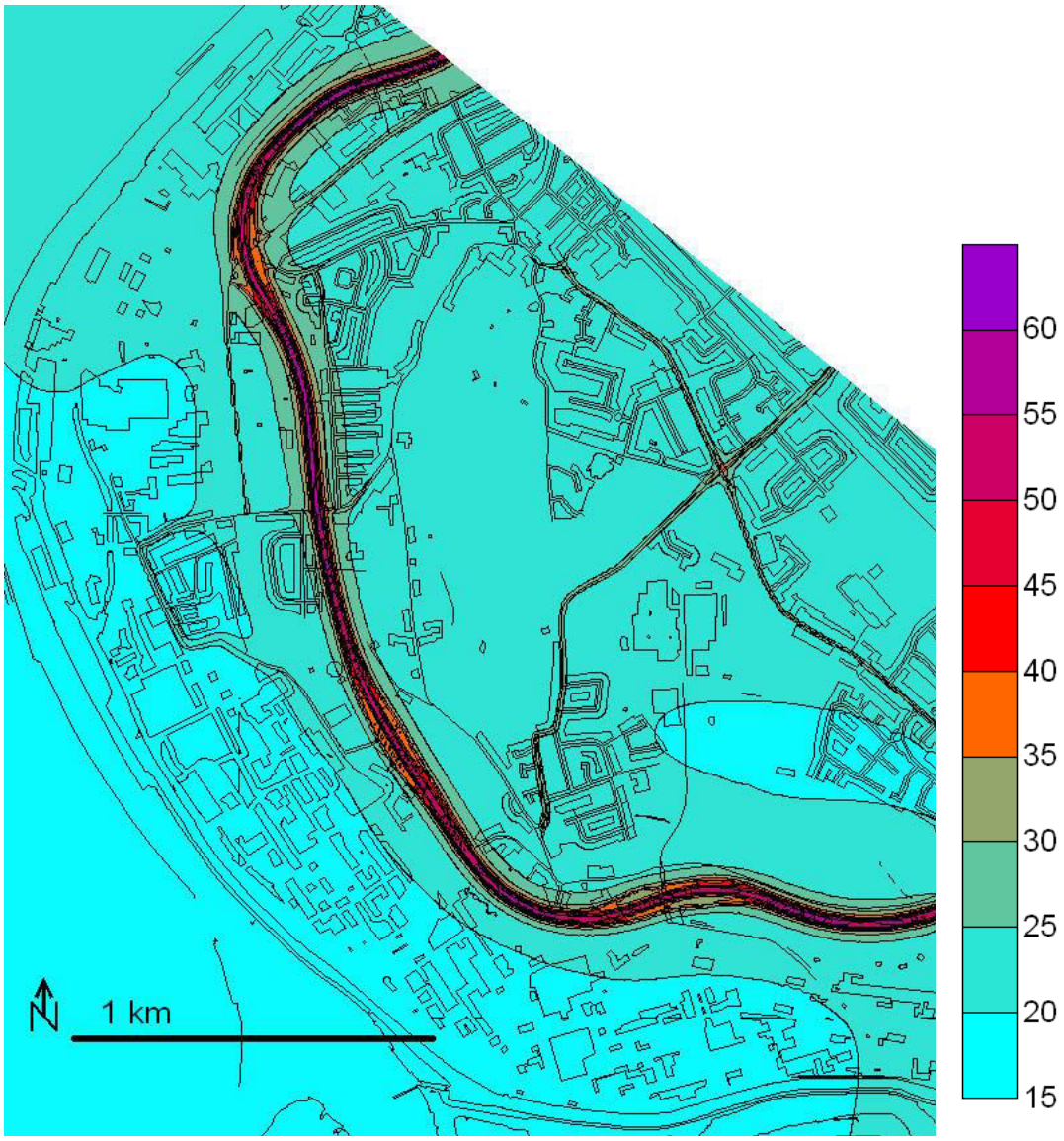


Figure 14: Annual Mean PM_{10} Concentration with Energy for Waste plant in operation, µg/m3
(Objective is 40 µg/m3)

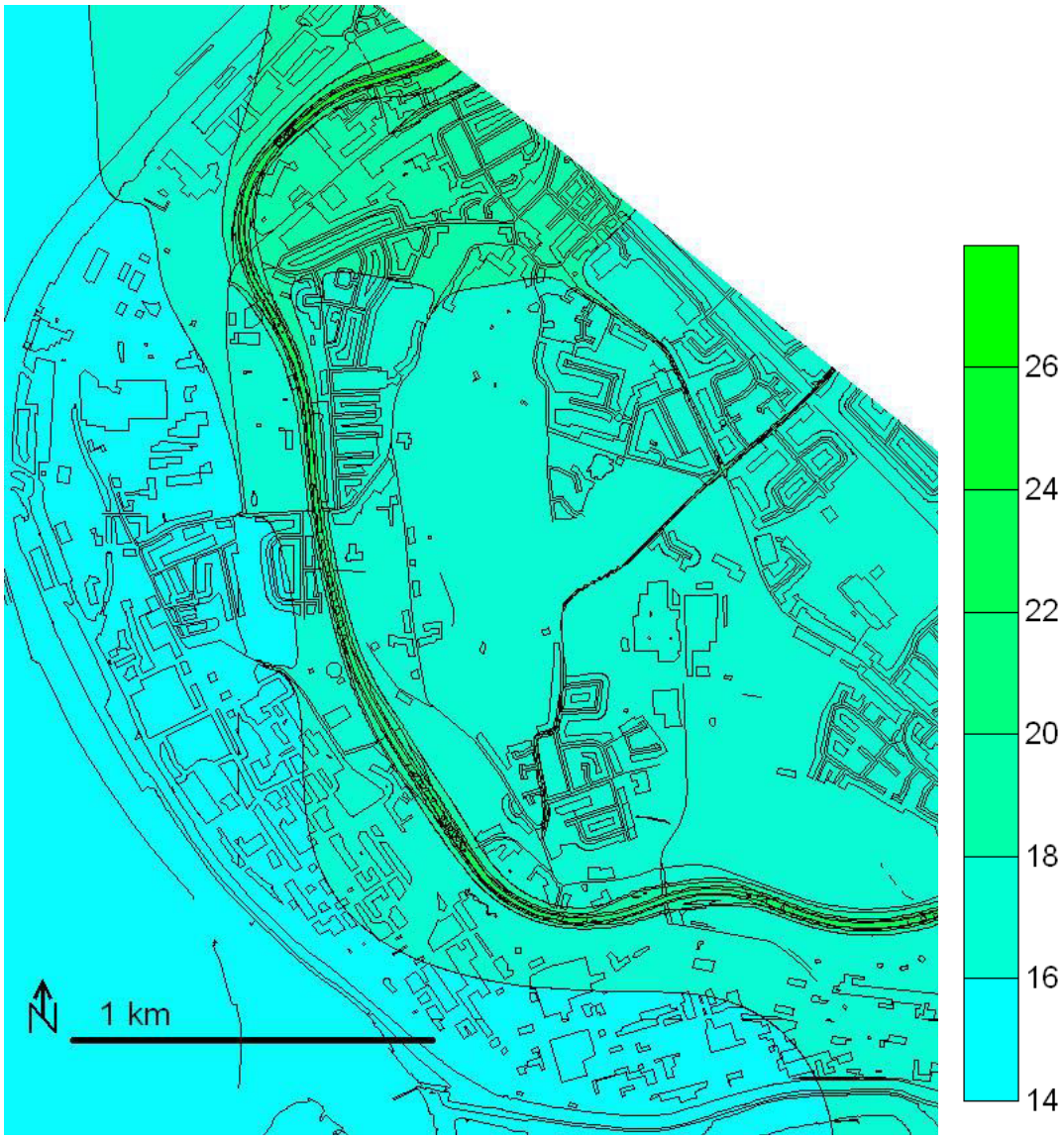
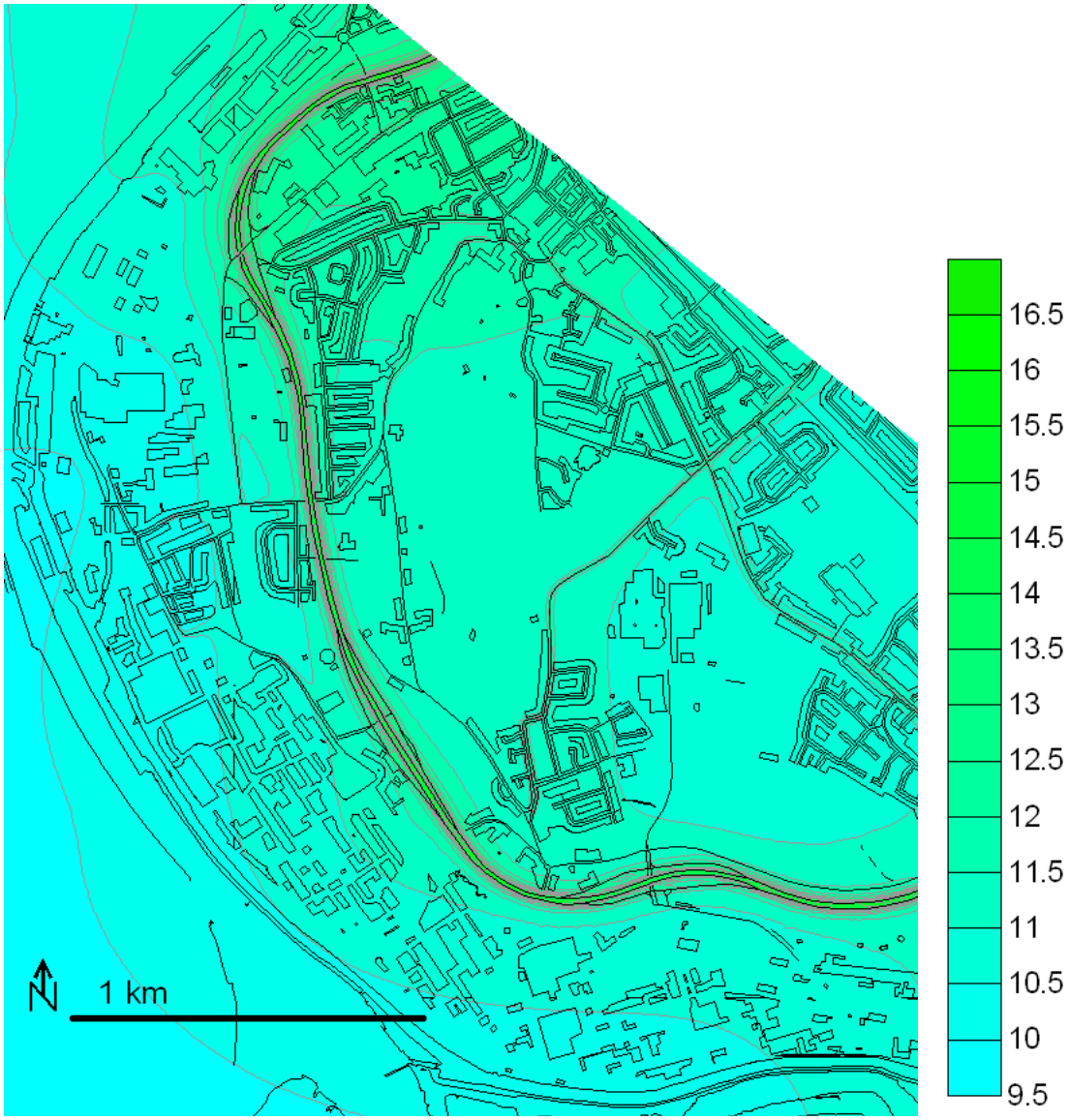


Figure 15: Annual Mean $PM_{2.5}$ Concentration with Energy for Waste plant in operation, µg/m3
(Objective is 25 µg/m3)



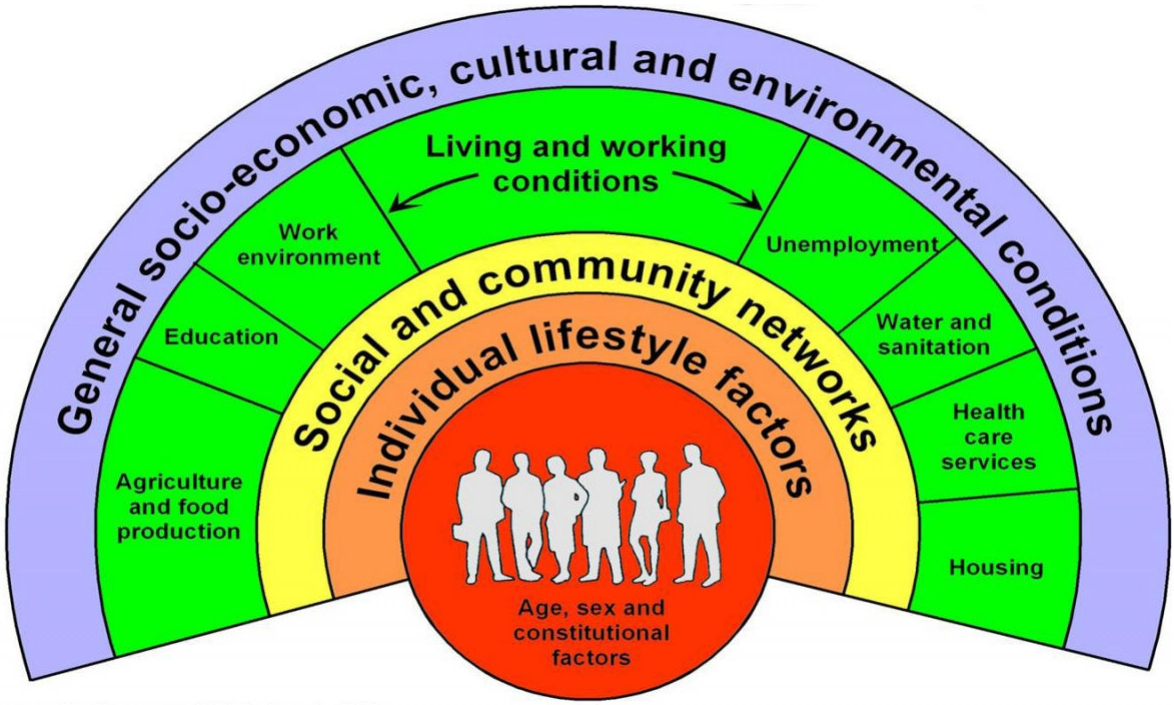
Health in Halton

Halton health profile

The health of people in Halton is generally worse than the England average for a number of indicators. The heath profile for England identifies key outcomes that are significantly worse for people in Halton than the England average.[18] There are a variety of factors which have a significant influence in determining the health of an individual, as well as the health of a population.

The main determinant of health, after individual physical and genetic factors, are the lifestyle choices that we make, and the social context in which we live, eg, the educational, employment, housing choices that we have available. The environmental factors that influence our health represent only a small part of determining our overall health. **Figure 16** shows the Dahlgren and Whitehead model of Determinants in Health and describes the key influences in determining the health of a population.

Figure 16: Dahlgren and Whitehead model of Determinants in Health



Source: Dahlgren and Whitehead, 1991

Halton has higher rates of less healthy lifestyle activities undertaken within the borough, such as smoking, poor diet, reduced physical activity, unhealthy alcohol consumption. Halton is an area of high deprivation, with around 50% of the population living in some of the most deprived areas in England.

These factors play a significant role in determining the health of people in Halton and can, in part, explain some of the poorer health outcomes facing people in Halton, compared to other parts of the Country.

[18] Halton: Health Profile 2014. Public Health England
http://www.apho.org.uk/resource/item.aspx?RID=142121

Mortality associated with Air Pollution

A report by Public Health England estimate that 5.6% of deaths across England may be attributed to long term exposure to man-made fine particulate ($PM_{2.5}$) air pollution.[19] This report estimates that in Halton, 5.5% of deaths (approximately 62 deaths per year) can be attributed to $PM_{2.5}$ pollution. The proportion of deaths attributable to air pollution is similar to the national average and to neighbouring authorities (although direct comparison cannot be made). Attributable deaths in local neighbouring authorities are shown in **Figure 17**.

Figure 17: Table showing population size, number of deaths, and the number and fraction of deaths attributable to $PM_{2.5}$ as estimated in the PHE 2015 report

	Population age 25+ (x1000)	**No. Deaths age 25+**	**No. Attributable deaths age 25+**	**% deaths attributed to $PM_{2.5}$**
England	35878	458743	25002	**5.6**
North West	4733	67871	3427	**5.1**
Halton	80.6	1131	62	**5.5**
Warrington	138.1	1746	95	**5.4**
St Helens	123.8	1792	98	**5.5**
Knowsley	99.9	140	77	**5.5**
Liverpool	289.3	4388	239	**5.4**

The impact of $PM_{2.5}$ on the contribution made towards deaths varies between authorities due to demography and epidemiology and so comparisons are difficult. Proportion of attributable deaths is not solely associated with either deprivation or amount of local industry. **Figure 17.1** shows the population size, number of deaths, and the number and fraction of deaths attributable to $PM_{2.5}$ as estimated in the PHE 2015 report in London and some central London Boroughs.

Figure 17.1: Table showing population size, number of deaths, and the number and fraction of deaths attributable to $PM_{2.5}$ as estimated in the PHE 2015 report

	Population age 25+ (x1000)	**No. Deaths age 25+**	**No. Attributable deaths age 25+**	**% deaths attributed to $PM_{2.5}$**
London	5330.6	47998	3389	**7.2**
Kensington and Chelsea	128.0	842	68	**8.3**
Westminster	182.5	1061	88	**8.3**

[19] Public Health England (PHE) 2015. Estimating Local Mortality Burdens Associated with Particulate Air Pollution. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/332854/PHE_CRCE_010.pdf

Illnesses associated with Air Pollution

There are a number of illnesses that have been associated with long term exposure to poor air quality and/or specific types of air pollution. The proportion that air quality contributes to the rate of these illnesses has not been quantified. The illnesses most commonly associated with poor air quality and their prevalence in Halton are described below.

Cardiovascular disease/heart disease

A COMEAP report in 2006 assessed the range of evidence to suggest a link between cardiovascular disease and air pollution and identified that there is likely to be an association. [20] The contribution that air pollution plays in the development of or worsening of existing of cardiovascular disease is unknown. There are a number of more significant risk factors in the development of cardiovascular disease.

In Halton, the known prevalence (4.3% of the population) and modelled prevalence of coronary heart disease (6.0%, this includes the numbers expected to have heart disease but who have not been diagnosed) are slightly higher than the England Average (known prevalence 3.3%, modelled 5.8%)[21]. The risk factors which are also more strongly associated with cardiovascular disease are also higher amongst the Halton population, which are most likely to account for the higher rates of cardiovascular disease locally than the national average. These risk factors include:

- Tobacco use and smoking
  Smoking is known to increase the risk of coronary heart disease by between 2 and 4 times. The 2013 Health Survey for England (HSE)[22] suggests that 18.4% of all people in Halton smoke, which is the same as the national average. However, a survey carried out in Halton for the Merseyside lifestyle survey 2012/13 suggests that 30% of people in Halton smoke. As it is not possible to determine a true number, the real level of smoking in Halton is likely to lie between 18-30%, which represents a significant population placing themselves at increased risk of coronary heart disease.

- Poor diet
  A balanced healthy diet with at least 5 fruit and vegetables a day, low salt intake and appropriate fat consumption is needed to maximise heart and circulatory heath. Poor diet can significantly increase the risk of cardiovascular disease. The Merseyside Health Survey suggests that on average, adults in Halton eat 1.9 portions of fruit and two portions of vegetables per day. One in three eat the recommended daily amount of five portions of fruit and vegetables per day (35%). Half of people tend to add salt to their food during cooking (52%), and a further 28% generally do so at the dinner table. Poorer diets of people within Halton will be contributing to higher rates of cardiovascular disease.

- Low Physical activity

[20] Committee on the Medical Effects of Air Pollutants (COMEAP), 2006. Cardiovascular Disease and Air Pollution
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/304668/COMEAP_cardiovascular_disease_and_air_pollution.pdf
[21] Halton Joint Strategic Needs Assessment: Long Term Conditions – Cardiovascular Disease 2014/2015
http://www3.halton.gov.uk/Pages/health/JSNA/longterm/CardiovascularDisease.pdf
[22] Health and Social Care Information Centre (2014) *Health Survey for England 2013*
http://www.hscic.gov.uk/catalogue/PUB16076

The Merseyside Lifestyle Survey 2012/13 suggests that just over a third of Halton residents engage in moderate-intensity activities such as brisk walking, cycling, or swimming for at least 10 minutes continuously (36%) and one in five adults (19%) engage in vigorous-intensity activities such as running or football, this means that just under half of our population (45%) do not participate in moderate or vigorous exercise. Adults in Halton estimate that they spend an average 263 minutes (almost 4 and a half hours) each day either sitting down or reclining (excluding sleep). Being physically inactive increases the risk of cardiovascular disease. There are lower rates of physical activity amongst men and women in Halton compared to the Merseyside and England average, increasing the likelihood of Halton residents developing cardiovascular diseases compared to other areas.

- Obesity
  Based on the Body Mass Index, 36% of people in Halton are overweight and 25% are obese according to the Merseyside Lifestyle Survey. Excess weight is a significant modifiable factor to help prevent cardiovascular disease. A population with excess weight will lead to higher rates of cardiovascular disease in Halton.

- Excess alcohol
  The Merseyside Lifestyle Survey identifies that two in three adults in Halton drink alcohol (67%). This is higher than both the overall Merseyside figure of 59%, the national average of 62%. Among those who drink alcohol, two in three drink at least once a week (66%). Among all Halton residents one in nine people drink at increasing levels (11%) and four per cent drink at higher risk levels, which is in line with the average across Merseyside. Excess alcohol consumption will contribute to the higher burden of cardiovascular disease in Halton.

Respiratory disease

- Chronic Obstructive Pulmonary Disease (COPD)
  COPD is a group of lung diseases that block airflow and make breathing difficult. Emphysema and chronic bronchitis are the two most common conditions. Halton Clinical Commissioning group (CCG) Quality and Outcome Framework data identifies that COPD prevalence in Halton is 2.5% which is higher than the England average of 1.7%. The most common risk factor for COPD is smoking. Smoking is thought to account for around 90% of all COPD cases.[23] The higher than average smoking rates (and high historical smoking rates) are the most likely causal factor for Halton's higher rates of COPD. High levels of air pollution, particularly dust, could also contribute to some COPD, although current evidence is limited. Levels of particulate matter in Halton are well within European Directive levels.

- Asthma
  Halton Clinical Commissioning group (CCG) Quality and Outcome Framework data identifies that the prevalence of asthma in Halton is 6.9% which is higher than the England average of 6.0%. There are a number of factors that can cause asthma, the exact cause is unknown, but amongst these are:
  - Family history of asthma can increase the likelihood of an individual developing asthma and this is largely not preventable.
  - A high proportion of asthma can be brought about allergies to things such as dust, dust mites, animal hair etc.

[23] http://www.nhs.uk/Conditions/Chronic-obstructive-pulmonary-disease/Pages/Causes.aspx

- Smoking during pregnancy has considerable consequence to the growth and development of the child, including a significantly greater likelihood of the child developing severe asthma in childhood and later life. Halton also has a considerably higher proportion of women smoking at the time of delivery, with 18.9% of women smoking at delivery compared to 12.7% across England (2012/13).

Lung Cancer

The most predictive factor for the development of lung cancer is smoking and exposure to tobacco smoke. The risk of developing lung cancer is 25 times greater in a person who smokes than in a person who doesn't smoke. As previously identified, Halton has a higher rate of smoking than the national average, up to 30% of people living in Halton are putting themselves at a 25 times greater chance of developing lung cancer. The smoking rate in Halton has recently decreased, but data suggests that historically smoking rates could have been 35% or higher in Halton. The risk of developing lung cancer as a result of smoking does not disappear immediately if someone stops and so there will be a period of time where the impact of smoking are still felt locally, and higher levels of lung cancer (and other smoking related conditions) can be expected locally whilst there is a legacy of high smoking rates.

Petition response

Halton Borough Council received a petition entitled "Request for the Council to Monitor the Air Quality for $PM_{2.5}$ and other toxins" on 6th March 2015.

The petition stated:

"Halton is a highly polluted area and our local authority have allowed a massive waste incinerator to be built. We have had a number of leaks already at the plant.

We want to protect the health of our children from these highly toxic contaminants, this can only be done by Monitoring the Air Quality for PM 2.5 and other toxins.

Our council to date has refused even though we are in an area that the British Government is being sued by the European Courts for failing comply with the European Directive on Air Quality

For many years Halton claim to fame was the title of the highest cancer rates in the country not to mention asthma as a common household ailment. We also have a very high rate of multiple scleroses. Runcorn and Widnes, in the past, had a very large chemical industry and wielded great power. With the public becoming aware of the serious risk to health we of course want to protect our children (they are our future). Our local council maintain they meet the Government requirements which shows the air quality is good. If this is the case then why do they not monitor for Particulate Matter 10 (PM) or PM 2.5 The Silent Killer.

We need the monitors to get the proof our Air Quality is the cause of all the breathing ailments in our area. This is supported by the findings of the European Research."

The petition was signed by 5632 people, 946 (17%) of those signing the petition lived outside of the Halton area.

Response to statements made in the petition

The petition focusses on the development of the Energy from Waste incinerator and indicates that this is a significant cause of pollution locally including some leaks.

The Energy from Waste incinerator has been developed in Weston Point, operated by Viridor. The Incinerator was developed following a lengthy planning application process including local consultation. The development of the facility came under the Electricity Act 1989 and as such, consent for the development was given by the Secretary of State for Business, Enterprise and Regulatory Reform.

Following the planning application process an IPPC permit is required to control and assess emission activities. The Energy from Waste process is an A1 process and as such, the permit was issues and is regulated by the Environment Agency. **The Council have not been informed by the Environment Agency of any infringements to the permitted processes.**

Halton Borough Council to date has refused to monitor for PM 2.5 and other toxins, even though we are in an area that the British Government is being sued by the European Courts for failing comply with the European Directive on Air Quality.

The body of the report highlights the breadth and duration of air quality monitoring which takes place within the Borough. Halton Borough Council complies with the EU Air Quality Directives and assesses all pollutants required under legislation. Halton achieves the objective measures for all required pollutants, with the exceptions of NO_2 in two areas which have been identified as Air Quality Management Areas. These areas regularly exceeded permitted levels of NO_2 as a result of localised traffic flow issues and additional measures, previously highlighted, are being implemented to improve this situation.

Measurement of $PM_{2.5}$ is not current a requirement as part of the UK Air Quality legislation and the Council is not required to continually monitor this. **Halton Borough Council have however monitored $PM_{2.5}$ and levels have been found to be well below EU guideline objectives**. An independent Air Quality model to identify the effect of the Energy from Waste site operations has shown that $PM_{2.5}$ are predicted to remain well below EU guideline Objectives levels even during full plant operations. Should the EU Air Quality Directives change to require Local Authorities to monitor $PM_{2.5}$ on a continual basis, Halton Borough Council will comply with this.

The European Commission has launched legal proceedings against the UK for its failure to cut excessive levels of nitrogen dioxide and create a national plan to do so. This is based on NO_2 levels exceeding EU objectives at zonal levels and does not relate to individual Local Authority areas. **Halton is not included in any of the zonal areas to which the proceedings apply.** The EU directive standards are determined using a network of air quality monitors in populated areas which are distinct from the monitors used by local authorities to assess and monitor air quality within their own area as part of their own legal requirement. DEFRA are responsible for this network of monitors. Halton have a network affiliated monitor which contributes to the national network.

For many years Halton claim to fame was the title of the highest cancer rates in the country not to mention asthma as a common household ailment. We also have a very high rate of multiple scleroses

More than one in three people in the UK will develop some form of cancer during their lifetime.[24]Although there are more than 200 different types, lung, breast, prostate and bowel cancers account for more than half of cancer diagnoses each year.

Cancer is a group of conditions where cells in a specific part of the body grow and reproduce uncontrollably. It accounts for a quarter of all deaths in England. Halton **does not** have the highest cancer rate in the country. However, it must be recognised there is a higher incidence of all cancers than the England average. The directly standardised incidence all age, all cause cancer rate is 705/100,000 population in 2012 (for every 100,000 people in Halton, 705 on average will develop a cancer in that year). The regional North West rate of 626/100,000, and an average England rate of 586/100,000. In terms of deaths as a result of cancer, between 2011-13, there were 188 deaths per 100,000 population in Halton, this is ranked as 143rd highest out of all 150 England Local Authorities.[25]

The most common causes of cancer are widely accepted to be Smoking, Poor diet and Alcohol consumption. Smoking is by far the most important preventable cause of cancer. It is responsible for one in four UK cancer deaths, and nearly a fifth of all cancer cases. Nearly half of all smokers will eventually die from smoking-related diseases.[26] After smoking, poor diet is one of the most important avoidable causes of cancer, and has been linked to bowel cancer, pancreatic cancer and oesophageal cancer. Alcohol has been classified as a Group 1 carcinogen since 1988, and is responsible for around 4 per cent of cancers in the UK each year – around 12,500 cases. It is known to increase the risk of liver, mouth and bowel cancer among many others. Higher rates of these lifestyle factors within a community will lead to higher incidences of cancer. As previously described Halton has significantly higher than the England average rates of smoking, poor diet, and excess alcohol.

The contribution that air pollutants make to cancer incidence is unknown. However, **European Air Quality Objectives are set at levels to protect health, and air Quality in Halton complies with these directives**.

There is no accurate GP register for multiple sclerosis (MS) and it is therefore not possible to identify the actual number of people with Halton in a specific area. The MS Trust estimates that between 100 and 140 people per 100,000 have multiple sclerosis. There is no reason to believe that rates are higher in Halton. There is also no evidence in the scientific literature of a plausible link for air pollution as a significant cause of multiple sclerosis. The MS Trust identifies the cause of MS is still unknown but the widely acknowledged theory is that MS is an auto immune condition, where by the patients' own immune system attacks the nerves. There are also some correlation between MS and smoking.[27]

Our local council maintain they meet the Government requirements which shows the air quality is good. If this is the case then why do they not monitor for Particulate Matter 10 (PM) or PM 2.5 The Silent Killer

As identified within the body of the report, Halton Borough Council does monitor PM_{10} as part of the Air Quality legislation, and the results of this are publically available. The Annual

[24] Annual Report of the Chief Medical Officer: Volume 1, 2011: On the State of the Public's Health
[25] PHE Longer Lives, http://healthierlives.phe.org.uk/topic/mortality/area-details#are/E06000006/par/E92000001/ati/102/pat/ accessed 19th May 2015
[26] Mortality in relation to smoking: 50 years' observations on male British doctors. US National Library of Medicine. http://www.ncbi.nlm.nih.gov/pmc/articles/PMC437139
[27] http://www.mstrust.org.uk/atoz/cause.jsp

Air Quality Review and Assessment is published on the Halton Borough Council Website and has been available since 2006.[28]

As previously identified, there is no legal obligation under the UK Air Quality Directives for the Council to monitor $PM_{2.5.}$ Halton Borough Council have, however, undertaken $PM_{2.5}$ monitoring and undertaken robust modelling analysis which show that $PM_{2.5}$ is well within EU guideline objectives and is predicted to remain below.

If the EU Directive guideline for $PM_{2.5}$ is implemented into UK law, the Council will meet the required obligations as part of any that legislation.

We need the monitors to get the proof our Air Quality is the cause of all the breathing ailments in our area. This is supported by the findings of the European Research

The petition is not clear to what European Research is being referred. However the European Commission has developed an extensive body of legislation which establishes health based standards and objectives for a number of air pollutants in order to protect health. Halton Borough Council has achieved all Air Quality Objectives (with the exceptions of NO_2 which exceeds the permissible number of exceedences of NO_2 mean levels in 2 Air Quality Management Areas within Widnes).

Conclusion

Air quality in Halton is assessed and monitored regularly in order to comply with UK and EU Air Quality legislation. Air Quality objectives have been achieved in Halton for all current pollutants with the exceptions of Nitrogen Dioxide.

Halton has identified two Air Quality Management Areas, both of them in Widnes, where levels of NO_2 exceed the objective levels on more occasions than is permissible as part of the objective standards. The levels of NO_2 are higher in these two areas as a result of higher town centre traffic activity. As a result of the declaration of Air Quality Management Areas, these areas are subject to additional measures and Halton Borough Council is working hard to ensure that the levels of NO_2 in these areas fall to within permitted levels as soon as possible. These activities include investigating traffic flow alterations and promoting alternative access to the town centre, cycling, walking etc.

National and European Air Quality Objectives are determined at levels to protect health. As Halton meets all these criteria (except in designated AQMAs) the air quality cannot be considered to be at levels poor enough to affect health.

Halton experiences poorer levels of health than many other areas in the country. This however can be explained in the most part by lifestyle factors and the higher rates of people making less healthy lifestyles choices in Halton. The Council and local partners are continuing address the factors which impact greatly on health including encouraging people to stop smoking, improving access to and

[28] http://www4.halton.gov.uk/Pages/planning/air-quality.aspx

awareness of healthy diets, access to weight management programmes, improvements in local amenities and encouraging more active lifestyles. The Council have a set of Key Health and Wellbeing Priorities to improve the health of the population, and is engaged in improving life chances and making it easier to make healthy lifestyle choices by ensuring we work across all agencies to improve education, enhance employment opportunities, and provide healthy safe and thriving homes and communities.

Over 4600 people who live in Halton have signed a petition believing that the Council do not monitor air quality and that air quality in Halton is poor enough to affect health despite evidence being available that both of these assertions are incorrect.

Recommendations

In order to address the issues raised in this report and ensure that air quality in Halton remains good and ultimately to improve health and wellbeing in Halton, the Council has identified a number of recommendations for future action:

i. Undertake a series of public engagement events to build a greater understanding of the concerns local people have regarding air quality in Halton and identify opportunities to build improved relationships to ensure a clear way forward in all concerns.
ii. Develop an active multi agency Air Quality Forum (including lay representation) to enable issues and concerns to be raised and discussed in an open, engaged forum and facilitate agreement on actions and outcomes.
iii. Investigate further opportunities to limit emissions and reduce NO_2 in areas of potential high traffic activity around built up areas and achieve compliance with NO_2 Air Quality Objectives.
iv. Develop a full Air Quality Strategy, based on available local and national data and evidence to ensure that Halton is able to sustain recent improvements in Air Quality across the borough and proactively seek to remove the declaration of Air Quality Management Areas within the borough.

REPORT TO: Executive Board

DATE: 3 September 2015

REPORTING OFFICER: Strategic Director, Policy & Resources

PORTFOLIO: Transportation

SUBJECT: Street Lighting – Strategy & Policy

WARDS: Boroughwide

1.0 PURPOSE OF THE REPORT

1.1.1 To approve the attached Street Lighting Strategy and Policy which has been prepared following a previous report to Executive Board which considered potential measures to achieve street lighting savings.

1.2 The Strategy and Policy attached was endorsed by the Environment and Urban Renewal Policy and Performance Board (E&UR PPB) at its meeting on 24th June 2015, agreeing at the same time that it be submitted to the Executive Board for approval.

2.0 RECOMMENDATION: That

1) **The Street Lighting Strategy and Policy document attached as Appendix 1 be approved;**

2) **Agreement be given to the proposal to remove street lighting from rear passageways and independent footpaths where these routes are not the primary means of access to properties and when the existing equipment is no longer serviceable; and**

3) **Agreement be given to the proposal to require a commuted sum to be paid where non-standard equipment is installed as part of a development (see paragraph 4.7).**

3.0 SUPPORTING INFORMATION

3.1 The cost of street lighting maintenance is constantly rising, mainly as a result of energy costs which are increasing well above inflation. The cost of energy for all the Council's highway electrical assets (including street lighting, traffic signals, illuminated signs, etc.) is approximately £1,216,000 per annum and includes all the following equipment: -

- Over 19,000 conventional lighting columns plus 400 lighting columns for HHT
- 98 high mast lighting columns

- 1,400 illuminated traffic signs
- 450 illuminated bollards
- 58 traffic signal controlled junctions
- 20 Puffin Crossings
- 5 Toucan crossings
- 18 Zebra crossings
- 14 Variable Message Signs (VMS)
- 9 CCTV cameras
- 12 Speed cameras

3.2 There are more than 19,000 columns within in the Borough and about 24% are over 30 years old (their design life) and will need replacing within the next few years. In addition, the lanterns also need replacing on approximately 40% of the columns in order to bring the lighting up to current standards. The cost of these works will be about £8,000,000; the current structural maintenance budget is £200,000 per annum. However, the rest of the stock will continue to age towards the end of its design life and hence will need to be replaced in the coming years.

3.3 There is no statutory duty to provide street lighting. The power to provide street lighting is set out in Section 97 Highways Act 1980 (see below).

Highways Act 1980
97 Lighting of highways.

(1) The Minister and every local highway authority may provide lighting for the purposes of any highway or proposed highway for which they are or will be the highway authority, and may for that purpose—

(a) contract with any persons for the supply of gas, electricity or other means of lighting; and

(b) construct and maintain such lamps, posts and other works as they consider necessary.

(2) A highway authority may alter or remove any works constructed by them under this section or vested in them under Part III of the Local Government Act 1966 or section 270 below.

(3) A highway authority shall pay compensation to any person who sustains damage by reason of the execution of works under this section.

(4) Section 45 of the Public Health Act 1961 (attachment of street lamps to buildings) and section 81 of that Act (summary recovery of

damages for negligence) apply to a highway authority who are not a council of a kind therein mentioned as they apply to such a council.

If street lighting is provided under this Act then it needs to be maintained in a serviceable condition. The original purpose of street lighting was purely a crime prevention matter. It was unrelated to highway safety. The fact that street lighting outside of urban areas is still unusual is a reflection of this fact.

3.4 It is recognised that street lighting has a vital role to play in reducing fear of crime and improving community safety after dark. Lighting can reduce crimes involving street robbery, theft from the person and assault, theft of/from and damage to motor vehicles, vandalism and burglary. One of its greatest benefits is to reduce the fear of crime, especially for the more vulnerable members of our community.

4.0 POLICY IMPLICATIONS

4.1 Due to the increasing energy costs for street lighting, it is recognised that **action must be taken to minimise future growth in energy consumption and this is one of the main reasons for preparing a Street Lighting Strategy and Policy**. It was agreed by the Executive Board 29th March 2012 that street lighting be switched off on high speed roads (i.e. roads with a speed limit higher than 40 mph) between midnight and 6.00am throughout the year. It was estimated that this would save approximately £125,000 per year (with it costing approximately £20,000 to purchase and install the necessary equipment to control the switch off/on). Regrettably, the anticipated savings have not been achieved in full due to increases in energy costs, and the actual saving was about £40,000 pa. There have generally been no adverse comments about the switch-off, however, following a number of single vehicle collisions (loss of control of vehicles from Daresbury towards the Bridge) a decision was taken in January 2014 to switch the lighting back on at the roundabout on A558 Daresbury Expressway/Pitts Heath Lane, Runcorn. There have been no recorded effects on road safety or an increase in collisions that can be attributed to a lack of lighting, at any other locations in the Borough where street lighting is switched off.

4.2 **It is proposed that there should be no net increase in the highway electrical equipment stock that will increase the demand for and cost of energy other than for the following situations**:

- Statutory requirements (such as the illumination of certain road signs);
- Road safety reasons (such as when signs and/or bollards that are required to be illuminated OR when traffic control equipment (e.g. traffic signals, Puffin crossings, etc.) is installed as part of Local Safety Schemes at collision sites);

- Adoption of new developments (including industrial and residential);
- The installation of electrical equipment as part of our statutory duties or partnership working (such as air quality monitors or ANPR cameras).

4.3 **It is proposed that there should be a presumption against new lighting schemes or additional highway electrical equipment funded through Area Forums (such as CCTV, lighting footpaths, traffic management/engineering schemes requiring illuminated signs, car parks or recreational areas) or from the Council's other capital budgets, unless the additional revenue budget is available to fund the on-going lighting/highway electrical equipment and maintenance indefinitely.**

4.4 **Consideration will need to be given in the future to the removal of lighting from secondary independent footpaths (i.e. where there is a suitable alternative route and it is not the main access route to properties) and gated routes to the rear of residential properties (i.e. rear entries and passageways).** This is in order to cut energy bills and carbon emissions and each location will be the subject of a review, which will be carried out when the existing lighting columns and lanterns reach the end of their life and it is not viable to replace them. It will need to done on an area basis to provide a consistent approach and it will also overcome a current maintenance issue where it is often difficult to gain access to carry out maintenance to some columns due to locked gates and no vehicular access (making safe access to the lantern difficult, where hinged columns have not been installed), for example.

4.5 **Where there are suitable alternative lit routes, then consideration will also be given to no longer installing lighting on independent footpaths, unless it is a primary route to a school or major employment areas.** This will be particularly applicable to independent cycleways and bridleways, which are provided primarily for recreational purposes.

4.6 **A presumption against <u>any</u> future growth in street lighting provision will be difficult due to the need to provide it on new residential roads and high profile regeneration schemes.** Also there will be a number of additional traffic signal controlled junctions as a result of the Mersey Gateway and the Daresbury Pinchpoint scheme which will increase our inventory and, therefore, costs.

4.7 **Commuted Sums**

For all new highway electrical equipment (including street lighting, CCTV and Intelligent Transport Systems (ITS)) provided as part of new developments, **it is proposed that the developer shall pay the Council a commuted sum to cover the cost of 10 years**

maintenance, based on the current HBC Term Maintenance Contract or 10% of the new works costs, whichever is the higher, plus the energy charges for the equipment based on the current energy supply contract rates for 10 years. Subject to the agreement of the Council, where a standard of materials is required that exceeds the standard specification, and which, as a result, will incur higher maintenance costs, a Commuted Sum, equal to the one-off replacement cost of the equipment/furniture, will be levied payable to the Council prior to adoption of the completed scheme, this is in addition to the standard commuted maintenance costs detailed above.

Where a higher standard of materials is installed without the agreement of the Borough Council and/or where a Commuted Sum has not be paid, then adoption will not be granted and the on-going maintenance will be the responsibility of the developers or their appointed Managing Agents.

The mechanism for achieving these payments will be determined by what is most appropriate from time to time. For example, they may be included within planning obligations (Section 106 agreements) or within Section 38 highway adoption agreements.

These additional proposed costs would need to be made clear to developers at planning application stage (or pre-application consultation stage if this is used). It should also be noted that additional costs in this area could impact on developer contributions in other areas (such as open space provision) since the scheme viability may need to be assessed. Should scheme viability be at stake policy considerations would have to be taken into account in determining priorities regarding which contributions are to be imposed. There is a further risk that developers may apply for compulsory highway adoption under section 37 Highways Act 1980 to avoid extra charges.

4.8 **Future Lighting Provision**

A Capital Bid to fund all structural maintenance of lighting columns was approved in 2007. This enabled a £100,000 saving to the Council's revenue budget for 2007/08 to be realised without reducing maintenance standards. However, this has now reduced the revenue budget to such a point where there is no scope for further reductions without actually removing existing lighting units. At present £200,000 is provided from the Council's Capital budget for street lighting structural maintenance. £1,730,000 is allocated from Revenue for maintenance of all street lighting, signs bollards and zebra crossings, although £1,216,000 is required from this for the energy bill.

On 26th March 2015, an Invest to Save Bid of £4.7M was approved by the Executive Board for a programme of work to replace the current conventional street lighting lanterns with energy saving Light Emitting Diode (LED) Units. The key benefits were noted as a reduction in

energy costs, increased reliability and longevity and enabling the Council to meet its commitments on sustainable practices and reducing carbon emissions. Exact reductions in energy costs are always difficult to predict as energy prices have been known to increase in response to local authorities' attempts to reduce their street lighting energy demands.

5.0 FINANCIAL IMPLICATIONS

5.1 The switching off of street lighting on high speed roads was anticipated to save an estimated £125,000 per year, however due to other changes in energy charges this saving was only £40,000.

5.2 Energy costs are fluctuating and the costs up until 31st March 2017 have now been agreed. The total annual cost of un-metered electricity for highway electrical equipment is estimated to be around £1,250,000.

5.3 In order to achieve further savings and ensure the Council's lighting stock is structurally sound and fit for purpose, it will be necessary to continue to invest in the asset. This will enable more efficient technologies to be introduced (recognising however that there will be long pay-back periods (5 – 10 years)) and allow for columns that are past their design life to be replaced. Funding opportunities to enable this investment have been explored and agreed (paragraph 4.8) and will continue to be investigated.

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

6.1 **Children and Young People in Halton**
Reductions in street lighting, especially on residential estates, could impact on: child pedestrian casualties; the desire to walk to school during the dark mornings and nights; young drivers and the incidence of anti-social behaviour.

6.2 **Employment, Learning and Skills in Halton**
There are no direct implications on the Council's 'Employment, Learning & Skills in Halton' priority.

6.3 **A Healthy Halton**
Reduced street lighting could discourage walking and cycling and the use of public transport, which have implications for the health of those affected.

6.4 **A Safer Halton**
Street lighting can contribute to road safety and a reduction in accidents. It can also help reduce crime and anti-social behaviour which affects how safe people feel during the hours of darkness.

6.5 **Halton's Urban Renewal**
Street lighting is often part of Urban Renewal schemes and does have a positive impact on improving the environment.

7.0 RISK ANALYSIS

Street lighting is not a statutory function and there is no legal requirement for roads to be lit. However, it is recognised that street lighting contributes strongly to road safety, community safety and the prevention of crime. Street lighting fits with the Council's strategic priorities. Since July 1998, the Council is required by statute to exercise all of its functions with a view to preventing crime and disorder. It should be noted that the introduction of street lighting was originally for pedestrians as a result of crime and disorder issues. It continues to be accepted as a major contributor to the prevention of crime and disorder or its perception. Whilst the Council may not be challenged under the Highways Act about removing lighting, there may well be challenges under Section 17 of the Crime and Disorder Act 1998, as happened in Essex when the Police intervened with the proposal to turn off lights.

8.0 EQUALITY AND DIVERSITY ISSUES

Any reduction or failure to provide street lighting could unfairly disadvantage pedestrians and certain population groups who would not feel safe on the public highway during the hours of darkness.

9.0 REASON(S) FOR DECISION

9.1 These proposals all affect residents of the Borough and could result in less areas being lit in the future.

9.2 The policy will also require developers to pay towards the future maintenance costs for non-standard street lighting and intelligent transport systems (traffic signals, controlled pedestrian crossings, etc.).

10.0 ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

10.1 During the preparation of this Strategy and Policy the provision of street lighting was reviewed throughout the Borough. Options to maintain previous levels of street lighting provision were considered, but due to increasing energy costs this was not possible. Therefore the policy has been developed to minimise the impact whilst maintaining street lighting at critical locations.

11.0 IMPLEMENTATION DATE

11.1 The Street Lighting Strategy and Policy will be implemented from 1st October 2015.

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

Document	Place of Inspection	Contact Officer
Report to Executive Board, 29th March 2012 (Item 122) - Street Lighting – Energy Saving Options	Internet	
Report to Executive Board, 26th March 2015 (Item 158) – Invest to Save Proposal - Street Lighting	Internet	
Report to Environment & Urban renewal Policy & Performance Board, 24th June 2015 (Item EUR 10) – Street Lighting – Strategy & Policy	Internet	

HALTON
BOROUGH COUNCIL

Street Lighting Strategy & Policy

For further details please contact:

Street Lighting Team
Policy & Resources Directorate
Municipal Building
Kingsway
WIDNES
WA8 7QF

Street.lighting@halton.gov.uk

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Climate Change

APPENDICES

INTRODUCTION

This strategy and policy outlines the basic principles and standards applying to street lighting and illuminated signage in Halton. The term “street lighting” encompasses lighting and all other items of illuminated street furniture provided on the public highway (whether or not adopted by Halton Borough Council), except intelligent transport systems (ITS (traffic signals, pedestrian crossings, etc.)) and Variable Message signs (VMS).

The cost to the Council of energy for its electrical assets (including street lighting, traffic signals, illuminated signs, CCTV, etc.) is approximately £1.0m per annum (January 2015). The following is a summary of the electrical equipment installed within the Borough:-

- 19,000 conventional lighting columns plus 400 lighting columns maintained for Halton Housing Trust (HHT)
- 98 high mast lighting columns (on Runcorn Expressway System)
- 1,400 illuminated traffic signs
- 450 illuminated bollards
- 58 traffic signal controlled junctions
- 20 Puffin Pedestrian Crossings
- 5 Toucan (Pedestrian and Cycle) Crossings
- 18 Zebra crossings
- 14 Variable Message Signs (VMS)
- 73 CCTV cameras
- 12 Speed cameras
- 21 Real Time Passenger Information (RTPI) Signs (at bus stops)

There are three main types of lamps used in street lighting columns within Halton which are as follows:

- SOX (lamp) Low Pressure Sodium discharge lamp (orange light)
- SON (lamp) High Pressure Sodium discharge lamp (golden white light)
- LED (lamp) Light Emitting Diode lamp (white light)

1. OVERVIEW

British Standard for the Lighting of Highways

To achieve a structured and coherent approach to the provision of lighting on the public highway the correct levels and associated parameters for the lighting for each specific class of road, street, footpath, cycle track etc. must be determined. Such determination should take account of: -

- the use of the road, for vehicular, cycle and pedestrian traffic,
- local amenities such as leisure centres, schools, churches, community centres, village halls, shops, public houses, health centres, etc. which may affect the night-time use of the road
- the location of the road - rural, urban, etc.
- the environmental aspects.

Each category of road, street, footpath, cycle track etc. will have its own specific requirements, which will affect the level of lighting to be provided. The current British Standards (BS) for Road Lighting are, BS 5489 2013 and BS EN 13201 2003. BS EN is the abbreviation for British Standard European Norm, in other words it is the European Standard.

BS 5489 contains guidance and recommendations that are intended to support BS EN 13201 and to enable designers of lighting systems to comply with that standard.

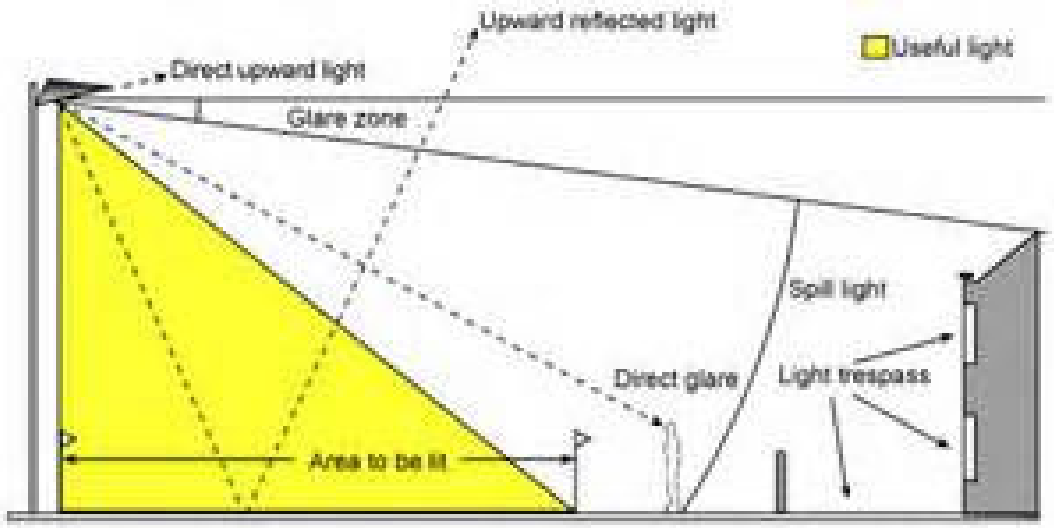
BS 5489 consists of two parts:
- BS 5489-1 Gives guidance and recommendations for the lighting of roads and public amenity areas
- BS 5489-2 gives guidance and recommendations for the lighting of tunnels.

BS EN 13201 consists of three parts:
- BS EN 13201 Part 2 – Details performance requirements
- BS EN 13201 Part 3 – Details calculation of performance
- BS EN 13201 Part 4 – Details methods of measuring light.

Well Lit Highways

Well-Lit Highways, is the code of practice for highway lighting management and was published in November 2004. The Code was drafted by a team on behalf of the UK Lighting Board and it is one of a suite of Codes commissioned by the UK Roads Liaison Group, which also included Roads and Bridges.

It provides local authorities with guidance on lighting management in an ever changing environment, creating a strong foundation for a positive and lasting road lighting maintenance policy. Adoption of the recommendations in this code will help the delivery of Best Value services. Whilst the code is specifically intended for road lighting, the principles are equally applicable to other forms of exterior lighting.



Light pollution is often caused by the way light is emitted from lighting equipment. Choosing proper equipment and carefully mounting and aiming it can make a significant difference.

2. FACTORS INFLUENCING THE PROVISION OF STREET LIGHTING

The provision of street lighting and other items of illuminated street furniture should support the Council's main priorities and Halton's Vision:

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

Halton's Vision:

Halton will be a thriving and vibrant Borough where people can

- Learn and develop their skills
- Enjoy a good quality of life with good health
- Benefit from a high quality, modern urban environment
- Have the opportunity for all to fulfil their potential
- Develop greater wealth and equality, sustained by a thriving business community
- Live in safer, stronger and more attractive neighbourhoods.

Factors that can influence a decision on when and where to install street lighting:

- A Highway Authority's statutory duties
- Road safety
- Protection and/or enhancement of the night-time environment
- Personal security and the perception of safety
- Increased feel good factor
- Lighting for closed circuit television (CCTV)
- Crime against property including car crime
- Reduction of vandalism
- Visual/environmental intrusion.
    - Daytime appearance, improved appearance of equipment
    - Night-time appearance, better optical control
    - Minimising obtrusive light, upward and intrusive light
    - Limiting lighting in rural areas
    - Location of street lighting equipment in relation to residential property/bedrooms.
- Cost effectiveness
    - Energy costs
    - Energy efficiency
    - Reliability and maintenance of equipment
    - Whole-life costs
    - Coordinated street scene approach
    - External funding incentives/opportunities
- Electrical, structural and other safety issues including testing
- Location and accessibility of equipment
- Specification of equipment
- Lighting styles including specialised columns for use in conservation areas
- Requests to accommodate decorative lighting or banners and the potential impact on the structural integrity of lighting columns
- Recycling and Disposal of redundant equipment including lamps
- Passive safety (columns designed to collapse upon impact by errant vehicle)

- Use of innovative and maturing technology to reduce costs and carbon output:
  - Variable lighting levels with electronic gear
  - Remote monitoring systems
  - Light emitting diodes (LEDs)
  - Carbon free energy supply
- Reduction of primary energy consumption and increasing the share of renewable energies

The above list is not exhaustive but it does give an indication of the many factors that may have to be taken into consideration when deciding whether or not street lighting should be provided.

3. LIGHTING POLICY

3.1 The following is a list of highway electrical equipment (January 2015) for which the Council is responsible:-

- 19,000 conventional lighting columns plus 400 lighting columns maintained for Halton Housing Trust (HHT)
- 98 high mast lighting columns (on Runcorn Expressway System)
- 1,400 illuminated traffic signs
- 450 illuminated bollards
- 58 traffic signal controlled junctions
- 20 Puffin Pedestrian Crossings
- 5 Toucan (Pedestrian and Cycle) Crossings
- 18 Zebra crossings
- 14 Variable Message Signs (VMS)
- 9 CCTV cameras
- 12 Speed cameras
- 21 Real Time Passenger Information (RTPI) Signs (at bus stops)

3.2 The following principles apply to the provision and maintenance of street lighting:

- The promotion and maintenance of safety for all users of the highway with special consideration for all vulnerable user groups, e.g. pedestrians, cyclists, the elderly or people with disabilities and children, the principal aim of which is to reduce night-time accidents.
- The enhancement of the night-time environment with special reference to lighting in town centres and historic/conservation areas (e.g. the Victorian lanterns in Daresbury village).
- The promotion of lighting in areas suffering Crime and Disorder issues together with increasing personal security, reducing the fear of night-time attack on individuals and to deter vandalism of property.
- The avoidance of detrimental environmental impact in terms of the visual appearance of lighting, both day and night, adjacent to and on the highway and the overall impact on the environment in terms of energy conservation and light pollution.
- The provision of cost-effective lighting systems which are energy efficient
- The incorporation of whole-life costs
- Promoting the purchase of energy derived from renewable resources.
- The need for consultation with elected members and Parish Councils specifically as regards conservation issues.

3.3 Future Lighting Provision

3.3.1 **Due to the increasing energy costs for street lighting, it is recognised that action must be taken to minimise future growth in energy consumption.** It was agreed by the Executive Board on 29th March 2012, that in the first instance, street lighting be switched off on high speed roads (i.e. roads with a speed limit higher than 40 mph) between midnight and 6.00am throughout the year.

3.3.2 **It is proposed that there should be no net increase in the highway electrical equipment stock that will increase the demand for and cost of energy other than for the following situations**:

- Statutory requirements (such as the illumination of certain road signs);
- Road safety reasons (such as when signs and/or bollards that are required to be illuminated OR when traffic control equipment (e.g. traffic signals, Puffin crossings, etc.) is installed as part of Local Safety Schemes at collision sites);
- Adoption of new developments (including industrial and residential);
- The installation of electrical equipment as part of our statutory duties or partnership working (such as air quality monitors or ANPR cameras).

3.3.3 **It is proposed that there should be a presumption against new lighting schemes or additional highway electrical equipment funded through Area Forums (such as CCTV, lighting footpaths, traffic management/engineering schemes requiring illuminated signs, car parks or recreational areas) or from the Council's other capital budgets, unless the additional revenue budget is available to fund the on-going lighting/highway electrical equipment and maintenance indefinitely.** This proposal could also restrict the installation of new traffic signal equipment, Variable Message Signs (VMS), etc. **Obviously, each case will be judged on its merits depending on the potential impacts on the safe and efficient movement of pedestrians and vehicles, and on crime and disorder in the community for example, but it is evident that difficult choices will need to be made**. Where it is possible to avoid adding to the Council's stock of highway electrical equipment then this must be done. All proposed improvement and safety schemes are reviewed to reduce or remove any additional energy requirements whilst still meeting relevant design standards. It is proposed that lighting, including traffic signal controlled junctions and crossings, will be provided only if it is a key element of a safety scheme or part of an access to a new development. Traffic signs will not be lit unless it is a legal requirement, high reflective materials will be used for both direction signs and bollards to obviate the need for lighting. The provision of vehicle activated signs will be reviewed, where they are provided they will continue to be solar powered and their maintenance costs closely monitored.

3.3.4 Structural maintenance of lighting columns is currently funded from the Council's Capital Budget. This has enabled a saving to the Council's revenue budget to be realised without reducing maintenance standards. However, this has now reduced the revenue budget to such a point where there is no scope for further reductions without actually removing existing lighting units. In 2013/14, approximately 70% of the available Revenue budget for the maintenance of all street lighting, traffic signals, signs, bollards and pedestrian crossings, is required for the energy bill. This amounts to over £1.0m per annum.

3.3.5 The need to cut its energy bills and carbon emissions by reducing or removing street lighting, which may even need to be considered in residential areas. **Consideration will need to be**

given in the future to the removal of lighting from independent footpaths (i.e. where there is a suitable alternative route and it is not the main access route to properties) and gated routes to the rear of residential properties (i.e. rear entries and passageways). This review will be carried out when the existing lighting columns and lanterns reach the end of their life and it is not viable to replace them. It will need to be done on an area basis to ensure a consistent approach and it will, at the same time, aim to overcome a current maintenance issue where it is often difficult to gain access to carry out maintenance to some columns because of, for example, locked gates having been installed, or where obstructions have been placed on paths and where there is no vehicular access (this makes safe access to the lantern difficult especially where hinged columns have not been installed).

3.3.6 **Where there are suitable alternative lit routes, then consideration will also be given to no longer installing lighting on independent footpaths, unless it is a primary route to a school or major employment areas.** This will be particularly applicable to independent cycleways and bridleways, which are provided primarily for recreational purposes.

3.3.7 **A presumption against <u>any</u> future growth in street lighting provision will be difficult due to the need to provide it on new residential roads and high profile regeneration schemes.** Also there could be a need to install new lighting both for road safety and community safety reasons. A reduction in street lighting standards, such as turning off every other light, would leave the Council exposed to liability claims because street lighting is provided to national industry standards, and hence cannot be recommended. It has also been noted that the removal of street lighting could have serious impacts on the Council's priorities for road safety and community safety.

3.3.8 Any decision to remove street lighting from residential areas would be more cost effective if carried out in complete areas, to avoid areas of contrasting light and darkness. This would also avoid liability claims due to the area not being lit to the current design standards (or the standards at the time of installation). To be most cost effective, the oldest lighting units would be decommissioned first and this would need to be phased in over a period of years.

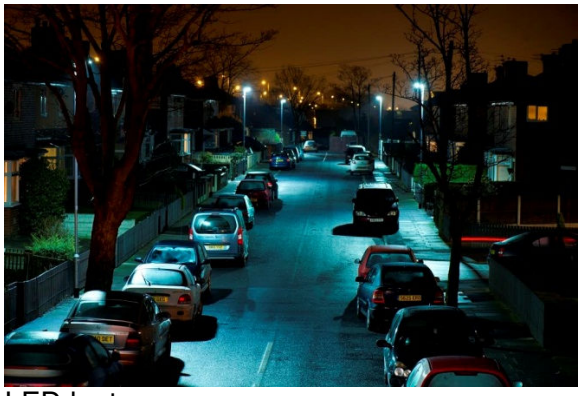
3.3.9 It is likely that any of the measures to reduce costs could prove to be unpopular and with the exception of the SJB flood lighting, all could have road safety and community safety implications. There is a concern that the removal of street lighting, or even switching it off between specified periods, has the potential, for example, for reversing the very encouraging downward trend in road casualties. It follows, therefore, that any measures that are imposed to save energy costs will need to be very closely monitored to determine their impact on road casualties. A number of the Council's key priorities could also be adversely affected especially in terms of promoting social inclusion and accessibility, and reducing crime and disorder.

3.3.10 There is an unavoidable incremental growth in the street lighting stock through the adoption of streets in new residential areas and the construction of new roads. New additional lighting units have also previously been funded through the Area Forums. Annually, these initiatives increase the inventory by approximately 250 units per year, but with no increased budget to cover the additional costs. The current total stock is in the order of 23,000 units (2014).

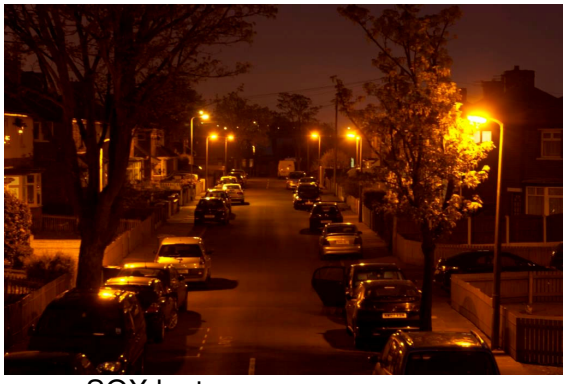
4. WHERE LIGHTING WILL BE PROVIDED

Within Halton there are three main types of lamps used in street lighting columns which are as follows, although other types have been used for special applications, such as in Victoria Square, where Ceramic Metal Halide (CDM) lamps (white light) were used:

- SOX - Low Pressure Sodium discharge lamp (orange light). This type was generally installed until 1990 and was used on all types of roads.
- SON - High Pressure Sodium discharge lamp (golden white light). This type was installed on all types of roads from 1990 and is still used on high speed roads.
- LED - Light Emitting Diode lamp (white light). This type is generally used in residential areas, but will be expanded to other areas as the technology develops.



LED lanterns



SOX lanterns

Lighting is provided in accordance with the current standards (see section 1), which classifies areas within the following categories:

4.1 Areas of Medium Brightness (Residential areas)

Roads falling into this category include all urban residential local access roads and footpaths (as defined by “Well Lit Highways”). Within Halton this includes most roads in residential areas.

As a general rule, roads in these areas are lit to the levels/standards originally provided/current at the time of installation/adoption, but when the lighting is refurbished it will be designed to the standards current at that time. This will allow new technologies to be used such as LED lighting and adaptive lighting (previously referred to as dimming). Replacement columns will generally be installed on a one for one basis but with replacement columns being positioned at the rear of the footway and on property boundary lines to assist the mobility and visually impaired.

4.2 Areas of High Brightness (Major Traffic Routes and Town Centres)

Major traffic routes are defined as all A and B class roads and contain all strategic routes, main/secondary distributor and link roads as defined in “Well Lit Highways”.
Generally, all roads in this area will be lit to the British Standard relevant at the time of installation or refurbishment.

Within Halton enhanced lighting has been installed on the following areas, which are not major vehicular traffic routes but are important pedestrian routes:

- Bridge Street, Runcorn
- Albert Road/Widnes Road, Widnes.

On 29th March 2012, the Executive Board of the Council approved the policy "To turning off street lighting on high speed roads (over 40 mph speed limits) between midnight and 6.00am throughout the year."

4.3 Sensitive Areas

For the purposes of this policy, Sensitive Areas are defined as:

- Statutory Conservation Areas, Scheduled Ancient Monuments, Listed Buildings (including the Silver Jubilee Bridge) and their settings.
- Non-statutory historic or heritage areas and older urban regeneration areas, identified by Halton as the Local Planning Authority.

There are other Council sponsored initiatives, which will be the subject of special treatment and funding (e.g. Victoria Square, Widnes). These will generally operate within the categories described above but some will have their own specific requirements. All these sensitive areas have a unique character and it is important that lighting arrangements are tailored accordingly, rather than being "standardised", in order to enhance the area where any works are carried out.

Lighting improvements should form an integral part of all environmental enhancement schemes.

In order to identify opportunities and constraints specific to the site under consideration, a Master Plan or Design Brief shall be prepared in conjunction with the appropriate planning officers. This should also take into account the views of interested outside bodies (e.g. historic societies, parish councils, etc.) to ensure that the appropriate environmental and lighting design solutions are achieved.

In view of the pressures upon financial resources, the provision and costs of environmentally designed lighting schemes and future maintenance liabilities will need to be borne in mind.

4.4 Standards of Lighting

The overall lighting standards for a specific area will generally meet the requirements of the current BS EN at the time of installation or refurbishment. As a general rule, new or replacement lamps shall be a white light source although consideration to alternative light sources (particularly for the purposes of floodlighting) will be given where required. There may be situations in particular locations used heavily at night, where a higher than the normal standard of illumination will be required.

In all historic areas the Lighting Engineer shall consult with the Local Conservation Officer to ensure that the historic styling and/or location of equipment is appropriate for the area in question.

In determining levels of illumination, lighting positions and styles, the design will consider pedestrian and vehicular uses/needs in relation to the following:

- Areas of activity - shops, school entrances, bus stops, libraries, highways, paths, etc. and areas of conflict (junctions, etc.).

- Listed buildings and historic qualities of the area.
- Building heights.
- Street features - crossing points, seating areas, tree planting, pinch-points, materials/colours, etc.
- Existing lighting - positions, styles, heights, lux levels, lighting type, lighting from shops, floodlights, etc. In assessing appropriate levels of illumination the existing and ambient lighting, from shops, floodlighting schemes, etc. may only be taken into account in special instances. The continued operation of ambient or privately owned lighting sources cannot be guaranteed for the life of the scheme.
- Local knowledge, incidence of vandalism, collision sites, etc.

The floodlighting of landmarks and historic buildings should seek to minimise pollution of the night sky and be discouraged where there is no on-going budget to fund energy and maintenance costs, in the case for local authority schemes. If floodlighting is being promoted by a private body then the same principles shall apply and all costs shall be met by them.

The design and installation of special or temporary lighting shall comply with the relevant sections of the current national design standard.

4.5 Lighting Equipment

All lighting equipment shall complement and enhance the appearance of the area. Conservation Area status does not establish a pre-requisite for period style lighting – good functional modern designs may be suitable. However, the particular character of a historic area may demand a non-standard approach or a blend of various lighting sources. Every opportunity should be taken to extend the range of acceptable equipment available through discussions with suppliers.

The restoration of existing cast iron and ornamental columns or lanterns, which are of architectural merit, will be encouraged but the electrical safety requirements must be considered paramount when deciding whether to reuse units. The retention of existing columns/lanterns, where these are of local historical importance, is desirable particularly where they form a feature of the locality.

4.6 Design of Lanterns

Generally standard lanterns will be used, applicable to the type of road. If “period style” lanterns are used, care should be taken to match historical periods. However, it is also necessary to maintain a harmony of style, as far as possible, as different lantern types may produce a cluttered and unplanned effect.

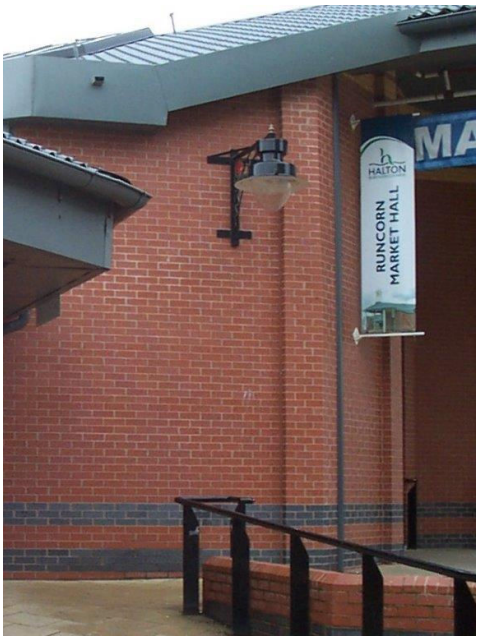
Where a modern style of fitting is proposed this, together with its control gear, must be recessive in design and colour (e.g. grey to blend in with the area) and be sited so as to be unobtrusive as far as possible during the daytime. Such fittings should be simple and of appropriate shape, colour and scale to the architectural setting.

There is a general presumption towards using, as far as possible, lanterns that minimise light pollution of the night sky.

4.7 Wall Brackets/ Wall Mounted Lanterns

Wherever appropriate lanterns should be affixed to buildings, in particular where footways are narrow and subject to very considerable pedestrian traffic. Brackets can be of architectural interest in their own right. Where new fittings require brackets, then fixings must take into account the nature and stability of the building; more than two fixing points should

be provided, especially for buildings with timber frame, lime mortar or soft brick construction. Also Wayleave Agreements will need to be obtained in advance of the work starting on site Modern interpretations of historic brackets may be appropriate in order to satisfy the need for cable ducting and load bearing requirements. The colour, weight and proportion of the bracket must be complementary to the lantern. Galvanised steel, primed and painted, should be used for new brackets, or other approved materials used, e.g. cast iron or aluminium.



Wall mounted lantern

4.8 Lighting Columns

Currently there is a mix of concrete, steel, stainless steel and more recently aluminium columns installed within the Borough. In future all new lighting columns shall be constructed of single extrusion aluminium with a minimum design life of 50 years and be suitable for the attachment of road traffic signs (as defined in the Traffic Signs Regulations & General Directions) in accordance with BD94, which currently allows a maximum area of 0.3 sq. m. Further details are contained in Appendix 2. Columns shall require no maintenance during their design life. In addition, on high speed roads (i.e. speed limit over 40 mph) then consideration should be given to making them passively safe and including an electrical disconnection system, where they are not erected behind safety fences.

The use of high mast lighting is generally not acceptable, although there are a number of existing masts on the Expressway system in Runcorn, which were installed as part of the New Town. However, due to the increased maintenance costs it is not proposed to install any new masts, although they will need to be retained around the southern end (Runcorn side) of the Silver Jubilee Bridge, due to the difficulties involved in installing conventional lighting.

Ornamental columns should be constructed from a single material but, where this is not possible, then the respective metals must be protected from each other to reduce cathodic action taking place. The restoration of existing cast iron and ornamental columns which are of architectural merit is encouraged. Where modern equipment cannot be accommodated within such columns, then measures to supply a carefully sited, separate free-standing unit may be an acceptable alternative to the loss of such features, always provided that electrical isolation can be achieved. New lanterns for such existing columns must be appropriate to the period of the column. Ornamental columns must be constructed from compatible metals. The mounting height must be appropriate to the scale of the setting in the street scene.


Ornamental Column

Where lighting columns need to be used, they should be sited to avoid obstruction to the footway (particularly for people with disabilities) (see paragraph 5.13). However, where this means that columns would be provided at the back of footways adjacent to buildings, consideration should be given to installing wall mounted fittings in lieu of columns. This will also be subject to the adjacent buildings being suitable both in terms of height and construction, together with the owner's agreement.

5. GENERAL REQUIREMENTS

5.1 Standards of Lighting

All new lighting should be provided, designed, and installed in accordance with Section 4 (above) and in accordance with the following supporting documents:

- HBC Street Lighting Design Guide; Street Lighting Material and Works Specification
- HBC Standard Detail Drawings
- Manual for Streets

5.2 Legislation

5.2.1 There is no statutory duty to provide street lighting. The power to provide street lighting is set out in Section 97 Highways Act 1980 (see below).

The original purpose of street lighting was purely a crime prevention matter. It was unrelated to highway safety. The fact that street lighting outside of urban areas is still unusual is a reflection of this fact.

All public lighting should fully comply with the following legislation and regulations:

- Highways Act, 1980
- Goods and Services Act 1994
- The Local Government Contract Act 1997
- Public Health Act 1961
- The Management of Health and Safety at Work Regulations 1999
- Electricity at Work Regulations 1989
- Traffic Signs Regulations and General Directions, 2002 and 2005 amendments
- Disability Discrimination Act 2005
- The Highways (Road Humps) Regulations 1999
- New Roads and Street Works Act 1991
- Traffic Management Act 2004
- BS 7671:2008 Requirements for Electrical Installations,
- BS EN 60529: “Specification for Degrees of Protection for enclosures.
- BS EN 60598-2-3: 1994, Luminaires for Road and Street Lighting.
- BS 5649 : “Lighting Columns”

Highways Act 1980
97 Lighting of highways.

(1) The Minister and every local highway authority may provide lighting for the purposes of any highway or proposed highway for which they are or will be the highway authority, and may for that purpose—
(a) contract with any persons for the supply of gas, electricity or other means of lighting; and
(b) construct and maintain such lamps, posts and other works as they consider necessary.
(2) A highway authority may alter or remove any works constructed by them under this section or vested in them

Under Part III of the Local Government Act 1966 or section 270 below.

(3) A highway authority shall pay compensation to any person who sustains damage by reason of the execution of works under this section.

(4) Section 45 of the Public Health Act 1961 (attachment of street lamps to buildings) and section 81 of that Act (summary recovery of damages for negligence) apply to a highway authority who are not a council of a kind therein mentioned as they apply to such a council.

If street lighting is provided under the Highways Act then it needs to be maintained in a serviceable condition.

Removal of street lighting is likely to reduce the quality of life for many of the people of Halton.

5.2.2 On the 1 April 1998, when the Borough Council became a Unitary Authority and the Highway Authority, it assumed responsibility for the maintenance and operation of highway lighting throughout the Borough on adopted highways, including the provision of new installations.

There are two main categories of Roadway Lighting – Group A (columns of a height of 10m and above) and Group B (columns of a height of between 5m and 8m) as laid down in the British Standard Code of Practice for Street Lighting.

Footway Lighting - A system of lighting provided for independent footpaths away from the highway and is designed in accordance with the relevant standard.

5.2.3 Where Town or Parish Councils wish to provide lighting on a highway the consent of Halton Borough Council, as Highway Authority, is required.

5.2.4 The Highways Agency is the Highway Authority for road lighting on Trunk Roads and Motorways, and has its own Policies and practices for the maintenance of those installations.

5. 3 Obtrusive Lighting

Obtrusive light is light which falls outside the area to be illuminated which, because of its quantity, direction or colour causes annoyance, discomfort, distraction or reduces the ability to see. Obtrusive light is often referred to as Light Pollution, which can be defined as the adverse effect of artificial light.


Light pollution

Obtrusive light can be subdivided into three main categories:-

Skyglow - The artificial brightening of the sky caused by the scattering of artificial light by dust particles and water droplets in the atmosphere. Often seen as an orange glow above urban areas and commonly referred to as Light Pollution. A large percentage of Skyglow is caused by light emitted directly upwards or at high angles of elevation from poorly designed luminaires and to a lesser extent light reflected from surfaces.

Glare - An intense blinding light, usually seen against a dark background, which can result in reduced visual performance and visibility. Poorly designed, installed and maintained lighting can cause glare that can affect the vision of pedestrians, cyclists and drivers, creating a hazard rather than increasing safety.

Light trespass - Light falling where it is not wanted or needed, light spilling beyond the boundary of the property on which the light is located. Poor exterior lights that shines into neighbouring properties and bedroom windows, reducing privacy, hindering sleep and affecting the appearance of the area.

Consideration shall be given to the restriction of obtrusive light by:

- The control of the type of light source
- Restricting the level of light emitted by the luminaire at high angles usually between 70 and 90 degrees.
- The use of full horizontal cut off luminaires for mounting heights above 6m will have a substantial effect on restricting obtrusive light.
- Similarly, the use of shallow bowl luminaires for mounting heights of 6m or less will help to reduce the overall level of obtrusive light produced by road lighting installations, but may add to the numbers of lighting units required.
- The use of LED lanterns can considerably reduce obtrusive lighting

Special consideration will need to be given to the effect of lighting on adjacent areas used by other means of transport so as to avoid dazzle to users of these facilities:

- major airports
- railways
- harbours
- transport interchanges
- navigable waterways
- adjacent unlit traffic routes
- car parks

This will include the design, installation and maintenance of any lighting systems to reduce the risk of damaging the night sight of the transport operators or reducing the visibility of signalling equipment.

Consideration of these problems at the design stage can substantially reduce the effect of obtrusive light. However, the installation must be properly maintained to ensure that any special provisions are kept in full working order and correctly adjusted.

The use of uplighters, or similar equipment intended for decorative lighting installations, will be strongly discouraged unless a significant benefit to the local community can be demonstrated which outweighs environmental and cost concerns.

5.4 Lighting Shields

The majority of modern lanterns have optical controls designed to limit or negate intrusion into properties. However, it is recognised that intrusion can still occur in exceptional circumstances. Where this intrusion is the direct result of maintenance or improvement works then, where possible, shielding will be provided free of charge.

However, in any cases where the day-to-day operations of the Borough Council are not the cause, and are for example due to a change of occupancy or room use, then the provision of such shields will be undertaken on a rechargeable basis.

Any such shielding should be of a bespoke nature designed by the luminaire manufacturer to fit the lantern in question. Where such shields are not available, and the column height is below 8m, then generic shielding, attached to the bracket, is permitted. Generic shielding at 8m or above is not permitted for Health and Safety reasons.

5.5 Motorways and Trunk Roads

Motorways (e.g. M56 and M62) and Trunk Roads are maintained by the Highways England, which is a Government Owned Company charged with operating England's motorways and major A roads. The Company's policy with regards to the lighting of these roads is separate from that of the Borough Council. Enquiries regarding this policy should be directed to Highways England, National Traffic Operations Centre, 3 Ridgeway, Quinton Business Park, Birmingham, B32 1AF Phone: 0300 123 5000

5.6 Mersey Gateway

The route between A562 Speke Road and A557 Weston Point Expressway/M56 Junction 12 Clifton via Mersey Gateway Bridge and A533 Central Expressway are maintained by the project company on behalf of Mersey Gateway Crossings Board. Their policy is generally the same as Halton Borough Council, but they are responsible for all maintenance for 30 years from March 2014.

5.7 Lighting of Pedestrian Crossings

Pedestrian and traffic signal controlled pedestrian crossing points are areas of high conflict between pedestrians crossing the road and motorists. Pedestrian Crossings should be lit to meet the recommendations of the Institution of Lighting Professionals, Technical Report No.12 "Lighting of Pedestrian Crossings", or its successor, and, where applicable, the current British Standard for Road Lighting.

5.8 Lighting of Traffic Calming

Lighting of traffic calming features shall comply with Highway (Road Hump) Regulations 1996 Section 5 or its successor. Measurements of lighting levels in the immediate area shall be taken to determine if additional lighting is required

5.9 Lighting of Pedestrian Subways

Subways are provided as a safe route for pedestrians and cyclists to cross busy traffic routes or railways and they need to be maintained in a safe and usable condition at all times if the facility is to be used. In Runcorn, a large number were provided as part of the New Town to provide segregated routes for pedestrians away from vehicular traffic, which was part of the Master Plan.

Subways, and the approaches to them, can be intimidating at night if they are not carefully designed and provided with good street lighting. The lighting should be designed and installed in accordance with the current British Standard for Road Lighting.

Subways should be bright and attractive to encourage their use. The walls should be treated or tiled to allow easy cleaning and removal of graffiti and of a light colour to reflect light. Subways should be designed to allow flexible switching arrangements, providing different levels of illumination during the day and night to cope with extremes of daylight from a very bright sunlit day to a dark overcast night. Contrary to normal street lighting practices, high levels of illumination need to be provided in subways during daylight if users are to feel safe entering and passing through the subway.

However, high levels of lighting during daylight hours can cause a “reverse black hole effect” when leaving a brightly lit subway on a dark night. Therefore, levels of light during the hours of darkness should be reduced to between 50 and 100 Lux dependent upon the type of subway.

To further reduce the reverse black hole effect, and make the entrance and exit of subways more attractive and inviting, attention should be paid to the approach lighting to the subways with particular attention being given to a gradual reduction in lighting levels from those inside the subway to normal street lighting levels outside. Sudden transitions in lighting levels may cause distress and anxiety to users.

The units shall be of stainless steel construction fitted with polycarbonate lenses and a sacrificial outer sheet to make the removal of graffiti easier. The access covers shall be hinged.

5.10 Light Sources

All lamps will now generally be a “white light source”, such as SON High Pressure Sodium discharge lamp or LED Light Emitting Diode lamp. In all cases electronic control gear must be used with low loss gear (minimises losses through controls) to ensure the most efficient use of energy. All new electronic control gear must be capable of dimming by a minimum of 25%.

5.11 Luminaire Specifications

All luminaires used for the purposes of street lighting shall contain an acceptable optical system to direct the light onto the highway within the limits set by BS EN 60598. To ensure the minimum environmental pollution to the night sky, the amount of upward light from the

lantern shall be kept to a minimum and, where possible, new lantern designs shall be incorporated in the standard design specifications to maximise this approach but still retaining electrical and illumination efficiency.

All luminaires should be manufactured to a minimum of IP 54 to BS EN 60590 for the lamp containment area and should be manufactured from vandal-resistant material. Lanterns must be designed and tested to provide a minimum normal operating life of 25 years.

5.11 Column Specification

All street lighting columns installed on the highway shall comply with the requirements laid down in paragraph 4.8 above and the current edition of the HBC Street Lighting Material and Works Specifications.

The only exception to the requirement above will apply to cast iron, cast aluminium or some decorative steel columns, which may be used in environmentally sensitive or conservation areas. These columns will be subject to a separate specification, when required, but generally they will be factory painted with a final decorative top coat of paint being applied on site following erection.

Particular note should be made of the requirements of Appendix 2 where columns are used for the support of street decorations, festive lighting, etc. and the imposed limitations. In order to reduce street clutter and installation and maintenance costs, Road Traffic Signs should be mounted on columns wherever possible but within the limitations imposed by the current design standard from the Department for Transport, BD 94 (Memorandum), which specifies a current limit of 0.3 sq. m.

5.12 Passively Safe Equipment

Passively safe - crash friendly roadside features, such as lightweight sign posts, lighting columns and vehicle restraint systems offer a lower risk of personal injury when struck by a vehicle. Where speeds are low, for example, in most urban housing estates, there is little if any advantage in using passively safe lighting columns. Passively safe columns are designed to collapse and therefore the risk to pedestrians in such areas is much higher when compared to conventional columns.

Passively safe columns are recommended for consideration on major high speed (speed limit over 40 mph) roads where there is less likelihood of them falling onto the carriageway or pedestrians, due to the layout and lack of footpaths. The final determination on provision of such equipment will always be made on a site-by-site basis. Consideration will also be given to the installation to automatic electrical isolation systems.

5.13 Location of Equipment

As a general rule, obstruction of the footway by columns and illuminated sign posts should be avoided by positioning columns and posts at the rear of the footway. This will contribute to compliance with current legislation, including the Disability Discrimination Act relating to people with disabilities, and a reduction in street clutter. Where columns and sign posts are mounted in the highway verge they must be set back by 450mm from kerb edge or the minimum distance recommended in the current British Standard for Road Lighting, whichever is the lower. Columns will be positioned on the boundaries between properties unless the location of trees, vehicular accesses, overhead lines, etc. prevents this location being chosen or the spacing of columns would result in uneven lighting levels. The location will also be affected by sign faces to ensure adequate clearance. The final positioning of equipment shall be determined on site by the street lighting engineer.

The Council is not obliged to consult on the positioning or re-positioning of lighting columns and the decision will always rest with the street lighting engineer. Positions other than those initially determined by the street lighting engineer will only permitted in exceptional circumstances and only when the street lighting engineer feels it is possible to agree to alternative locations without impacting on safety or where they would not result in uneven lighting levels. Any additional costs will be borne by the person requesting the column to be re-located.

If a resident/organisation requests that a lighting column be re-located when it is not being re-located by the Council as part of their works, then they shall pay the fees as detailed in the Council's current fees and charges schedule.

5.14 Switching and Dimming

The majority of street lighting in Halton is controlled by photo-electric cells (PECUs). At present these vary between older thermal PECU and the more modern electronic versions. However, all new lighting installations will be fitted with equipment suitable for dimming which will allow greater control and flexibility of the lamp and control gear and reduce energy consumption. All such equipment must be compatible with that currently used within the Borough.

5.14.1 Adaptive Street Lighting (Dimming)

Adaptive street lighting, previously known as dimming, varies the lighting levels and, in turn, energy demand to suit the appropriate lighting class required, based on pedestrian and vehicular traffic levels, at a particular time. It is applied predominately in the early hours of the morning when pedestrian and vehicular traffic levels are at their lowest.

Adaptive lighting has been installed on various sites throughout the Borough since January 2010. It is achieved by retrofitting smart electronic components into existing lanterns, or from new when installing new lanterns. The saving in energy consumption varies dependent upon the amount the light is dimmed and the number of hours it is dimmed during the night. Typically, the light levels have been dimmed by 30% to the appropriate lighting class, between the hours of midnight and 6.00am. Dimming the light level by 30% gives an energy saving after control gear losses of around 17%. Dimming from midnight until 6.00am through the year equates to 1895 dimmed hours and 2252 non-dimmed hours.

The time period at which the lighting is dimmed is also the low demand period for the power stations, which need to be kept running and any significant reduction in demand may possibly impact on their operations. It now appears that in some areas where street lighting is switched off at night, some power companies are compensating for lost revenue by increasing charges for daytime energy and energy used in the early evening, which are periods of higher demand. This therefore potentially offsets any savings being made by switching off lighting during the night, but it will assist in the reduction of carbon emissions. This will need to be taken into account when considering further proposals to switch street lighting off.

Where possible all new lighting installations whether in residential developments, regeneration sites or on existing roads are fitted with equipment suitable for adaptive lighting. This technology is well established on wattages up to 150W, and recently suitable technology has been introduced for adaptive lighting on the higher wattages of 250W and 400W which are commonly used on the expressways and main roads within the Borough.

5.14.2 Change Switching Levels for Columns (Trimming)

The idea of changing the switching levels so that lights come on later and go off earlier is sometimes referred to as trimming. The lanterns are controlled by photoelectric cells, which are set to switch on and off at pre-determined light levels. These light levels can be reduced so that lights come on slightly later and go off slightly earlier and hence reduce energy consumption. Prior to 2001 all photoelectric cells fitted were designed to switch on at a light level of 70Lux and turn off at 105Lux which equates to 4211 burning hours per annum. All photoelectric cells fitted between January 2001 and May 2008 have been set to switch on at 70Lux and off at 35Lux which equates to 4147 burning hours per annum. Since May 2008 all photoelectric cells have been set to switch on at 55Lux and off at 28Lux which equates to 4127 burning hours per annum, i.e. a 2% decrease in burning hours from pre 2001.

5.15 Use of Solar Panels

Use of solar panels is often thought of as an easy way to reduce energy costs. However, there is a high initial cost for purchase and installation and at the present time the technology does not produce enough power to light a streetlight for the whole period of darkness. It would need to be supplemented by a wind turbine, which is likely to be unacceptable in residential areas. There is also a higher risk of the equipment being stolen due to its perceived value. If the equipment is damaged then there is a higher replacement cost. The life of the batteries is also unknown and creates an environmental disposal issue.

At the present time solar panels are being used to power vehicle activated signs with mixed success. The use of solar panels to power lights for road signs is a possibility, but is only viable for new standalone units as the cost of providing an electrical connection is similar to the cost of providing a solar panel. Panels have been installed in several areas and they seem to be working well, so they are now installed in areas where there is no electricity supply.

5.16 Use of Light Emitting Diodes (LED)

In order to save energy Light Emitting Diodes (LED) light units, which use less energy and last longer than conventional lamps are now being installed. These are previously being used in certain situations where equipment permits e.g. in school crossing patrol warning lights (amber flashing lights), zebra crossing beacons, illuminated bollards and lights for road signs. Funding has been secured to accelerate the conversion of street lighting to LED operation

LED street lighting lanterns are now installed as standard on new developments in Halton. These have been mainly in residential areas where there is a greater range of lower wattages available, suitable to meet the required lighting standard. The energy saving with LEDs is typically between 30% and 60%. This was backed up by trials by St. Helens MBC where the lighting was received well by the residents. The lamps are guaranteed to last 10 years with an expected life of 25 years.

LED traffic signals heads have been installed at several sites throughout the Borough and initial results indicate an energy saving for the whole junction of between 60 and 70%. All new traffic signal installations and refurbishments of existing traffic signals now incorporate extra low voltage (ELV) equipment. This will not only save energy by using LED signal heads, but it will also be safer as there will be less risk of electric shock in the event of a fault/vandalism. The option of converting existing sites to LED and/or ELV operation is being investigated as and when funding becomes available.

5.17 High Mast Lighting On Expressways

5.17.1 The Expressway network in Runcorn is predominately lit using high mast columns. These are reaching the end of their design life and are suffering from structural defects and a programme of replacement with modern low-level lighting is underway. Funding is drawn from the LTP allocations and at current levels of investment it will take approximately 15 years to replace all high mast columns with conventional lighting. However, due to the number that have already reached the end of their design life, the work ideally needs to be carried out as quickly as possible and in the short term some masts may need to be removed, leaving no lighting in place.

5.17.2 The option of removing high mast lighting from the Expressway Network could result in an energy cost saving in the order of £98,000pa at 2012 prices. However, while it would be relatively inexpensive to decommission and remove the remaining 98 high mast lighting units (approximately £100,000) there would also be a cost to replace them with conventional lighting (approximately £1,100,000).

5.17.3 Leaving the decommissioned masts in situ for any length of time would retain the liabilities referred to above and structural safety surveys at a cost of £50,000 per year would still be required until they are removed (conventional lighting columns do not require such structural surveys). Once removed, the surveys would not be required but it would still take a number of years to remove all masts if this option were pursued.

5.17.4 The retention of lighting at junctions with local roads is recommended for safety reasons. On the approaches to the Silver Jubilee Bridge it will also be necessary to retain/replace about 20 high masts due to the network of bridge structures in place and the difficulties of installing conventional lighting. In March 2009, 10 masts were replaced by 9 new masts on the approach to the bridge. This now leaves 10 masts to replace in the near future using any available funding.

Replacement of high mast lighting with conventional lighting

6. MAINTENANCE REQUIREMENTS

6.1 Statutory Requirements

There is no statutory obligation to provide street lighting. However, all local authorities have a duty of care to ensure all highway electrical equipment is maintained in a safe condition. All systems of public lighting will be maintained to a standard that ensures its safe, economic and effective operation.

6.2 Inventories and Record Systems

The maintenance of an up-to-date electronic-based inventory of all units to ensure satisfactory management of the maintenance process, and to enable the annual assessment of the energy charge to be obtained, is vital. Inventory information, including GIS positional data and DfT risk assessment data is being gathered and maintained in accordance with the ILE Technical Report no. 22, "Managing a Vital Asset" and the UK Roads Liaison Group document "Well Lit Highways".

6.3 Fault Detection and Repair

Fault detection is currently carried out by a series of night time scouts which covers all of the Borough's lighting stock each month. However, members of the public can and do report them via the website (on line form and tweets), contact centre or One Stop Shops. Also faults will be reported by the Council's staff whilst carrying out their duties.

All faults reported are categorised in accordance with the following categories:

- Emergency Fault (where there is a potential to cause an immediate danger) attendance within one hour of fault being reported to the Council
- Urgent Fault (e.g. multiple lamp failures within a road or footpath) attendance within 24 hours of fault being reported to the Council.
- Non-Urgent Fault (e.g. lamp out or day burner (lantern on at all times) attendance within five working days of fault being reported to the Council

Rectification periods which include cable faults and loss of supply are not subject to above timings and can take considerably longer, especially if it is necessary to arrange for Scottish Power or their sub-contractor to repair the fault. These faults should be repaired within 30 working days

Electrical Inspections
Electrical inspection and testing of all street lighting is carried out every 6 years in accordance with the requirements of BS7671. All results are recorded on the Borough Council's asset management database.

Structural Inspections and Risk Assessments
Structural inspections and risk assessments will be undertaken on a regular basis, during the course of planned maintenance programmes, to ensure all equipment is in a safe condition.

The results of these inspections will be recorded in the Borough Council's asset management database.

Where equipment is found to have a serious structural defect then such equipment will be removed immediately or within 24 hours at the latest. The replacement of the equipment will be reviewed to determine the current needs and the availability of funding. In certain

circumstances (as detailed above), such as in rear passageways and on independent footpaths then the equipment will not necessarily be replaced.

6.4 Trees and Arboriculture

It is important that trees and other vegetation do not impede the functions of street lights or other items of illuminated street furniture. Where this problem does occur then the Council will contact the owner of the trees or vegetation to request that it is cut back within 28 days. If the work is not carried, then the Council will arrange for the work to be carried out and the costs will be recharged back to the owner.

7. ADOPTION OF PUBLIC LIGHTING SCHEMES

7.1 Sections 38/278 and Other Highway Improvements - Adoption Procedures

Where proposed highway works lie within areas designated to be lit (as mentioned earlier in this document) then the Highway Authority's street lighting and illuminated sign requirements shall form part of any Agreement and/or Contract. Such general requirements are laid down in the "Manual for Streets", the "Model Section 38 Agreement" and the Departmental standard drawings/material specifications.

7.2 Lighting Standards

For each development, the standard of lighting shall be in accordance with the HBC Street Lighting Design Guide. Also, all illuminated street furniture will meet the minimum specification requirements as detailed in the HBC Street Lighting Works Specification.

7.3 Commencement of Works

For new works on existing adopted highways, e.g. because of the need to carry out Section 278 works, the Project Engineer shall inform the Borough Council's Street Lighting Section of the programmed works start date no less than 28 days before commencement on site. The Project Engineer shall ensure that the contractor is responsible for the maintenance of all street lighting within the contract site boundaries for the duration of the project, including payment of energy costs for the new highway works; the Council will continue to pay for energy charges for existing lighting equipment that is retained.

The Project Engineer shall also ensure that the contractor maintains the existing level of lighting (either luminance or illuminance) during the course of the project, or until the new lighting comes into operation, and provides a written record of the maintenance undertaken during the course of the works.

7.4 Inspection, Handover of Documentation and Street Lighting Inventory

The Project Engineer responsible for managing/supervising or inspecting new systems of street lighting (including Section 38 and Section 278 works) shall inform the Street Lighting Section of the substantial completion of the works no later than 10 days after completion of the works and pass all documentation to the Street Lighting Section at the same time.

The Project Engineer shall ensure that all handover paperwork (including as-built drawings, completion certificates, electrical test certificates and inventory records) is provided by the contractor 10 working days PRIOR to his/her request for substantial completion.

7.5 Commuted Sums

For all new highway electrical equipment (including street lighting, CCTV and Intelligent Transport Systems (ITS)) provided as part of new developments, then the developer shall pay the Council a commuted sum to cover the cost of 10 years maintenance, based on the current HBC Term Maintenance Contract or 10% of the new works costs, whichever is the higher, plus the energy charges for the equipment based on the current energy supply contract rates for 10 years. Subject to the agreement of the Borough Council, where a standard of materials is required that exceeds the standard specification, and which, as a result, will incur higher maintenance costs, a Commuted Sum, equal to the one-off replacement cost of the equipment/furniture, will be levied payable to the Council prior to

adoption of the completed scheme, this is in addition to the standard commuted maintenance costs detailed above.

Where a higher standard of materials is installed without the agreement of the Borough Council and/or where a Commuted Sum has not been paid, then adoption will not be granted and the on-going maintenance as detailed in paragraph 7.3 will be the responsibility of the Developers or their appointed Managing Agents.

7.6 Embedded Networks

In the case of illuminated street furniture, Embedded Networks are electricity supply networks installed by third party companies rather than the local Distribution Network Operator (DNO). As a general rule, the Borough Council has no objection to the provision of such networks provided they are installed to a standard that can be adopted and maintained by the local DNO should it be necessary.

8. UNMETERED ENERGY & CLIMATE CHANGE

8.1 Unmetered Energy Procurement Strategy

Subject to the Borough Council's Standing Orders, unmetered energy will be procured via a central buying consortium in order to obtain the best value for money possible. In accordance with the Borough Council's corporate policies on Carbon Reduction, the purchase of unmetered energy seeks to obtain 100% green energy which has benefits to the environment in reducing greenhouse emissions and other pollutants. However, consideration of a mix of green and brown energy, or nuclear energy, may also be given.

8.2 Energy Consumption Monitoring

Monitoring of energy consumption will be achieved through the maintenance of an up to date inventory of lamps, control gear and switches.

8.3 CO2 Reduction Measures and Targets

The Borough Council is committed to reducing CO2 emissions by 8% by 2020 (based on 2008 figures). In real terms, taking into account annual increases in stock through new developments, this represents a 15% reduction overall. This will be achieved through the introduction of new energy efficient lamps and control gear, dimming, trimming of lamp burning hours and deillumination of equipment where possible.

8.4 Renewable Energy Equipment

At present the availability and reliability of solar, wind or other renewable energy equipment is in its infancy. Trials of solar powered equipment, in particular, have identified areas of improvement required to make it both energy and cost effective. The Borough Council recognises the importance of the promotion and improvement in this area if its targets on CO2 emissions are to be met.

8.5 Climate Change

The Borough Council is committed to tackling climate change and priorities include:

- Reduction of primary energy consumption and increasing its share of renewable energies
- Sustainable procurement by procuring energy from green sources and selecting equipment that is recyclable and energy efficient


Solar powered sign

APPENDICES
APPENDIX 1 - DEFINITIONS, REFERENCES AND REGULATIONS

DEFINITIONS

Lighting Authority
Halton Borough Council, as Highway Authority, is automatically a Lighting Authority. A Lighting Authority is responsible for public lighting maintenance within its area.
Town and Parish Councils can also be Lighting Authorities as well as those Social Housing Groups - previously part of District or Borough Councils - with powers to provide lighting on the highway with the consent of the Highway Authority. For the purposes of this Policy they are each termed collectively as a 'Local Lighting Authority'.

Illuminated Street Furniture
For the purpose of this Policy illuminated street furniture includes all subway lighting, illuminated signs and bollards as well as street lights. Therefore, for a large advance direction sign illuminated by a lighting unit, physically separate from the sign and its mounting, the sign would not be covered by the definition, only the lighting unit and its stub post would be included within the definition.

Highway Referencing System
A locational referencing system which uniquely identifies individual sections of public highway. It also fulfils the Highway Authority's legal obligation to hold an inventory of highways maintainable at public expense. The Mayrise system is used within Halton to record the inventory of equipment and the fault history for each location.

Lamp Types
SOX (lamp) - Low Pressure Sodium discharge lamp (yellow light).
SON (lamp) - High Pressure Sodium discharge lamp (golden white light).
LED (lamp) - Light Emitting Diode lamp (white light)
RCD (Residual Current Device) - An item of electrical apparatus used to provide supplementary protection within a specific time period.

Definitions, References and Regulations

British Standards:

BS 5489_1: 2013 Code of practice for the design of road lighting – Part 1: Lighting of roads and public amenity areas

BS EN 13201_2:2003 Road lighting – Part 2: Performance requirements
BS EN 13201_3:2003 Road lighting – Part 3: Calculation of performance
BS EN 13201_4:2003 Road lighting – Part 4: Methods of measuring lighting performance.
BS EN 12193: 2003 Light and lighting – Sports lighting

Chartered Institution of Building Services Engineers (CIBSE)/Society of Light & Lighting (SLL) Publications:

- CoL Code for Lighting (2002)
- LG1 The Industrial Environment (1989)
- LG4 Sports (1990+Addendum 2000)
- LG6 The Exterior Environment (1992)
- FF7 Environmental Considerations for Exterior Lighting (2003)

CIE (The International Commission on Illumination - also known as the CIE from its French title, the Commission Internationale de l´Eclairage) Publications:

- 01 Guide lines for minimizing Urban Sky Glow near Astronomical Observatories (1980)
- 83 Guide for the lighting of sports events for colour television and film systems (1989)
- 92 Guide for floodlighting (1992)
- 115 Recommendations for the lighting of roads for motor and pedestrian traffic (1995)
- 126 Guidelines for minimizing Sky glow (1997)
- 129 Guide for lighting exterior work areas (1998)
- 136 Guide to the lighting of urban areas (2000)
- 150 Guide on the limitations of the effect of obtrusive light from outdoor lighting installations (2003)
- 154 The Maintenance of outdoor lighting systems (2003)

Department of Transport: Road Lighting and the Environment (1993) (Out of Print)
Design Manual for Roads & Bridges (DMRB) – BD94 – Design of Minor Structures

Institute of Lighting Engineers (ILE) now Institution of Lighting Professionals (ILP) Publications:
TR 5 Brightness of Illuminated Advertisements (2001)
TR24 A Practical Guide to the Development of a Public Lighting Policy for Local Authorities (1999)
GN02 Domestic Security Lighting, Friend or Foe
ILP PLG03 Lighting for Subsidiary Roads

ILE/CIBSE Joint Publications Lighting the Environment _ A guide to good urban lighting (1995)
ILE/CSS (County Surveyors Society) Joint Publications Seasonal Decorations – Code of Practice (2005)

HBC Street Lighting Design Guide
HBC Street Lighting Works Specification

APPENDIX 2 - ATTACHMENTS TO AND SECONDARY USES OF LIGHTING COLUMNS

In general, the Borough Council supports the erection of decorative/festive lighting over the highway, but would prefer that such decorative lighting should be attached to or supported from buildings adjacent to the highway, wherever possible. The following guidance notes are also recommended for decorative installations over privately owned land that is open to access by the general public. For the erection of all decorative festive lighting, on or over the highway, the Highway Authority shall issue a formal licence indicating the conditions under which such apparatus may be erected on each occasion. The licence will be issued annually for each type of apparatus to be erected.

Decorative/Festive Lighting Supported from Buildings

For all decorative or festive lighting mounted over, or free standing in, the highway each installation shall:

- Be approved in writing by the Highway Authority via a licence prior to the erection of the fixtures for a period not exceeding 28 days unless planning permission has been granted for a longer period.
- Be the sole responsibility of the body installing the lighting and shall have adequate insurance to indemnify the Highway Authority for the minimum amount for any one incident as required by the licence.
- Be removed immediately upon request by the Highway Authority or be removed by the Highway Authority at the owner's expense if there is concern about the safety of the system.
- Be manufactured with supports and mounting points capable of supporting the decorative fixtures which are suitable for a wind of K factor 2.

If utilising a catenary wire as support then this should be of sufficient strength to support the fixture/fitting as above. It is recommended that stainless steel or high-tensile steel be used. Generally, for protection against electric shock, all systems shall be rated at 25v SELV. However, for systems sited a minimum of 3.5 metres above the highway, mains voltage (230v) may be used. In all such systems, the installer must ensure that the requirements of BS 7671 are met and supplementary protection by the use of a 30mA RCD shall be given.

All apparatus shall be erected in compliance with the following statutes and regulations:

- Health and Safety at Work Act 1974
- Electricity-at-Work Regulations 1989
- BS 7671 Regulations for Electrical Installation.

In addition to the above:

- An agreed set of inspection/emergency procedures is to be provided to the street lighting section.
- Each installation shall be tested and the electrical test certificates and test results passed to the street lighting section on the day following installation prior to energising.
- A qualified structural engineer with professional indemnity must certify the installation.
- No installation shall be permitted where it may be in conflict with any adjacent traffic signal system.
- The installer must provide evidence of public liability insurance to the required level as indicated in the licence.

For sound economic reasons, the columns used for the majority of highway lighting locations have been standardised and have not been designed for significant additional loadings. Consequently, this must limit the number and sizes of fixtures permissible. However, the erection of such fixtures and fittings will be permitted provided the above conditions are met.

ADDITIONAL REQUIREMENT FOR DECORATIVE LIGHTING, FLOWER BASKETS AND OTHER ATTACHMENTS TO STREET LIGHTING COLUMNS

Fixtures Attached to Street Lighting Columns

In addition to the requirements to support decorative fixtures over a road from a building, the following requirements shall be met to permit the erection of any temporary decorative/festive lighting and flower baskets to street lighting columns:

- In the case of new or replacement lighting systems, in locations where it is known that decorative lighting will be required, the lighting columns shall have been fabricated to support such temporary lighting structures, flower baskets or other attachments such as banners and a certificate of compliance lodged with the Highway Authority.

In the case of existing lighting systems being used to support decorative lighting, flower baskets or other attachments, such as banners:

- The system of street lighting to be used to support the decorative lighting shall be inspected at a period recommended by a competent structural engineer. A competent structural engineer shall be commissioned to provide a report to the Highway Authority prior to the erection of the decorative lighting, confirming that the columns can structurally support the proposed decorative festive lighting, flower baskets or other attachments such as banners. That engineer will have professional indemnity to support his report.

Decorative festive lights or flower baskets or other attachments such as banners must not hinder the normal maintenance of the highway structure concerned.

No banner or catenary wire shall be permitted to be erected between two street lighting columns unless the structure has been designed and fabricated specifically for that purpose.

Power supplies to decorative festive lights should not be derived from adjacent buildings, but from within the street lighting column acting as the support. (This is to avoid instances of connection to private supplies, over which the Highway Authority has no control).

The body responsible for the installation/connection of the decorative lighting shall, separately, contract with an electricity supply company for the supply of energy, unless the Distribution Network Operator (DNO) agrees to it being added to the Council's EAC. In which case the Council will recharge the body responsible for the lights.

Where switch wires are used to control the power supply on adjacent columns, they shall be labelled with the location of the isolation point at appropriate positions along the length of the wire.

All temporary fixings used to attach the decorative festive lights, flower baskets or other attachments such as banners to street lighting columns must be free from corrosion at all times and must be removed at the end of the licence period. Any damage to the protective surface of the columns must be made good at the licensee's expense and immediately after the removal of the apparatus. Where banners are attached to columns, then the brackets shall be designed to collapse under strong winds, but still retain the banner to avoid it falling into live traffic.

The Highway Authority has the right to request removal of such equipment at any time, which the responsible body must comply with within 28 days of the request.

OTHER FIXTURES TO STREET LIGHTING COLUMNS (PERMANENT OR TEMPORARY)

In general, street lighting columns, whether used for permanent or temporary fixtures, should comply with the guidelines indicated in DfT Memorandum BD 94. This means that the erection of sign plates of greater than 0.3 square metres in area is not permitted. Columns must not be used as the second leg of a sign requiring a second post, as experience has shown that this has caused significant problems with existing columns.

Banners with an area of up to 1.0 square metre may be attached to lighting columns providing wind deflecting brackets are used and they not erected for more than three months. In certain circumstances (e.g. if over 10 years old, evidence of structural damage, etc.) it may be necessary to carry out a structural test on the lighting column before agreement to attach a banner is granted. Also if strong winds are forecast then it may be necessary to request that the banners are removed immediately to reduce the risk of structural damage to the column. The cost of erection, removal and provision of the banners shall be borne by the organisation requesting them

Street lighting columns shall not be used as supports for advertising signs of any kind, except where recognised organisations (i.e. Automobile Association or Royal Automobile Club) have been granted permission by the Highway Authority and the relevant fee paid. Also, when fixed, such signs should not obscure the unit maintenance number.

TEMPORARY OR PERMANENT ATTACHMENT OF CCTV EQUIPMENT TO STREET LIGHTING COLUMNS

Under the Crime and Disorder Act 1998, the Borough Council has a duty to embed crime and disorder prevention into service planning, delivery and decision making and so reduce crime and the fear of crime in all our communities.

Highways provide accessibility between destinations and the temporary or permanent location of CCTV cameras within the highway may assist with crime prevention. However, it is also necessary to consider the matters of privacy to adjoining properties, levels of light within the neighbourhood and the possibility that the crime and anti-social behaviour may disperse to adjoining areas or out of view of the cameras.

The Borough Council must consider what other measures have been implemented or discounted to try and reduce levels of crime and anti-social behaviour and what other alternatives exist (e.g. the use of mobile standalone CCTV units or units fixed to other structures or buildings) before consideration can be given to CCTV being mounted on highway furniture.

The promoting body will need to provide the necessary data to demonstrate CCTV is justified and an analysis of the likely impacts for the area to be covered as well as the surrounding area.

PROTOCOL

The Borough Council requires the promoting body to provide an analysis of crime and anti-social behaviour incidents, both in the area to have CCTV, the adjoining area and the background levels of crime in the area. This information needs to include an analysis of types of crime and time of day at which the crimes occur. Where possible, trend data should be included. The request should contain an assessment of why CCTV is expected to reduce the incidence of crime and what alternative measures have been carried out or considered and rejected.

The promoting body will normally be the Task & Co-ordination Group (T&C) (including representatives from Cheshire Police, Cheshire Fire & Rescue Service, Halton Borough Council and other appropriate local partners).

Where the T&C is not the promoting body, the Group should be used to consider the crime analysis for the location and a copy of its advice should be included with the submission.

Information should be provided on the area and demonstrate the likely coverage of any proposed CCTV. The use of temporary CCTV requiring the regular moving of the equipment between locations will only be considered in exceptional circumstances. The Borough Council will assess the proposals as to the practicality, effectiveness and likely benefit in reducing crime and the fear of crime.

If there is a demonstrable case for the provision of CCTV, the Borough Council will discuss with the promoting body, funding and management arrangements including:

- capital costs of the CCTV and its installation;
- maintenance costs and responsibilities;
- operational responsibilities; and
- Public liability.

If there is a strong case for CCTV being made, the Council will facilitate the erection of the equipment on the street furniture. All costs, liabilities and operational arrangements must be met by the local promoting body. An appropriate agreement will be drawn up with the responsible body.

PROCEDURE

All installations by parties other than the Highway Authority, mounted over or free standing in the highway, or mounted on highway furniture shall:

- Be approved by the Highway Authority prior to the erection of the fixtures.
- Be the sole responsibility of the body installing the CCTV and shall have adequate public liability insurance to indemnify the Highway Authority for the minimum amount for any one incident as required by the licence.
- Be removed immediately upon request by the Highway Authority or be removed by the Highway Authority at the owner's expense if there is concern about the safety of the system.
- Be manufactured with supports and mounting points capable of supporting the equipment suitable for a wind of K factor 2.
- In all systems the installer must ensure that the requirements of BS 7671 are met and supplementary protection by the use of a 30mA RCD shall be given.

All apparatus shall be erected in compliance with the following statutes and regulations:

- Health and Safety at Work Act 1974
- Electricity-at-Work Regulations 1989
- BS 7671 Regulations for Electrical Installation.
- New Roads and Streetworks Act 1990
- Traffic Management Act 2004
- An agreed set of inspection/emergency procedures shall be provided
- Each installation shall be tested and the electrical test certificates and test results.
- Power supplies to CCTV installations should not be derived from adjacent buildings, but from within the street lighting column acting as the support. On-going costs for the power supply are to be agreed.
- All temporary fixings used to attach the CCTV equipment to street lighting columns must be free from corrosion at all times and must be removed at the end of the licence period. Any

damage to the protective surface must be made good immediately after the removal of the apparatus.
- The Highway Authority has the right to request removal of such equipment at any time, which the responsible body must comply within 28 days of the request.

In addition to the guidance for the erection of the CCTV equipment above each applicant shall:

- Ensure necessary signage for overt CCTV usage is displayed appropriately
- Ensure the police confirm with regard to their monitoring of the CCTV that they comply with the CCTV Codes of Practice Revised Edition 2013 or subsequent updates
- Ensure that there is a protocol for viewing images of CCTV and storage of evidential and disclosure material compliant with Data Protection Act, Police and Criminal Evidence Act (PACE) and Criminal Procedures & Investigation Act 1996 (CPI).
- Ensure HBC Street Lighting Section has confirmed suitability and stability of lamp posts selected for potential CCTV use.
- Ensure erection/removal is carried out through the Borough Council Street Lighting Term Maintenance Contract.
- Ensure that the Police / T&C Group have appropriate mechanisms for reviewing, monitoring and assessing use and continued use of CCTV.
- A deployable camera shall not be attached to the same lighting column for more than three months in any twelve month period.
- It shall not generally be mounted at a height of 6m or less above the adjacent ground.

APPENDIX 3 - SUPPLY OF ELECTRICITY FROM PUBLIC LIGHTING EQUIPMENT

Road works and other works carried out by the utility companies in, or adjacent to, the highway can often require a supply of electricity for temporary traffic signals, water pumps, inspection and safety lighting and other items of site equipment. Halton Borough Council is not an electricity supply authority and temporary supplies should be supplied from a portable generator. There are generators available that will run silently when installed overnight near occupied properties. The problem should not be overcome by the provision of a temporary power supply from a nearby street lamp unless arrangements have been made for the DNO to carry out the connection, maintenance and disconnection of the power supply.

Temporary supplies can be a danger to the public if not correctly installed and maintained.

The provision of temporary supplies of this nature can present problems for the security and safety of the lighting equipment and the temporary installation. Whilst an installation may be temporary and for a short period of time, it does not remove the need for it to be installed in accordance with the Electricity at Work Regulations and the requirements of BS 7671: 2008 Regulations for Electrical Installations. It is essential that temporary electrical installations are properly installed, inspected, tested, and maintained.

It is a criminal offence to obtain electrical energy without prior agreement of the Electricity Supply Company (Scottish Power).

Under the terms and conditions of the connection agreement with the Electricity Company, Halton Borough Council is responsible for the payment for all energy taken from any item of highway electrical equipment owned and operated by it unless the energy is taken illegally.

Therefore, in the absence of a specific agreement between the organisation using the electricity and the Electricity Company for the payment of the electrical energy used, the Highway Authority could be held liable for the cost of the energy.

Halton Borough Council may give permission to the Electricity Company to use lighting equipment as a temporary supply point. In this instance, the Borough Council shall ensure that the Electricity Company will take full responsibility for the safety of the installation and maintenance of the temporary power supply and for recovering the cost of the connection and the energy used.

APPENDIX 4 - PRIVATE OFF-HIGHWAY LIGHTING

Off-highway lighting adjacent to lit or unlit sections of highway can be the cause of distraction/danger to the travelling public and detrimental to the night-time environment.

This distraction/danger can be caused by glare from light fittings located in the vicinity of the highway and where the intensity of the emitted light is quite bright.

It is also becoming environmentally unacceptable to pollute the night sky from such fittings, or cause light-trespass, and the Council, as Local Planning Authority, positively encourage measures to reduce the impact on all occasions by offering advice on such matters.

The Planning Authority also encourages measures to reduce light pollution and light-trespass. The Street Lighting Team shall provide advice on such off-highway lighting to assist with the attachment of conditions to such planning applications.

All sites are carefully monitored at the planning application stage but especially:

- Petrol filling stations.
- Car park lighting - particularly out of town shopping/commercial developments where sphere style lights in particular should be rejected as a means of area illumination.
- Industrial security lighting.
- Domestic security lighting
- Lighting for sports stadia, playing fields and golf driving ranges.
- Illuminated advertisements.
- LED or Laser Lighting which can create intense beams of light that may present a hazard.

The Planning Team scrutinise all planning applications for exterior lighting and take enforcement action where unapproved lights have been erected and are affecting the night environment.

In general, the style of lighting to be used in almost all instances should be the “down lighter” type with a flat glass (i.e. no bowl) lantern mounted in the horizontal position to reduce the spill light to the surrounding areas.

Illuminated advertisements should utilise the down light style of illumination.

The Institution of Lighting Engineers’ Technical Report No. 5 (2nd Edition), “Brightness of Illuminated Advertisements” is considered to have too high a level of illumination and the Borough Council will recommend lower levels of illumination on request.

As a general rule Planning Applicants are encouraged to ensure, as far as possible, their schemes, including private lighting, are designed to minimise light spill, night sky pollution and hours of operation as well as being required to be maintained throughout the life of the system.

The introduction of the Clean Neighbourhoods and Environment Act (2005) gives local authorities, and residents, greater powers in relation to poorly installed or maintained domestic security lights. Local authorities are encouraged to utilise these powers wherever reasonably possible.

REPORT:	Executive Board
DATE:	3 September 2015
REPORTING OFFICER:	Strategic Director, Policy & Resources
PORTFOLIO:	Transportation
SUBJECT:	Objections to Proposed 20 mph Speed Limits, Various Locations
WARDS:	Windmill Hill, Grange, Beechwood, Halton Lea, Halton Brook, Riverside, Appleton, Ditton, Hough Green

1.0 PURPOSE OF REPORT

1.1 To report on objections that have been received following public consultation on a proposed Traffic Regulation Order to introduce 20 mph speed limits on a number of roads in Halton. The original proposals are set out in Appendix 'B' and plans of the areas affected are shown in Appendix 'C'.

1.2 The Environment and Urban Renewal Policy and Performance Board (E&UR PPB) considered these objections at its meeting of 24th June 2015, and endorsed the report's recommendations to implement the proposed 20mph Order on those roads set out in Appendix B, with the exception of Beechwood Avenue, and to submit the report to the Executive Board for resolution.

2.0 RECOMMENDATION: That

1) **the Board approves the proposal to make a Traffic Regulation Order to implement a 20mph speed limit on those roads defined in Appendix 'B' with the sole exception of Beechwood Avenue; and**
2) **the objectors be informed of the decision.**

3.0 SUPPORTING INFORMATION

3.1 Using delegated powers and after consultation with the ward councillors, the Executive Board member – Transportation and Cheshire Police; the Operational Director (Policy, Planning and Transportation) issued approval to advertise proposals to implement a 20mph speed limit over a series of residential areas in Halton and in February 2015 10,000 leaflets were delivered to directly affected households notifying them of the proposed change. The areas affected are defined in Appendix 'B' with corresponding plans in Appendix 'C'.

3.2 The purpose of 20 mph speed limits is to encourage lower driving speeds and create a safer environment for vulnerable road users in essentially residential areas, redressing the balance between people and traffic. This batch of 20 mph areas followed a similar exercise in 2014, where a broadly similar area was changed to the lower speed limit. The introduction of 20 mph areas is encouraged by national government.

3.3 Overall, 17 letter/emails were received, 16 of which were objections to aspects of the proposals. Several of the writers made reference to traffic and other issues in addition to lodging objections to the 20 mph speed limit proposals and these will be addressed directly and responses sent separately. The objections are summarised in Appendix 'A'.

Copies of the full, original objections will be available at the Board meeting.

3.4 The two specific objections relating to **Palace Fields Avenue** were primarily related to a belief that the lower speed limit would not be complied with and would be of little value, expressing concerns over enforcement. However, the route carries physical traffic calming for its full length which naturally restricts traffic speeds and negates the need for a high degree of Police enforcement. It is recommended that the 20 mph speed limit is implemented at this location.

3.5 Nationally, the government is keen to see the introduction of 20 mph speed limits in order to reduce road traffic accidents and to encourage more people, especially children, to walk and cycle rather than travel by car. In the case of **Beechwood Avenue**, there are two schools sited adjacent to the route hence the inclusion of Beechwood Avenue in this year's batch of proposed 20mph roads. However, the estate was designed to keep pedestrians and vehicular traffic apart, although some footpaths have now been constructed adjacent to Beechwood Avenue to provide access to bus stops.

The eleven specific objections relating to Beechwood Avenue covered a range issues as set out in Appendix 'A', with several writers expressing a belief that the reduced speed limit is unnecessary given the physical layout and geometry of what is a district distributor road and bus route already equipped with a range of facilities to assist vulnerable road users, and two School Crossing Patrols operating adjacent to the local schools.

It is now recommended that Beechwood Avenue be excluded from the proposed 20 mph zones for the Beechwood area.

3.6 Four objections were received to the introduction of 20 mph speed limits **generally,** and these are summarised in Appendix 'A'. The main points raised are as follows:

No costing for implementation. The total cost for implementing all the proposals is approximately £10,000.

No consideration of policing/pointless if not fully policed and *20 mph. limits are unworkable and are ignored.* Most of the proposals relate to relatively narrow, winding residential roads where traffic speeds are naturally well below 30 mph and 20 mph restrictions will be largely self-enforcing.

No study of need/lack of justification. National guidance encourages the introduction of 20 mph limits as experience shows that such areas enjoy reduced numbers and severities of road traffic collisions, encourage walking and cycling and redress the balance between people and traffic.

Lower speed limit should be restricted to side roads designed to restrict speeds naturally, not main through routes. The highways here recommended for 20 mph. speed limits are either traffic calmed or constructed with speed-reducing geometry.

20 mph limits are more dangerous for those that comply due to dangerous overtaking. National statistics and guidance from the Department for Transport do not support this viewpoint.

It is recommended that the 20 mph. speed limits proposed are implemented, with the exception of Beechwood Avenue.

3.7 One resident also objected to Wood Lane, Beechwood being included in the list of routes to receive a 20 mph speed limit, but this route was not included in the recommended list.

4.0 POLICY IMPLICATIONS

4.1 The introduction of 20 mph speed limits has been shown to reduce the number of collisions on residential roads and reduce the severity of any accident casualties. Road safety casualty reduction work is consistent with the policies and approaches incorporated in Halton's Local Transport Plans.

5.0 FINANCIAL IMPLICATIONS

5.1 It is estimated the speed limit signing would cost of the order of £10,000. These costs will be charged to Local Safety Scheme budget.

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES.

6.1 **Children & Young People in Halton**
By helping to create a safer environment, road safety casualty reduction work assists in the safeguarding of children and young people and in the achievement of accessible services through encouraging walking and cycling.

6.2 **Employment, Learning & Skills in Halton**
There are no direct implications on the Council's 'Employment, Learning & Skills in Halton' priority.

6.3 **A Healthy Halton**
A reduction in road casualties will have the direct benefit of releasing health resources and thereby enable funding to be focused on other areas of health care.

6.4 **A Safer Halton**
The introduction of 20 mph speed limits has been shown to reduce the number of collisions on residential roads and reduce the severity of any casualties. The reduced speed limit will help to create a safer environment for vulnerable road users and encourage drivers to be more aware of the residential nature of their surroundings.

6.5 **Halton's Urban Renewal**
There are no direct implications on the Council's 'Halton's Urban Renewal'.

7.0 RISK ANALYSIS

7.1 The introduction of 20 mph speed limits has been shown to reduce the number of collisions on residential roads and reduce the severity of any casualties. The reduced speed limit will help to create a safer environment for vulnerable road users and encourage drivers to be more aware of the residential nature of their surroundings. No full risk assessment is required.

8.0 EQUALITY & DIVERSITY ISSUES

8.1 There are no direct equality and diversity issues associated with this report.

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

9.1 Report to Environment & Urban Renewal Policy & Performance Board, 24th June 2015 (Item 7A) – Objections to Proposed 20 mph Speed Limits, Various Locations

Appendix 'A'

SUMMARY OF OBJECTIONS

Objections relating to proposed 20 mph speed limit Palace Fields Ave.: (2 no.)

A 20 mph speed limit:

- Will not be complied with.
- Is of no real value.

Enforcement concerns.

Objections relating to proposed 20 mph speed limit Beechwood Ave.: (11 no.)

A 20 mph speed limit would:

- Be impractical.
- Not contribute to road safety/would increase traffic accident numbers.
- Be unnecessary.
- Be an inconvenience.
- Cause congestion/delays/frustration.
- Waste fuel/cause pollution.
- Make access/egress to side roads more difficult.
- Be disregarded.

Beechwood Avenue is a winding route which reduces traffic speeds.
Lack of accident history/30 mph is a safe speed.
Present traffic calming features are sufficient.
Route only included to save cost of signing side roads.
Enforcement concerns.
Beechwood Avenue is a bus route/main thoroughfare.
Schools have School Crossing Patrollers to protect children.
Modern vehicle performance negates need for 20 mph. speed limit.

Objections relating to all proposed 20 mph speed limits generally: (4 no.)

No costing for implementation.
No consideration of policing/pointless if not fully policed.
No study of need/lack of justification.
20 mph limits are unworkable and are ignored.
Lower speed limit should be restricted to side roads designed to restrict speeds naturally, not main through routes.
20 mph limits are more dangerous for those that comply due to dangerous overtaking.

Appendix 'B'

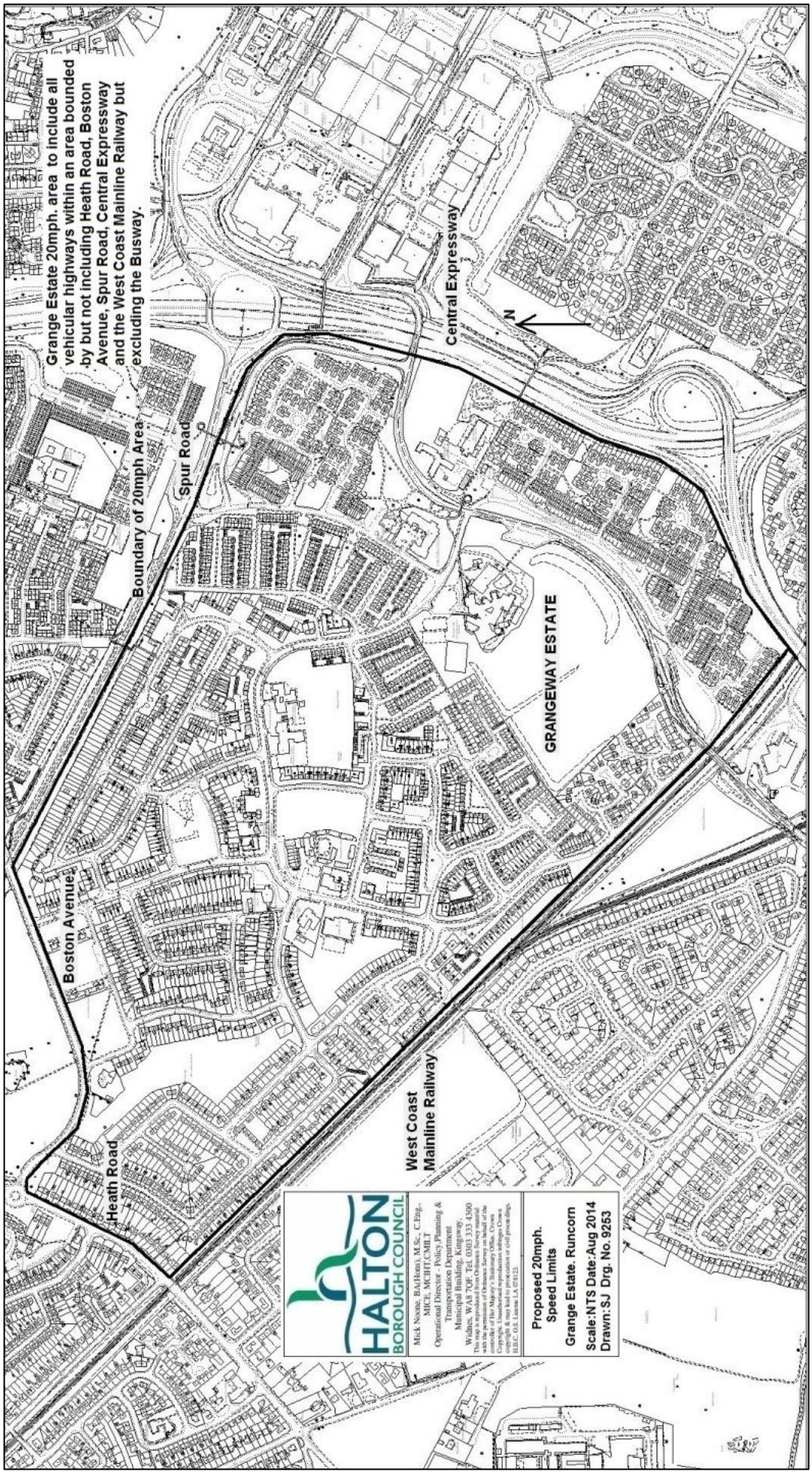
Details of Proposed Order

20mph speed limits have been proposed for the full adopted length of the following vehicular highways in the following areas:

Road/Area	**Details**
Windmill Hill Estate Area, Runcorn	To include Greenbridge Road, Stonelea, Bridgeway West, Bridgeway East, Southwood Avenue, Westwood, Eastwood, Priory Road, Lockgate East, Canal Reach, Townfield Road, Townfield View and Lockgate West.
Grange Estate Area, Runcorn	To include all vehicular highways that are within an area bounded by but not including Heath Road, Boston Avenue, Spur Road, Central Expressway and the West Coast Mainline Railway but excluding the Busway.
Beechwood Estate Area, Runcorn	To include all vehicular highways that are within an area bounded by but not including the Southern Expressway, Weston Link, Weston Point Expressway, M56 Motorway and Wood Lane.
Palace Fields Estate Area, Runcorn	To include all vehicular highways that are accessed via Palace Fields Avenue, including Palace Fields Avenue itself, excluding the Busway.
Millfield Road Estate, Widnes	To include all vehicular highways in an area bounded by but not including Ansdell Road, Peel House Lane and Albert Road, also and including Mill Brow.
Ashbrook Estate Area and Halton Station Road, Runcorn	To include all vehicular highways in an area bounded by but not including Wood Lane, M56 motorway, Chester-Runcorn railway line, also and including that section of Halton Station Road extending from Clifton Road to the Halton Station Road/Ashbrook Avenue/Wood Lane junction.
Haddon Drive Estate, Widnes	To include all vehicular highways accessed by and including Haddon Drive between its junctions with Liverpool Road and Cherry Sutton.
Nazareth House Estate, Widnes	To include McKeagney Gardens and Nazareth House Lane.
Oakfield Drive Estate, Widnes	To include all vehicular highways that connect directly or indirectly to the west side of Ditchfield Road between its junctions with Liverpool Road and Ditchfield Place.
Picton Avenue/Saxon Road Area, Runcorn	To include all vehicular highways in an area bounded by but not including Bridgewater Expressway, Heath Road, Latham Avenue, Halton Road and Grange School, also and including Stonehills Lane but excluding Picton Avenue.
Clapgate Crescent Estate, Widnes	Clapgate Crescent.

Appendix 'C'


WINDMILL HILL AVENUE NORTH
TOWNFIELD VIEW
N
Windmill Hill Estate 20mph area to include Greenbridge Road, Stonelea, Bridgeway West, Southwood Avenue, Westwood, Eastwood, Priory Road, Lockgate East, Bridgeway East, Canal Reach, Townfield Road, Townfield View, Lockgate West
TOWNFIELD ROAD
WINDMILL HILL AVENUE WEST
CANAL REACH
LOCKGATE EAST
PRIORY ROAD
BRIDGEWAY EAST
SOUTHWOOD AVENUE
EASTWOOD
WESTWOOD
WOODRIDGE
LOCKGATE WEST
BRIDGEWAY WEST
STONELEA
GREENBRIDGE ROAD
BUSWAY
HALTON BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc., C.Eng., MICE, MCIHT, CMILT
Operational Director - Policy,Planning & Transportation Department
Municipal Building, Kingsway, Widnes, WA8 7QF. Tel. (0151) 511 4300
Proposed 20mph. Speed Limits, Windmill Hill Estate
Scale:NTS Date:Aug 2014
Drawn:SJ Drg. No. 9252


Grange Estate 20mph. area to include all vehicular highways within an area bounded by but not including Heath Road, Boston Avenue, Spur Road, Central Expressway and the West Coast Mainline Railway but excluding the Busway.
Boundary of 20mph Area
Spur Road
Central Expressway
N
GRANGEWAY ESTATE
Boston Avenue
Heath Road
West Coast Mainline Railway
HALTON BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc., C.Eng., MICE, MCIHT, CMILT
Operational Director - Policy, Planning & Transportation Department
Municipal Building, Kingsway, Widnes, WA8 7QF. Tel. 0303 333 4300
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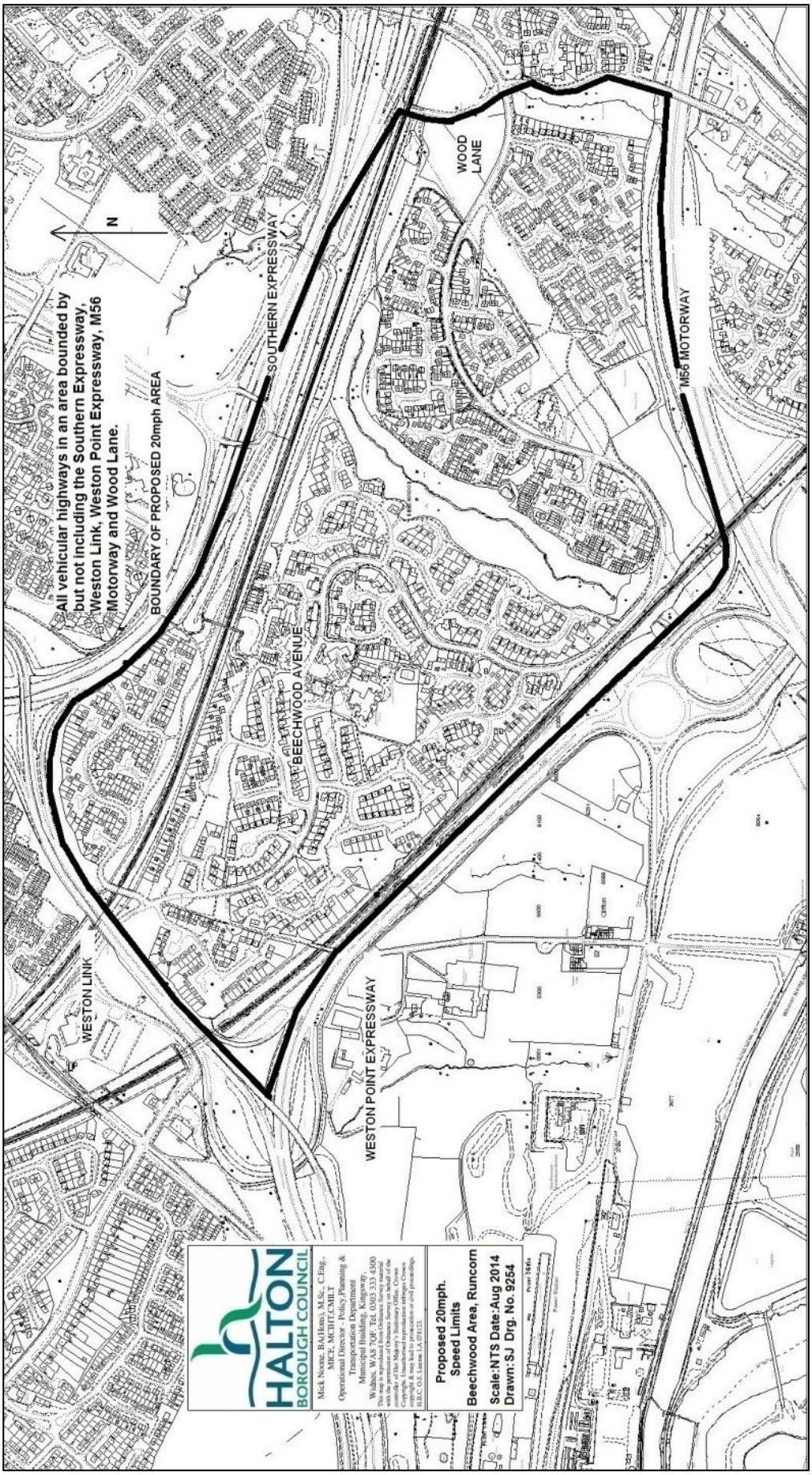
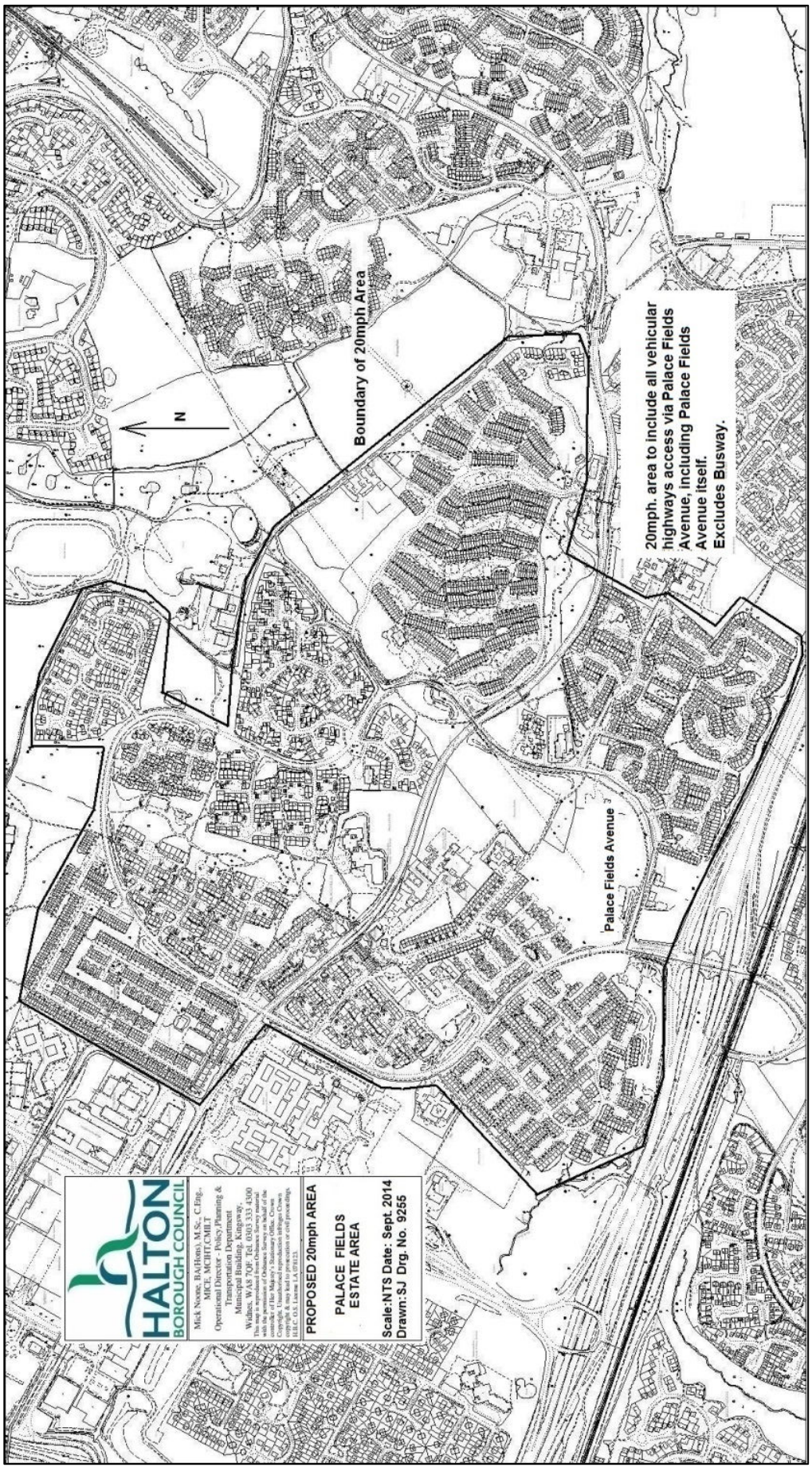
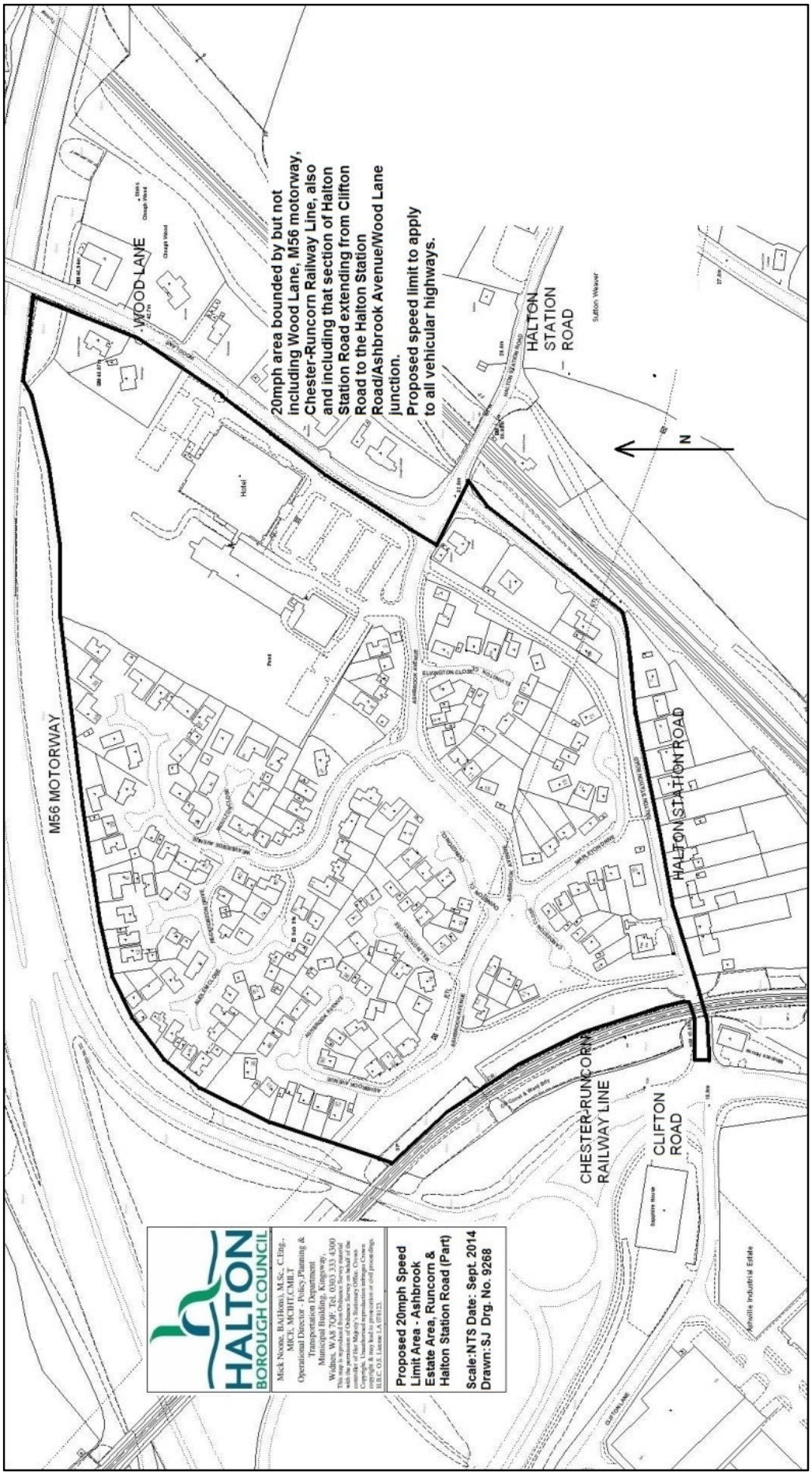
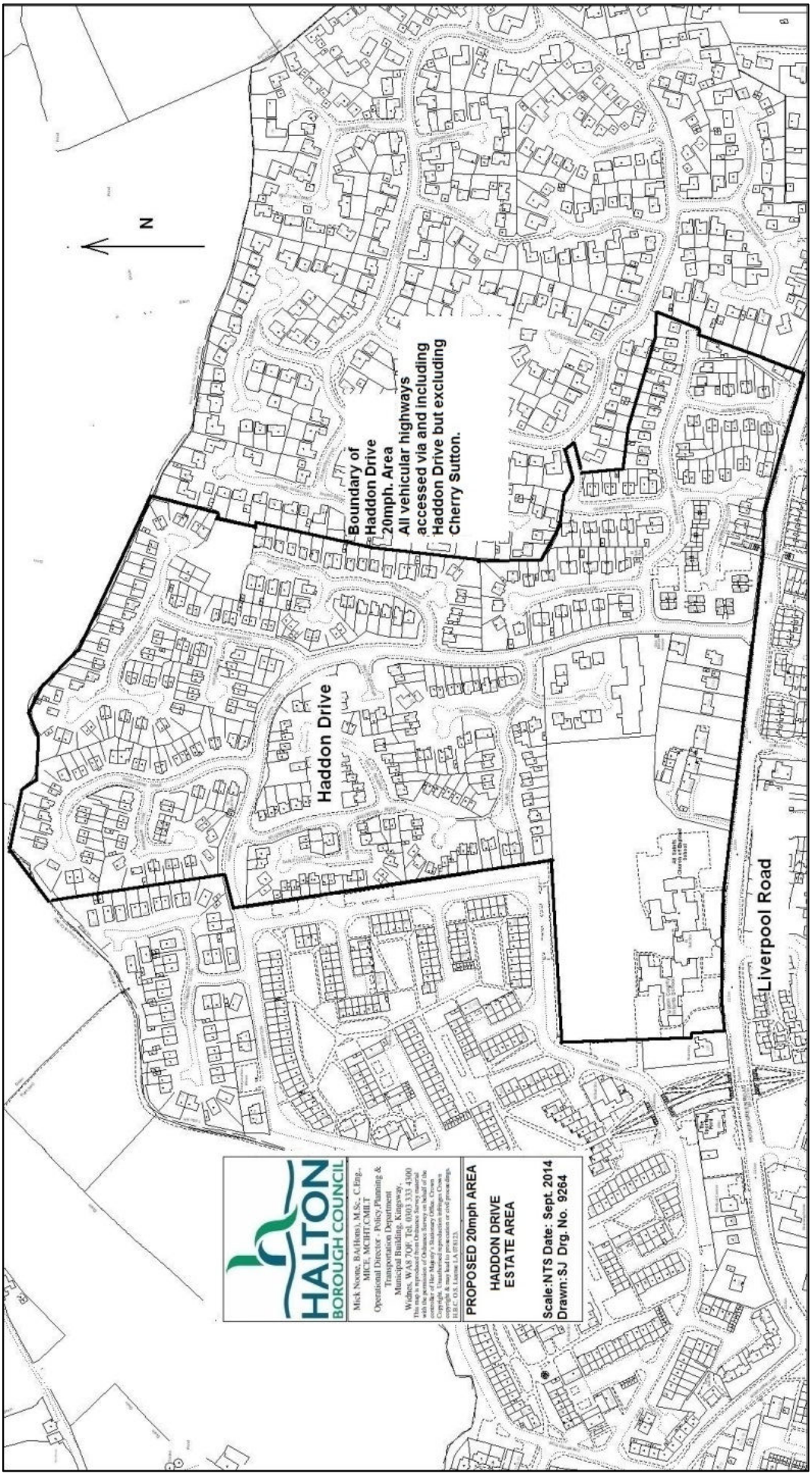
Proposed 20mph. Speed Limits
Grange Estate. Runcorn
Scale:NTS Date:Aug 2014
Drawn:SJ Drg. No. 9253

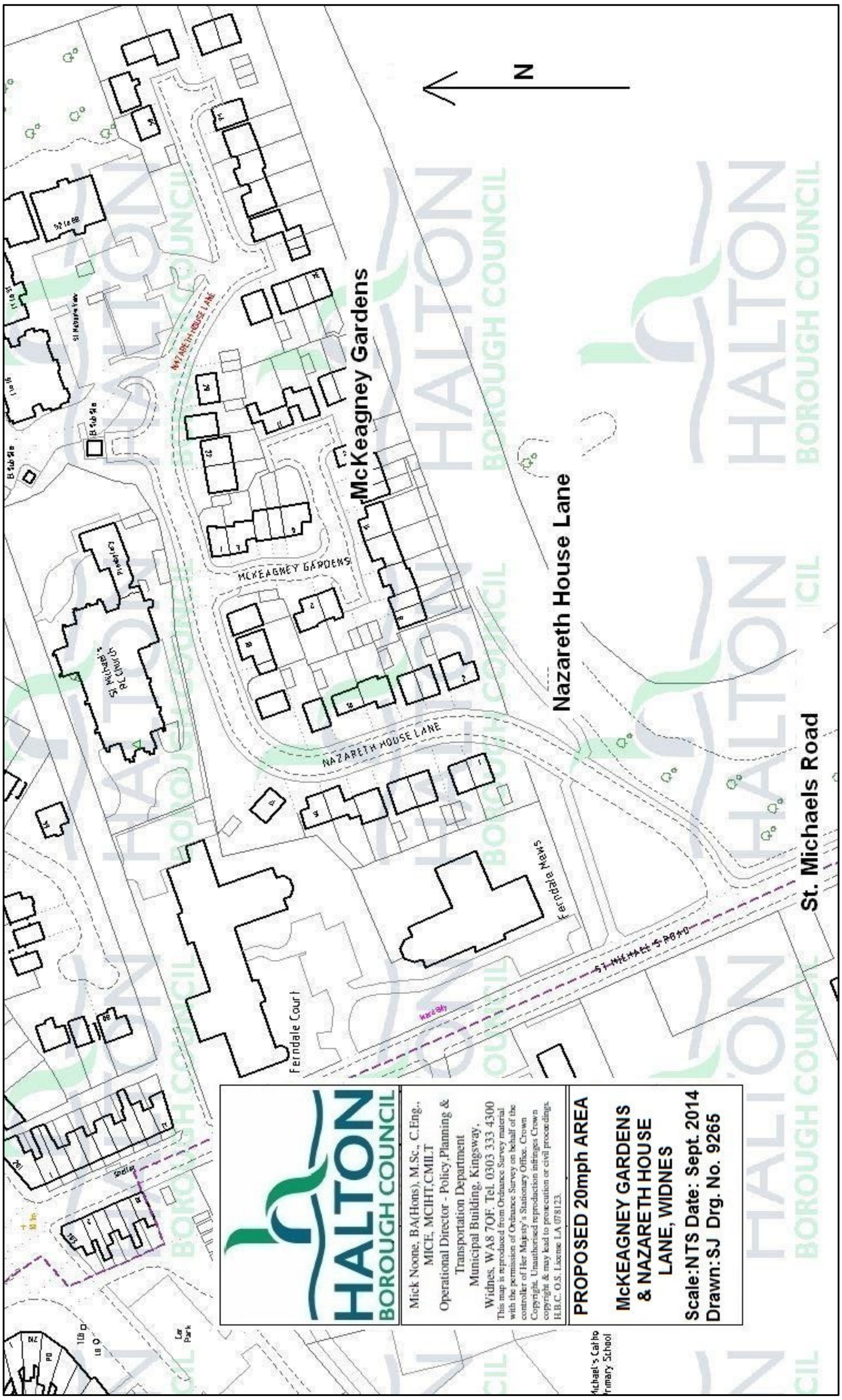

All vehicular highways in an area bounded by but not including the Southern Expressway, Weston Link, Weston Point Expressway, M56 Motorway and Wood Lane.
BOUNDARY OF PROPOSED 20mph AREA
N
SOUTHERN EXPRESSWAY
WOOD LANE
M56 MOTORWAY
BEECHWOOD AVENUE
WESTON LINK
WESTON POINT EXPRESSWAY
HALTON BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc., C.Eng., MICE, MCIHT, CMILT
Operational Director - Policy, Planning & Transportation
Municipal Building, Kingsway, Widnes, WA8 7QF. Tel. 0303 333 4300
Proposed 20mph Speed Limits
Beechwood Area, Runcorn
Scale: NTS Date: Aug 2014
Drawn: SJ Drg. No. 9254


HALTON
BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc., C.Eng., MCIT, MIHT, FCMI
Operational Director - Policy Planning & Transportation Department
Municipal Building, Kingsway, Widnes, WA8 7QF. Tel. 0303 333 4300
PROPOSED 20mph AREA
PALACE FIELDS ESTATE AREA
Scale:NTS Date: Sept. 2014
Drawn:SJ Drg. No. 9255
N
Boundary of 20mph Area
20mph. area to include all vehicular highways access via Palace Fields Avenue, including Palace Fields Avenue itself.
Excludes Busway.
Palace Fields Avenue


Boundary of 20mph Area
All vehicular highways within an area bounded by but excluding Ansdell Road, Peel House Lane and Albert Road but including Mill Brow.
N
MILL BROW
MILLFIELD ROAD ESTATE
ALBERT ROAD
ANSDELL ROAD
PEEL HOUSE LANE
HALTON BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc., CEng., MICE, MCIHT, CMILT
Operational Director - Policy Planning & Transportation Department
Municipal Building, Kingsway, Widnes, WA8 7QF. Tel. 0303 333 4300
MILLFIELD ROAD ESTATE AREA, WIDNES PROPOSED 20mph AREA
Scale:NTS Date: Sept. 2014
Drawn:SJ Drg. No. 9265


20mph area bounded by but not including Wood Lane, M56 motorway, Chester-Runcorn Railway Line, also and including that section of Halton Station Road extending from Clifton Road to the Halton Station Road/Ashbrook Avenue/Wood Lane junction.
Proposed speed limit to apply to all vehicular highways.
M56 MOTORWAY
WOOD LANE
HALTON STATION ROAD
CHESTER-RUNCORN RAILWAY LINE
CLIFTON ROAD
HALTON BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc., C.Eng., MICE, MCIHT, CMILT
Operational Director - Policy, Planning & Transportation Department
Municipal Building, Kingsway, Widnes, WA8 7QF. Tel. 0303 333 4300
Proposed 20mph Speed Limit Area - Ashbrook Estate Area, Runcorn & Halton Station Road (Part)
Scale:NTS Date: Sept. 2014
Drawn:SJ Drg. No. 9268


N
Boundary of
Haddon Drive
20mph. Area
All vehicular highways
accessed via and including
Haddon Drive but excluding
Cherry Sutton.
Haddon Drive
Liverpool Road
HALTON
BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc., C.Eng., MICE, MCIHT,CMILT
Operational Director - Policy,Planning & Transportation Department
Municipal Building, Kingsway,
Widnes, WA8 7QF. Tel. 0303 333 4300
PROPOSED 20mph AREA
HADDON DRIVE
ESTATE AREA
Scale:NTS Date: Sept. 2014
Drawn:SJ Drg. No. 9264


N
McKeagney Gardens
Nazareth House Lane
St. Michaels Road
MCKEAGNEY GARDENS
NAZARETH HOUSE LANE
ST MICHAEL'S ROAD
St Michael's RC Church
Presbytery
Ferndale Court
Ferndale Mews
HALTON BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc., C.Eng., MICE, MCIHT,CMILT
Operational Director - Policy,Planning & Transportation Department
Municipal Building, Kingsway, Widnes, WA8 7QF. Tel. 0303 333 4300
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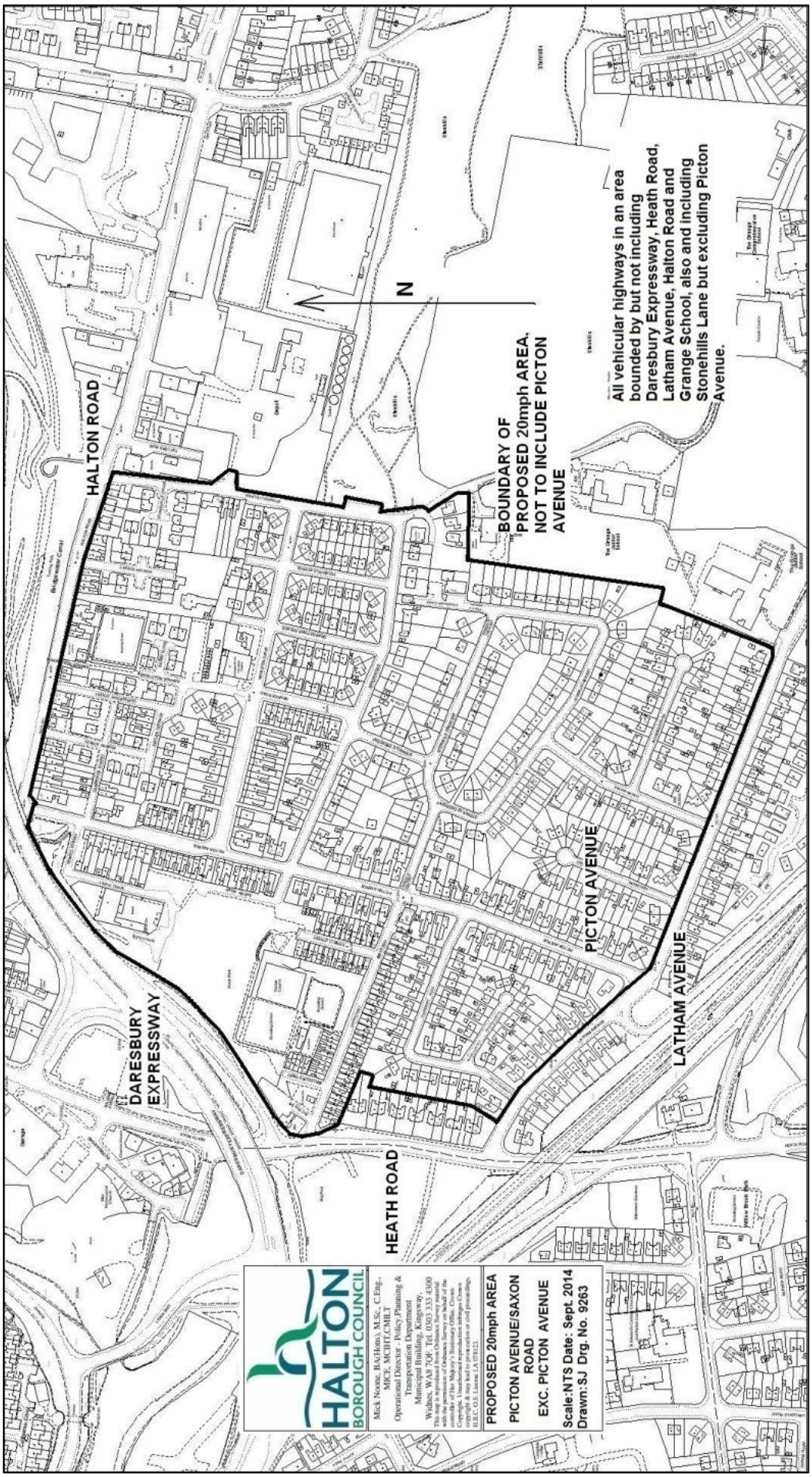
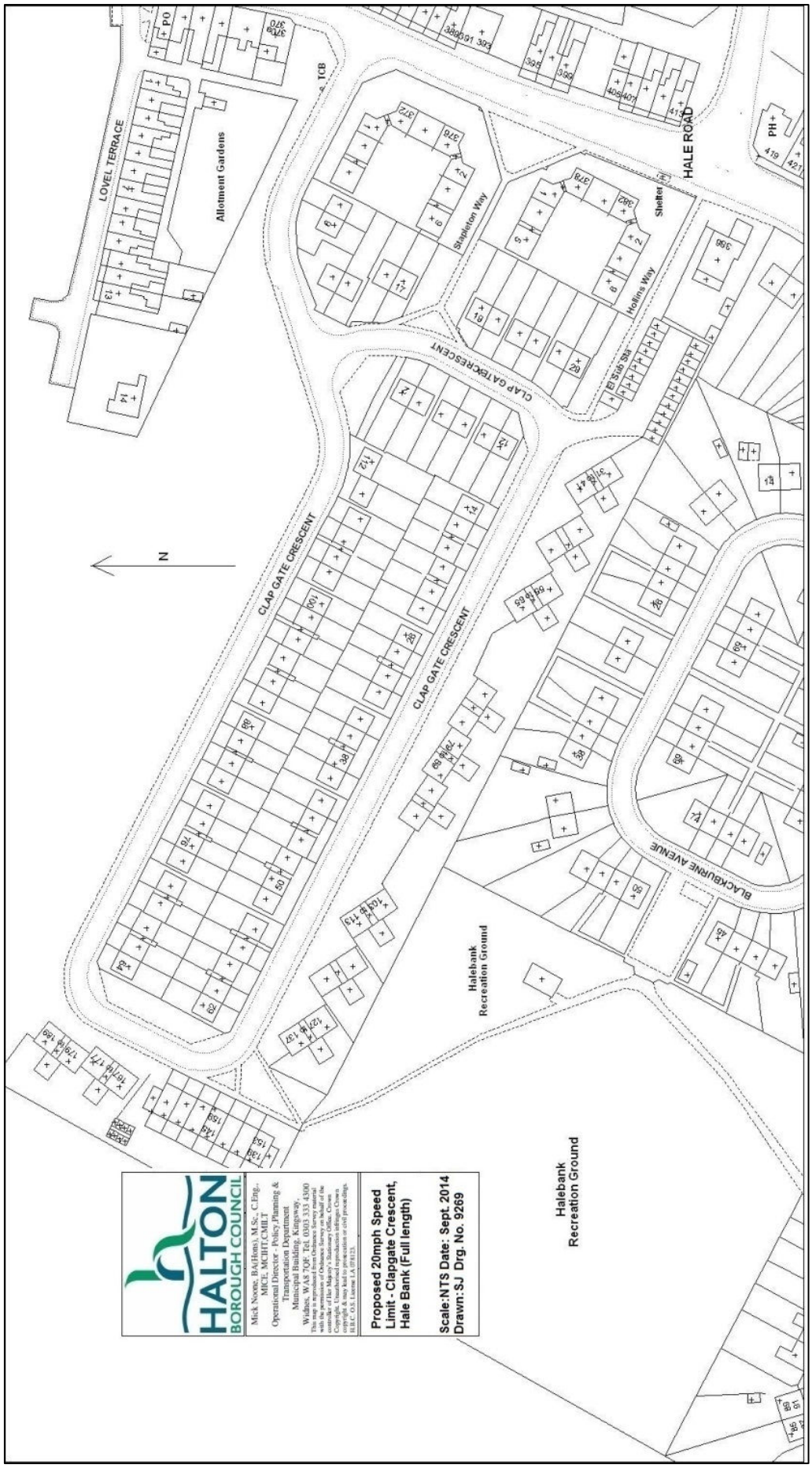
PROPOSED 20mph AREA
McKEAGNEY GARDENS & NAZARETH HOUSE LANE, WIDNES
Scale:NTS Date: Sept. 2014
Drawn:SJ Drg. No. 9265


LIVERPOOL ROAD
DITCHFIELD ROAD
DITCHFIELD PLACE
Boundary of 20mph area.
All vehicular highways that connect directly or indirectly to the west side of Ditchfield Road between its junctions with Liverpool Road and Ditchfield Place
N
HALTON
BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc., C.Eng., MICE, MCIHT,CMILT
Operational Director - Policy,Planning & Transportation Department
Municipal Building, Kingsway, Widnes, WA8 7QF. Tel. 0303 333 4300
CLINCTON VIEW AREA, WIDNES
PROPOSED 20mph AREA
Scale:NTS Date: Sept. 2014
Drawn:SJ Drg. No. 9266


HALTON ROAD
DARESBURY EXPRESSWAY
HEATH ROAD
PICTON AVENUE
LATHAM AVENUE
N
BOUNDARY OF PROPOSED 20mph AREA. NOT TO INCLUDE PICTON AVENUE
All vehicular highways in an area bounded by but not including Daresbury Expressway, Heath Road, Latham Avenue, Halton Road and Grange School, also and including Stonehills Lane but excluding Picton Avenue.
HALTON BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc., C.Eng., MICE, MCIHT, CMILT
Operational Director - Policy, Planning & Transportation
Municipal Building, Kingsway, Widnes, WA8 7QF. Tel. 0303 333 4300
PROPOSED 20mph AREA
PICTON AVENUE/SAXON ROAD
EXC. PICTON AVENUE
Scale:NTS Date: Sept. 2014
Drawn:SJ Drg. No. 9263


LOVEL TERRACE
Allotment Gardens
TCB
HALE ROAD
Shelter
PH
Shipleton Way
Hollins Way
CLAP GATE CRESCENT
CLAP GATE CRESCENT
BLACKBURNE AVENUE
Halebank
Recreation Ground
Halebank
Recreation Ground
N
HALTON
BOROUGH COUNCIL
Mick Noone, BA(Hons), M.Sc, C.Eng., MICE, MCIHT, CMILT
Operational Director - Policy, Planning & Transportation Department
Municipal Building, Kingsway, Widnes, WA8 7QF. Tel: 0303 333 4300
Proposed 20mph Speed Limit - Clapgate Crescent, Hale Bank (Full length)
Scale:NTS Date: Sept. 2014
Drawn:SJ Drg. No. 9269

REPORT: Executive Board

DATE: 3 September 2015

REPORTING OFFICER: Chief Executive

PORTFOLIO: Resources

SUBJECT: Taxi licensing matter

WARDS: Borough-wide

1. PURPOSE OF REPORT

To consider the recommendations of the Regulatory Committee made at its meeting on 17 June (Minute REG21) relating to proposed additions / amendments to the Single Status Drivers Conditions and the Hackney Carriage and Private Hire Vehicle Conditions as set out below.

The Regulatory Committee's recommendations are submitted to the Executive Board as a result of a Court of Appeal decision to the effect that any 'plan or strategy' relating to taxi matters would have to be determined by the Executive of a Council.

2. RECOMMENDED: That

1) the recommendations of the Regulatory Committee set out in Minute REG21 and the Regulatory Committee report dated 17 June be adopted as Council policy; and

2) the Operational Director-Legal and Democratic Services be authorised to determine the detailed wording of any outstanding matters and all other consequential matters to ensure implementation of this resolution.

3. INTRODUCTION AND BACKGROUND INFORMATION

3.1 At its meeting held on 17 June 2015 the Regulatory Committee made the following resolution:

REG21 TAXI LICENSING MATTER

The Committee was advised that during meetings of the Taxi Consultative Group various changes and additions were tabled to the Single Status Drivers conditions (and pre-conditions), and Hackney Carriage and Private Hire Vehicle conditions. The Taxi Consultative Group was requested to consult with the taxi trade regarding changes and the outcome of the consultation was outlined in the report. The potential changes were as follows:

• The introduction of an English/Maths test for all new Single Status Drivers;
• the use of electronic cigarettes by licensed drivers and passengers whilst in their licensed vehicles;
• the use of spare tyres, space saver tyres or sealants in licenced vehicles;
• changing the size of luggage space in licenced vehicles taking into consideration the area above the back seat of the vehicle; and
• removing the Council's policy on blackout/privacy glass.

RESOLVED: That the following matters be recommended to the Executive Board for adoption as Council policy:-

1. The proposals set out at Appendix B of the agenda except that (1) The proposal regarding maths tests be not proceeded with; (2) The details of level of competence in English which must be achieved be determined by the OD-LD;
2. Existing conditions relating to "privacy glass" (being condition 2.5 of the current Hackney Carriage Vehicle Conditions and 2.6 of the current Private Hire Vehicle Conditions) shall be deleted and the following condition substituted in each case:

Privacy Glass

Privacy glass shall be permitted subject to the following rules:
• The permitted degree of tinting of glass in front of the vehicle's "B-Pillar" shall be in accordance with national standards;
• The permitted degree of tinting of glass behind the vehicle's "B-Pillar" shall not exceed the vehicle manufacturer's specification for the vehicle in question.

3.2 The Regulatory Committee report and associated Appendices are attached to this report as Appendix 1.

3.3 The Regulatory Committee report sets out the background to the decision reached by the Regulatory Committee together with the reason for the need for that decision to be a recommendation ti the Executive Board.

4. OPTIONS

4.1 The options available to the Executive Board are to:-

- Adopt some or all of the proposed policies or
- Amend some or all of the proposed policies or
- Reject the proposed policies.

5. POLICY IMPLICATIONS

5.1 Any changes made would vary Conditions relating to applicants applying to hold Single Status Driver Licences and Hackney Carriage & Private Hire Vehicles Licences issued by Halton Borough Council.

6. OTHER IMPLICATIONS

6.1 None

7. IMPLICATIONS FOR THE COUNCILS PRIORITIES

7.1 Children and Young People in Halton
None

7.2 Employment Learning and Skills in Halton
There is some potential for this.

7.3 A Healthy Halton
N/A

7.4 A Safer Halton
There is some potential for this.

7.5 Halton's Urban Renewal
N/A

8. RISK ANALYSIS

8.1 N/A

9. EQUALITY AND DIVERSITY ISSUES

9.1 There is some potential for this.

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

Document	Place of Inspection	Contact Officer
Taxi Consultative Group File	4TH Floor Municipal Building	John Tully/ Kay Cleary

APPENDIX 1

REPORT: Regulatory Committee

DATE: 17 June 2015

REPORTING OFFICER: Chief Executive

PORTFOLIO: Resources

SUBJECT: Taxi licensing matter

WARDS: Borough-wide

1. PURPOSE OF REPORT

To consider additions / amendments to the Single Status Drivers Conditions and the Hackney Carriage and Private Hire Vehicle Conditions as set out below.

2. RECOMMENDED

That the Committee considers the proposals

3. INTRODUCTION AND BACKGROUND INFORMATION

3.1 During meetings of the Taxi Consultative Group various changes and additions were tabled to the Single Status Drivers conditions and Hackney Carriage and Private Hire Vehicle conditions as set out below. The group was asked to consult with the taxi trade they represent regarding changes and the results of the consultation are shown at Appendix A and Appendix B to this report. The potential changes to existing policy are summarised at section 4 of this report. It should be noted that paragraph 4.5 below has been added to this report via a separate route but the Taxi Consultative Group has also been informed of this.

3.2 The Committee is responsible for determining the Council's policies in connection with the grant, variation, suspension or revocation of licences relating to taxi and private hire (see Terms of Reference of the Regulatory Committee part 17B).

3.3 However, the Constitution must now be interpreted in accordance with the case of R (On the application of 007 Stratford Taxis Limited v Stratford on Avon District Council 2011. This Court of Appeal decision interpreted the meaning of the Local Authorities

(Functions and Responsibilities)(England) Regulations 2000 in respect of matters which must be dealt with by a Council's Executive or by a committee of its council. Essentially, the court held that: (1) it was clear that individual applications relating to taxi matters must be dealt with by the equivalent of this Council's Regulatory Committee and (2) matters calculated to facilitate, or be conducive or incidental to such applications must also be dealt with in the same way but (3) any "plan or strategy" associated with such a function would be an executive function and therefore have to be determined by a council's executive. The Stratford case concerned the introduction of a wheelchair access policy. The decision was taken by the Council's cabinet rather than its Licensing Committee. The challenge from the taxi trade was that the Licensing Committee should have adopted the policy. This element of the challenge was rejected by the court.

3.4 Consequently, any decision of the Regulatory Committee on matters contained in this agenda will be by recommendation to the Executive Board.

3.5 In deciding whether or not to adopt or to recommend the adoption of a policy the following questions should be addressed:

3.5.1 Has proper consultation been undertaken?

3.5.2 Are the proposals necessary and proportionate?

3.5.3 In considering 3.5.2 what is it about the existing policy which has proved deficient or has failed to deal adequately with changes in circumstance?

4 POTENTIAL CHANGES

4.1 <u>The introduction of an English / Maths Test for all new Single Status Drivers</u>.

4.1.1 Currently, all applicants who wish to hold a Single Status Drivers Licence must comply with certain mandatory requirements; these include a driving test conducted by the Driving Standards Agency, a Level 2 Medical as defined by The Driver and Vehicle Licensing Authority, and a Taxi Knowledge Test.

4.1.2 The Taxi Knowledge Test comprises questions relating to shortest routes within Halton, location of Borough boundaries, knowledge of SSD and vehicle Conditions and a small amount of legislation relating to taxi driving.

4.1.3 Recently, enquiries have been received from an increasing number of people who have a first language which is not English, and who have a certain difficulty in communicating.

4.1.4 Unlike many other authorities, Halton does not require new applicants to have a proven competency in English and/or simple arithmetic.
4.1.5 No evidence has been forthcoming that any qualification in maths (arithmetic) is required.

4.1.6 At the time of preparing this report the availability and cost of basic English courses is not known. Enquiries have been made of Riverside College and the Committee will be updated on any responses received.

4.2 Consider the use of electronic cigarettes by licensed drivers whilst in their licensed vehicles.

4.2.1 The use of e-cigarettes is not prohibited under the Health Act 2006. However, the Council has banned these devices on Council premises.

4.2.2 The Committee is asked to consider whether banning e-cigarettes would be in the interests of the travelling public.

4.3 Consider if a Spare Tyre, a Space Saver Tyre or sealant are required in a licensed vehicle.

4.3.1 Many newly manufactured vehicles do not have a spare or a space saver tyre in the vehicle: instead they contain a tube of sealant. If a puncture occurs the sealant is used to repair the puncture and then a new tyre must be purchased.

4.3.2 There could be an issue of space to carry the spare tyre / space saver tyre in the vehicles which currently have a sealant.

4.4 Consider changing the size of the luggage space in licenced vehicles taking into consideration the area above the back seat of the vehicle.

4.4.1 The current size of the luggage space in a licensed vehicle must be a minimum of 12.5 cubic feet. This does not take into consideration the fact that luggage may be loaded above the back seat which could cause problems to the passengers if the vehicle has to brake suddenly.

4.4.2 The Taxi Consultative Group were asked to consider if the luggage space of a licensed vehicle should be able to carry a minimum of two suitcases and a fold up wheelchair as a standard.

4.5 **Consider removing the Council's policy on blackout/privacy glass.**

4.5.1 Hackney carriages and private hire vehicles are subject to the following standard condition under the heading “Privacy glass”:
Privacy glass shall be permitted subject to the following rules:
Blackout glass shall be banned in Halton;
The permitted degree of tinting of glass in front of the vehicles’ “B-Pillar” shall be in accordance with national standards;
The permitted degree of tinting of glass behind the vehicles’ “B-Pillar” shall be in accordance with rules to be determined from time to time by the Council.

4.5.2 This condition was originally introduced some years ago following a request from Cheshire Constabulary. The police have been requested to comment on the continued use of this condition and have replied that in the absence of a Constabulary wide policy they withdraw their request for its imposition.

4.5.3 The Committee has removed this condition on individual application (such as at its meeting on 11th March 2015).

5 ISSUES ARISING

5.1 Grandfather rights would need to be considered If any changes were made to the luggage space and spare/space saver tyre/ sealant.

6 Regulators’ Code 2014

6.1 The Regulators’ Code 2014 requires regulators (such as the Council) to take into account a number of factors when introducing new policies.

6.2 For example, paragraph 1.2 of the Code states: “When designing and reviewing policies, operational procedures and practices, regulators should consider how they might support or enable economic growth for compliant businesses and other regulated entities, for example, by considering how they can best:

- understand and minimise negative economic impacts of their regulatory activities;
- minimising the costs of compliance for those they regulate;
- improve confidence in compliance for those they regulate, by providing greater certainty; and
- encourage and promote compliance.”

6.3 The Code also states that regulators should base their regulatory activities on risk. In the present case the balancing exercise is to weigh any negative consequences on the taxi trade against the positive consequences on the public who use the services of the trade.

6.4 It is taken as read that unnecessary burdens should never be imposed and that all actions need to be proportionate.

7 GENERAL COMMENTS

7.1 The Council's Licensing Section has made enquiries at local colleges and has been advised that basic English/Maths courses are available and currently no fee is charged. (See Appendix B with respect to English).

7.2 The length of the course for each proposed applicant is dependent on the standard of English that the applicant has.

7.3 The course would need to be undertaken prior to the SSD application being submitted as currently all applications must be fully completed within 6 months from the date of first application.

8. OPTIONS

8.1 The options available to the committee are to **recommend:**

- Agreement to some or all of the potential changes or
- Amendment to some or all of the potential changes or
- Rejection of the potential changes.

8.2 Should the Committee recommend a course of action other than outright rejection of any potential changes existing conditions will need to be altered. The Committee with therefore be requested include within the resolution a delegation of the task of preparing detailed wording and other consequential matters.

9 POLICY IMPLICATIONS

9.1 Any changes made would vary Conditions relating to applicants applying to hold Single Status Driver Licences and Hackney Carriage & Private Hire Vehicles Licences issued by Halton Borough Council.

10. OTHER IMPLICATIONS

None

11 IMPLICATIONS FOR THE COUNCILS PRIORITIES

11.1 Children and Young People in Halton

None

11.2 Employment Learning and Skills in Halton

There is some potential for this.

11.3 A Healthy Halton

N/A

11.4 A Safer Halton

There is some potential for this.

11.5 Halton's Urban Renewal

N/A

12 RISK ANALYSIS

N/A

13 EQUALITY AND DIVERSITY ISSUES

There is some potential for this.

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

Document	Place of Inspection	Contact Officer
Taxi Consultative Group File	4TH Floor Municipal Building	John Tully/ Kay Cleary

APPENDIX A

Potential Changes to Single Status Drivers Licences conditions and Hackney Carriage and Private Hire Vehicle conditions

Proposal	Taxi Consultative Group Views
Maths/ English test for all new Single Status Driver Applicants	**Apec** Strongly agree that all new drivers should have a test for basic Maths / English **Halton Taxis** Maths probably not necessary but spoken and written English essential **Widnes Taxis** Maths / English test required
Spare Tyre / Space Saver Tyre or Sealant	**Apec** Vehicles should have a spare wheel and not a sealant. **Halton Taxis** Proper spare wheel is essential **Widnes Taxis** Consensus is a spare wheel
Electronic Cigarettes	**Apec** In favour of electronic cigarettes **Halton Taxis** Nothing conclusive **Widnes Taxis** Not a great deal of interest – smokers were against banning this device
Licensed vehicle Luggage Space	**Apec** Agree that vehicles should be suitable for carrying two suitcases and a fold up wheelchair **Halton Taxis** It shouldn't matter what shape or size as long as it is a sensible size. It is not unreasonable that two suitcases and a fold up wheelchair should fit in **Widnes Taxis** Voted to stay at the current level of 12.5 cubic metres

APPENDIX B

Proposed Changes to Single Status Drivers Licences conditions and Hackney Carriage and Private Hire Vehicle conditions

Proposal	Mischief being addressed	Arguments in favour of change	Arguments against change	Proportionality	Grandfather rights issues	Proposed Wording of condition
Maths/ English test for all new Single Status Driver Applicants	Potential for poor communications with the public/Failure to take shortest routes/inaccuracies in dealing with money	These mischiefs could be avoided if the proposals are adopted. Issues of communication in English are self-evident.	No evidence has been produced to demonstrate a need for Maths tests.	Limiting the English test to non-native English speakers would be more proportionate as would a focus on oral skills rather than the wider concept of verbal skills. Maths tests would not be proportionate.	Proposals to apply only to new driver applicants (returning driver applicants to be exempt)	**Pre condition** Prior to applying for a Single Status Driver's Licence applicants whose first language is not English must undertake an assessment of their oral skills in English. The assessment must be undertaken at an appropriate educational institution (for example Riverside College).

						The details of level of competence in English which must be achieved is still to be determined
Spare Tyre / Space Saver Tyre or Sealant	Without some sort of spare tyre a puncture may prevent passengers from completing their journey. No conditions currently deal with this contingency.	The mischief could be minimised to an acceptable level by specifying minimum standards.	Banning sealants has been met with general approval but requiring a spare wheel and tyre for certain makes of vehicle would be expensive.	Giving a choice of having a spare wheel or a space saver tyre would be proportionate if applied to all vehicles.	To apply to all new vehicles on adoption of the policy and to all other vehicles after 12 months	**Condition** **Vehicle Condition** Add new HCV condition 3.5 and new PHV condition 3.4 as follows: "The vehicle must be equipped with a full spare tyre or a space saver tyre as a minimum requirement. Tyre sealants shall not be

						sufficient". **SSD Condition** **Add new condition** "When driving a licensed hackney carriage or private hire vehicle equipped with a space saver tyre the holder must be aware of and adhere to the VOSA requirements for the use of space saver tyres".
Banning use of **Electronic Cigarettes**	Enforcement of the cigarette ban is made more difficult if e-cigarettes are allowed and the travelling public should not be subjected to	The mischief could be minimised	The Health Act 2006 does not ban e-cigarettes	This is an open question but the proposal would be consistent with the existing policy on Council premises and vehicles.	Not applicable. The policy would apply generally.	**SSD Condition** **Add new condition**

	exposure to e-cigarette residues.					“When in a licensed hackney carriage or private hire vehicle the holder must not smoke any electronic cigarette”. **SSD Driver Condition** **Add new condition** “The holder must not permit any passenger to smoke any electronic cigarette in any licensed hackney carriage or private hire vehicle being driven by the holder”.

Licensed vehicle – minimum luggage Space	The existing condition does not take into account the varied shapes of modern boots and could be interpreted in such a way as to block rear views	The goal of ensuring that at least 2 large suitcases plus a folded wheelchair can be carried has been met with general approval.	There are no agreed standards and there is no evidence that the existing condition causes a problem.	The proposal would be proportional if it is applied only to newly licensed vehicles. Full grandfather rights are therefore essential.	All vehicles currently licensed to be exempt.	**Condition** Additional wording At the end of the definition of "Minimum useable luggage space" in clause 2 of the HCV and PHV conditions add: Minimum useable luggage space shall mean that the vehicle must be capable of accommodating as a minimum within its boot space two large suitcases and one fold-up wheelchair ("the luggage requirement"). In establishing

						compliance with the minimum useable luggage space requirement there shall be disregarded any 'boot space' higher than the top of any rear seat within the vehicle. The luggage requirement is in addition to any boot space which may be taken up by any spare wheel or space saver tyre. The calculations for establishing compliance with the luggage requirement shall be as follows: 1. A folded Wheelchair shall be assumed to be not less than (in inches) (43.5 x 12.5 x 13) = 729

						cu. inches (or 11.95 litres) 2. One large suitcase shall be assumed to be not less than (in inches) 30 x 19 x 12 = 6840 cu. Inches (or 112.1 litres). Therefor Two large suitcases plus one folded wheelchair shall be assumed to be (in inches) 13680 + 729 = 14409 cu. inches (or 236.1 litres). **Condition** Deleted wording Delete “of 353 litres (12.5 cubic feet)” in HCV conditions 2.1.2(4) and

						2.1.3 (5) and PHV conditions 2.1.1 (4) and 2.1.2 (4).

REPORT TO: Executive Board

DATE: 3 September 2015

REPORTING OFFICER: Operational Director – Finance

PORTFOLIO: Resources

SUBJECT: 2015/16 Quarter 1 Spending

WARD(S): Borough-wide

1.0 PURPOSE OF REPORT

1.1 To report the Council's overall revenue and capital spending position as at 30 June 2015.

2.0 RECOMMENDED: That

1) all spending continues to be limited to the absolutely essential;

2) Strategic Directors ensure overall spending at year-end is within their total operational budget; and

3) Council approve the revised capital programme as set out in Appendix 3.

3.0 SUPPORTING INFORMATION

Revenue Spending

3.1 Appendix 1 presents a summary of spending against the revenue budget up to 30 June 2015, along with individual statements for each Department. In overall terms revenue expenditure is £0.131m below the budget profile. However the budget profile is only a guide to eventual spending and experience shows that spending is usually lower in the first quarter of the financial year and is likely to accelerate towards the end of the year. Directorates should continue to limit all spending to the absolutely essential to ensure that each Directorate's spending at year-end is within its total operational budget.

3.2 Total spending on employees is £0.4m below budget profile at the end of the quarter. Vacant posts exist within a number of departments which has helped generate the favourable variance to date. A number of these posts are intended to be offered as savings for 2016/17, whilst others will need to be filled and thereby the variance will reduce.

3.3 Included within the employees budget is a staff turnover savings target of 2.6% which reflects the saving made between a member of staff leaving a

post and the post being filled. The target for the quarter has been achieved for all departments with the exception of Economy, Enterprise and Property Department, due to a low level of staff turnover.

3.4 Expenditure on general supplies and services is £80,000 below budget as at 30 June 2015, although these budgets were cut by 8% for 2015/16, being one of the measures approved in balancing the budget. The position is however marginal and therefore it is important to ensure spending continues to be limited to only essential items.

3.5 In 2014/15 the Children and Families Department experienced severe cost pressures due to significant increases in numbers of children subject to protection plans, special guardianship orders or entering residential care. This resulted in a budget overspend of £4.4m for the year. At the end of the first quarter of 2015/16, expenditure relating to Out of Borough Residential Placements is £371,000 (67%) over the profiled budget. Other pressure areas the Department is continuing to deal with relate to Special Guardianship, Out of Borough Fostering, Direct Payments and Individual Budgets.

3.6 During the last financial year there was a high level of agency staff required within the Children & Families Department, due to the exceptional service pressures within this area and difficulties recruiting suitably qualified staff, which contributed to a significant overspend. New staffing structures and recruitment to vacant posts is beginning to help reduce the level of agency staff required this year. Therefore, by year-end the overspend on staffing for the Department is expected to be considerably lower than last year.

3.7 At 30 June 2015 the Children & Families Department's spending was in total £0.7m (16%) over the budget to date of £4.5m. Work is underway to reduce the number of agency staff and utilise in-house services where possible, but it is still anticipated that spend will be approximately £2.9m over budget at year-end.

3.8 The Community and Environment Department is continuing to experience shortfalls in various sources of income, although these are largely being managed from underspends elsewhere across the Department's budget.

3.9 The Complex Care Pool budget has performed well over the first quarter of the financial year and at 30 June 2015, net spend is £71,000 below the budget to date. The number of clients receiving care was slightly higher than at the start of the calendar year, although this was offset by a reduction in the average cost per client.

3.10 The collection rate for Council Tax for the quarter is 28.6%, slightly lower (0.02%) than at this stage last year. Whilst the collection rate for Business Rates of 28.9% is down by 0.87% from this point last year. The forecast retained element of business rates is in line with the estimate used when setting the 2015/16 budget. However, it remains very difficult to forecast retained business rates to the end of the financial year, due to the high

number of valuation appeals lodged by businesses with the Valuation Office Agency prior to 31 March 2015.

3.11 The Council's overall net spending is marginally below the budget profile at 30 June 2015. It is important that budget managers continue to closely monitor and control spending and income. In the current financial climate budget underspends will be helpful in replenishing reserves which have been approved for use in balancing the budget, therefore spending should continue to be limited to the absolutely essential.

Capital Spending

3.12 The capital programme has been revised to reflect a number of changes in spending profiles and funding as schemes have developed. These are reflected in the capital programme presented in Appendix 3. The schemes which have been revised within the programme are as follows;

(i) Former Fairfield Site Schemes
(ii) Fleet Replacements
(iii) Surface Water Management
(iv) ALD Bungalows
(v) Grangeway Court

3.13 Capital spending at 30 June 2015 totalled £4.575m, which is 96% of the planned spending of £4.780m at this stage. This represents 9% of the total Capital Programme of £49.234m.

Balance Sheet

3.14 The Council's Balance Sheet is monitored regularly in accordance with the Reserves and Balances Strategy which forms part of the Medium Term Financial Strategy. The key reserves and balances have been reviewed and are considered prudent and appropriate at this stage in the financial year and within the current financial climate.

4.0 POLICY AND OTHER IMPLICATIONS

4.1 None.

5.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

5.1 There are no direct implications, however, the revenue budget and capital programme support the delivery and achievement of all the Council's priorities.

6.0 RISK ANALYSIS

6.1 There are a number of financial risks within the budget. However, the Council has internal controls and processes in place to ensure that spending remains in line with budget.

6.2 In preparing the 2015/16 budget, a register of significant financial risks was prepared which has been updated as at 30 June 2015.

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.

APPENDIX 1

Summary of Revenue Spending to 30th June 2015

Directorate / Department	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Children and Families Services	18,733	4,534	5,281	(747)
Education, Inclusion and Provision	15,149	3,618	3,486	132
Economy, Enterprise & Property	3,216	-194	-118	(76)
Children & Enterprise	**37,098**	**7,958**	**8,649**	**(691)**
Human Resources	0	-368	-387	19
Policy, Planning & Transportation	16,039	1,757	1,707	50
Legal & Democratic Services	512	107	86	21
Finance	4,668	-1,094	-1,309	215
ICT & Support Services	0	-401	-595	194
Public Health & Public Protection	1018	1,191	1,150	41
Policy & Resources	**22,237**	**1,192**	**652**	**540**
Commissioning & Complex Care	12,714	3,316	3,281	35
Community & Environment	24,273	3,360	3,412	(52)
Prevention & Assessment	26,098	3,287	3,168	119
Communities	**63,085**	**9,963**	**9,861**	**102**
Corporate & Democracy	**-21,007**	**1,835**	**1,655**	**180**
Mersey Gateway	**39**	**546**	**546**	**0**
Net Total	**101,452**	**21,494**	**21,363**	**131**

CHILDREN & ENTERPRISE DIRECTORATE

Children & Families Services

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	8,617	2,211	2,262	(51)
Premises	339	172	173	(1)
Supplies & Services	955	157	162	(5)
Transport	18	12	13	(1)
Direct Payments / Individual Budgets	252	23	92	(69)
Commissioned Services	342	38	48	(10)
Residential Placements	2,703	555	926	(371)
Out of Borough Adoption	80	0	0	0
Out of Borough Fostering	414	139	188	(49)
In house Adoption	195	69	90	(21)
Special Guardianship	527	122	271	(149)
In House Foster Carer Placements	1,763	436	432	4
Care Leavers	125	18	29	(11)
Family Support	113	5	20	(15)
Capital Financing	6	0	0	0
Total Expenditure	**16,449**	**3,957**	**4,706**	**(749)**
Income				
Adoption Placements	-43	0	0	0
Fees & Charges	-114	-7	-9	2
Dedicated Schools Grant	-75	0	0	0
Reimbursements & Other Income	-254	-32	-32	0
Transfer from Reserves	-80	-80	-80	0
Total Income	**-566**	**-119**	**-121**	**2**
Net Operational Expenditure	**15,883**	**3,838**	**4,585**	**(747)**
Recharges				
Premises Support Costs	288	72	72	0
Transport Support Costs	72	12	12	0
Central Support Service Costs	2,446	612	612	0
Asset Rental Support Costs	44	0	0	0
Total Recharges	**2,850**	**696**	**696**	**0**
Net Departmental Expenditure	**18,733**	**4,534**	**5,281**	**(747)**

Education, Inclusion and Provision

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	6,913	1,610	1,520	90
Premises	444	13	12	1
Supplies & Services	2,892	515	489	26
Transport	5	1	0	1
School Transport	919	14	14	0
Commissioned Services	2,127	306	291	15
Agency Related Expenditure	53	11	5	6
Independent School Fees	1,541	400	400	0
Inter Authority Special Needs	252	0	0	0
Nursery Education Payments	2,949	1,065	1,065	0
Schools Contingency	517	160	160	0
Special Education Needs Contingency	1,141	453	453	0
Capital Finance	3	0	0	0
Early Years Contingency	191	0	0	0
Total Expenditure	**19,947**	**4,548**	**4,409**	**139**
Income				
Fees & Charges	-425	-22	-18	(4)
Rent	-100	-8	-8	0
HBC Support Costs	-79	0	0	0
Transfer to / from Reserves	-593	-496	-496	0
Dedicated Schools Grant	-9,551	-571	-571	0
Government Grant Income	-24	-24	-24	0
Reimbursements & Other Income	-525	-50	-47	(3)
Sales Income	-46	-2	0	(2)
Inter Authority Income	-578	0	0	0
Schools SLA Income	-246	-227	-229	2
Total Income	**-12,167**	**-1,400**	**-1,393**	**(7)**
Net Operational Expenditure	**7,780**	**3,148**	**3,016**	**132**
Recharges				
Premises Support Costs	205	54	54	0
Transport Support Costs	296	5	5	0
Central Support Service Costs	1,851	411	411	0
Asset Rental Support Costs	5,017	0	0	0
Total Recharges	**7,369**	**470**	**470**	**0**
Net Departmental Expenditure	**15,149**	**3,618**	**3,486**	**132**

Economy, Enterprise & Property

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	4,242	1,073	1,099	(26)
Repairs & Maintenance	2,485	399	398	1
Premises	41	36	36	0
Energy & Water Costs	599	95	98	(3)
NNDR	544	504	501	3
Rents	446	120	120	0
Marketing Programme	23	3	3	0
Promotions	9	4	4	0
Supplies & Services	1,726	290	285	5
Agency Related Expenditure	42	2	3	(1)
Grants to Non Voluntary Organisations	323	301	301	0
Surplus Property Assets	-685	-75	0	(75)
Revenue Contrib'n to / from Reserves	35	35	35	0
Total Expenditure	**9,830**	**2,787**	**2,883**	**(96)**
Income				
Fees & Charges	-654	-268	-274	6
Rent - Markets	-766	-164	-166	2
Rent - Industrial Estates	-605	-120	-123	3
Rent - Investment Properties	-627	-111	-119	8
Transfer to / from Reserves	-518	-518	-518	0
Government Grant – Income	-1,827	-537	-537	0
Reimbursements & Other Income	-46	-32	-36	4
Recharges to Capital	-227	-3	-3	0
Schools SLA Income	-510	-437	-434	(3)
Total Income	**-5,780**	**-2,190**	**-2,210**	**20**
Net Operational Expenditure	**4,050**	**597**	**673**	**(76)**
Recharges				
Premises Support Costs	1,924	508	508	0
Transport Support Costs	32	5	5	0
Central Support Service Costs	2,049	542	542	0
Asset Rental Support Costs	2,543	0	0	0
Repairs & Maint. Rech. Income	-2,558	-640	-640	0
Accommodation Rech. Income	-2,763	-691	-691	0
Central Supp. Service Rech. Income	-2,061	-515	-515	0
Total Recharges	**-834**	**-791**	**-791**	**0**
Net Departmental Expenditure	**3,216**	**-194**	**-118**	**(76)**

POLICY & RESOURCES DIRECTORATE

Human Resources

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	1,572	368	370	(2)
Employee Training	133	9	9	0
Supplies & Services	118	25	26	(1)
Total Expenditure	**1,823**	**402**	**405**	**(3)**
Income				
Fees & Charges	-43	-43	-65	22
School SLA's	-406	-383	-383	0
Total Income	**-449**	**-426**	**-448**	**22**
Net Operational Expenditure	**1,374**	**-24**	**-43**	**19**
Recharges				
Premises Support	61	15	15	0
Transport Recharges	5	1	1	0
Central Support Recharges	531	133	133	0
Support Recharges Income	-1,971	-493	-493	0
Net Total Recharges	**-1,374**	**-344**	**-344**	**0**
Net Departmental Expenditure	**0**	**-368**	**-387**	**19**

Policy, Planning & Transportation

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	4,831	1,180	1,181	(1)
Other Premises	222	64	51	13
Hired & Contracted Services	307	67	43	24
Supplies & Services	283	73	76	(3)
Street Lighting	2,026	65	66	(1)
Highways Maintenance	2,281	300	295	5
Bridges	98	4	3	1
Fleet Transport	1,397	178	177	1
Lease Car Contracts	516	197	196	1
Bus Support – Hopper Tickets	180	30	30	0
Bus Support	525	151	154	(3)
Out of Borough Transport	51	9	7	2
Finance Charges	406	146	143	3
Grants to Voluntary Organisations	68	34	34	0
NRA Levy	60	15	15	0
Total Expenditure	**13,250**	**2,513**	**2,471**	**42**
Income				
Sales	-358	-51	-42	(9)
Planning Fees	-531	-133	-124	(9)
Building Control Fees	-201	-50	-57	7
Other Fees & Charges	-449	-76	-89	13
Rents	-8	0	0	0
Grants & Reimbursements	-527	-74	-74	0
Efficiency Savings	-60	0	0	0
School SLAs	-40	-40	-40	0
Recharge to Capital	-312	0	0	0
Transfer from Reserves	-217	0	0	0
Total Income	**-2,703**	**-424**	**-426**	**2**
Net Operational Expenditure	**10,547**	**2,089**	**2,045**	**44**
Recharges				
Premises Support	681	271	271	0
Transport Recharges	629	147	157	(10)
Asset Charges	7,791	0	0	0
Central Support Recharges	2,120	530	530	0
Departmental Support Recharges	491	123	123	0
Departmental Support Recharges Income	-491	-123	-123	0
Support Recharges Income – Transport	-3,734	-850	-866	16
Support Recharges Income	-1,995	-430	-430	0
Net Total Recharges	**5,492**	**-332**	**-338**	**6**
Net Departmental Expenditure	**16,039**	**1,757**	**1,707**	**50**

Legal & Democratic Services

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	1,906	427	429	(2)
Supplies & Services	337	106	93	13
Civic Catering & Functions	27	1	1	0
Mayoral Allowances	22	22	22	0
Legal Expenses	310	129	128	1
Total Expenditure	**2,602**	**685**	**673**	**12**
Income				
Land Charges	-101	-25	-22	(3)
License Income	-251	-42	-42	0
Schools SLA's	-55	-55	-70	15
Government Grants	-34	-34	-34	0
Other Income	-28	-1	-1	0
Transfers from Reserves	-150	-54	-51	(3)
Total Income	**-619**	**-211**	**-220**	**9**
Net Operational Expenditure	**1,983**	**474**	**453**	**21**
Recharges				
Premises Support	132	33	33	0
Transport Recharges	26	7	7	0
Central Support Recharges	425	106	106	0
Support Recharges Income	-2,054	-513	-513	0
Net Total Recharges	**-1,471**	**-367**	**-367**	**0**
Net Departmental Expenditure	**512**	**107**	**86**	**21**

Finance

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	7,349	1,781	1,659	122
Supplies & Services	515	242	241	1
Other Premises	86	60	60	0
Insurances	1,614	859	853	6
Concessionary Travel	2,127	532	532	0
Rent Allowances	56,000	11,892	11,892	0
Non HRA Rebates	66	14	14	0
Discretionary Housing Payments	387	72	72	0
Local Welfare Payments	150	21	21	0
Total Expenditure	**68,294**	**15,473**	**15,344**	**129**
Income				
Fees & Charges	-318	-28	-36	8
SLA to Schools	-798	-798	-747	(51)
NNDR Administration Grant	-166	0	0	0
Hsg Ben Administration Grant	-782	-195	-195	0
Council Tax Admin Grant	-208	-208	-207	(1)
Rent Allowances	-55,600	-13,900	-13,895	(5)
Clerical Error Recoveries	-398	-133	-133	0
Non HRA Rent Rebates	-66	-18	-18	0
Discretionary Housing Payments Grant	-387	-115	-115	0
Reimbursements & Other Grants	-185	-36	-171	135
Liability Orders	-421	-243	-243	0
Transfer from Reserves	-745	0	0	0
Total Income	**-60,074**	**-15,674**	**-15,760**	**86**
Net Operational Expenditure	**8,220**	**-201**	**-416**	**215**
Recharges				
Premises	399	100	100	0
Transport	24	6	6	0
Asset Charges	19	0	0	0
Central Support Services	3,546	886	886	0
Support Services Income	-7,540	-1,885	-1,885	0
Net Total Recharges	**-3,552**	**-893**	**-893**	**0**
Net Departmental Expenditure	**4,668**	**-1,094**	**-1,309**	**215**

ICT & Support Services

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	5,846	1,448	1,275	173
Supplies & Services	682	106	89	17
Computer Repairs & Software	651	232	232	0
Communications Costs	332	52	52	0
Other Premises	23	14	14	0
Capital Financing	352	105	101	4
Transfers to Reserves	65	0	0	0
Total Expenditure	**7,951**	**1,957**	**1,763**	**194**
Income				
Fees & Charges	-895	-94	-94	0
Reimbursements & Other Grants	-144	0	0	0
Transfers from Reserves	-150	0	0	0
SLA to Schools	-536	-417	-417	0
Total Income	**-1,725**	**-511**	**-511**	**0**
Net Operational Expenditure	**6,226**	**1,446**	**1,252**	**194**
Recharges				
Premises	397	99	99	0
Transport	27	7	7	0
Asset Charges	1,161	0	0	0
Central Support Services	1,121	280	280	0
Support Service Income	-8,932	-2,233	-2,233	0
Net Total Recharges	**-6,226**	**-1,847**	**-1,847**	**0**
Net Departmental Expenditure	**0**	**-401**	**-595**	**194**

Public Health & Public Protection

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	3,081	757	720	37
Supplies & Services	289	49	46	3
Other Agency	21	21	17	4
Contracts & SLA's	4,193	284	274	10
Total Expenditure	**7,584**	**1,111**	**1,057**	**54**
Income				
Other Fees & Charges	-67	-15	-10	(5)
Sales Income	-26	-26	-18	(8)
Reimbursements & Grant Income	-54	-39	-38	(1)
Government Grant	-8,786	-9	-9	0
Total Income	**-8,933**	**-89**	**-75**	**(14)**
Net Operational Expenditure	**-1,349**	**1,022**	**982**	**40**
Recharges				
Premises Support	166	41	41	0
Central Support Services	2,180	126	126	0
Transport Recharges	21	2	1	1
Net Total Recharges	**2,367**	**169**	**168**	**1**
Net Departmental Expenditure	**1,018**	**1,191**	**1,150**	**41**

COMMUNITIES DIRECTORATE

Commissioning & Complex Care

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	7,608	1,746	1,700	46
Premises	308	87	82	5
Supplies & Services	1,912	498	500	(2)
Carers Breaks	427	166	164	2
Transport	170	44	40	4
Contracts & SLAs	90	23	21	2
Payments To Providers	3,591	757	757	0
Emergency Duty Team	93	0	0	0
Other Agency Costs	446	87	87	0
Total Expenditure	**14,645**	**3,408**	**3,351**	**57**
Income				
Sales & Rents Income	-284	-129	-134	5
Fees & Charges	-176	-44	-29	(15)
CCG Contribution To Service	-392	-98	-89	(9)
Reimbursements & Grant Income	-648	-78	-75	(3)
Transfer From Reserves	-620	-0	0	0
Total Income	**-2,120**	**-349**	**-327**	**(22)**
Net Operational Expenditure	**12,525**	**3,059**	**3,024**	**35**
Recharges				
Premises Support	174	57	57	0
Transport	450	7	7	0
Central Support Services	1,515	376	376	0
Asset Charges	62	16	16	0
Internal Recharge Income	-2,012	-199	-199	0
Net Total Recharges	**189**	**257**	**257**	**0**
Net Departmental Expenditure	**12,714**	**3,316**	**3,281**	**35**

Community & Environment

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	12,018	3,022	3,039	**(17)**
Other Premises	1,182	479	471	**8**
Supplies & Services	1,565	374	347	**27**
Book Fund	142	35	35	**0**
Hired & Contracted Services	1,151	225	239	**(14)**
Food Provisions	652	163	162	**1**
School Meals Food	2,077	389	382	**7**
Transport	54	9	5	**4**
Other Agency Costs	674	169	142	**27**
Waste Disposal Contracts	5,160	525	536	**(11)**
Leisure Management Contract	1,496	260	280	**(20)**
Grants To Voluntary Organisations	322	137	131	**6**
Grant To Norton Priory	222	115	117	**(2)**
Rolling Projects	20	21	21	**0**
Capital Financing	9	2	0	**2**
Total Spending	**26,744**	**5,925**	**5,907**	**18**
Income				
Sales Income	-2,259	-607	-563	**(44)**
School Meals Sales	-2,180	-349	-357	**8**
Fees & Charges Income	-3,235	-1,029	-1,000	**(29)**
Rents Income	-235	-48	-63	**15**
Government Grant Income	-1,186	-8	-8	**0**
Reimbursements & Other Grant Income	-516	-96	-100	**4**
Schools SLA Income	-79	-79	-83	**4**
Internal Fees Income	-120	-25	-30	**5**
School Meals Other Income	-2,270	-1,373	-1,375	**2**
Meals On Wheels	-196	-49	-37	**(12)**
Catering Fees	-225	-39	-15	**(24)**
Capital Salaries	-53	-13	-13	**0**
Transfers From Reserves	-32	0	0	**0**
Total Income	**-12,586**	**-3,715**	**-3,644**	**(71)**
Net Operational Expenditure	**14,158**	**2,210**	**2,263**	**(53)**
Recharges				
Premises Support	1,947	522	522	**0**
Transport Recharges	2,390	165	164	**1**
Departmental Support Services	9	0	0	**0**
Central Support Services	3,146	845	845	**0**
Asset Charges	3,005	0	0	**0**
HBC Support Costs Income	-382	-382	-382	**0**
Net Total Recharges	**10,115**	**1,150**	**1,149**	**1**
Net Departmental Expenditure	**24,273**	**3,360**	**3,412**	**(52)**

Prevention & Assessment

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employees	6,613	1,620	1,588	32
Other Premises	63	18	6	12
Supplies & Services	420	40	41	(1)
Aids & Adaptations	113	28	24	4
Transport	8	2	2	0
Food Provision	28	7	3	4
Other Agency	22	3	4	(1)
Transfer to Reserves	1,600	0	0	0
Contribution to Complex Care Pool	17,330	1,476	1,419	57
Total Expenditure	**26,197**	**3,194**	**3,087**	**107**
Income				
Fees & Charges	-236	-59	-67	8
Reimbursements & Grant Income	-149	-4	-5	1
Transfer from Reserves	-1,001	0	0	0
Capital Salaries	-71	0	0	0
Government Grant Income	-154	-75	-75	0
CCG Contribution to Service	0	0	0	0
Total Income	**-1,611**	**-138**	**-147**	**9**
Net Operational Expenditure	**24,586**	**3,056**	**2,940**	**116**
Recharges				
Premises Support	331	525	525	0
Asset Charges	175	83	83	0
Central Support Services	2,193	0	0	0
Internal Recharge Income	-1,236	9	7	2
Transport Recharges	49	-386	-387	1
Net Total Recharges	**1,512**	**231**	**228**	**3**
Net Departmental Expenditure	**26,098**	**3,287**	**3,168**	**119**

Corporate & Democracy

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Employee Related	392	81	82	(1)
Interest Payments	2,495	384	384	0
Members Allowances	777	214	214	0
Supplies & Services	163	59	59	0
Contracted Services	63	40	41	(1)
Contingency	1,000	0	0	0
Precepts & Levies	179	0	0	0
Capital Financing	2,341	2,306	2,128	178
Transfers to Reserves	1,401	0	0	0
Bank Charges	77	6	7	(1)
Audit Fees	140	0	0	0
Total Expenditure	**9,028**	**3,090**	**2,915**	**175**
Income				
External Interest	-497	-75	-75	0
Government Grants	-4,988	-1,348	-1,353	5
Fees & Charges	-109	-17	-17	0
Reimbursements & Other Grants	-25	-22	-22	0
Transfers from Reserves	-6,030	0	0	0
Total Income	**-11,649**	**-1,462**	**-1,467**	**5**
Net Operational Expenditure	**-2,621**	**1,628**	**1,448**	**180**
Recharges				
Premises	7	2	2	0
Transport	3	1	1	0
Asset Charges	151	0	0	0
Central Support Services	1,840	308	308	0
Support Services Income	-20,387	-104	-104	0
Net Total Recharges	**-18,386**	**207**	**207**	**0**
Net Departmental Expenditure	**-21,007**	**1,835**	**1,655**	**180**

Mersey Gateway

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Other Premises	86	21	21	0
Hired & Contracted Services	18	2	3	(1)
Supplies & Services	0	0	2	(2)
MGCB Ltd	3,438	438	438	0
Finance Charges	148	148	146	2
Total Expenditure	**3,690**	**609**	**610**	**(1)**
Income				
Grants & Reimbursements	-976	-71	-71	0
Recharge to Capital	-2714	-2	-3	1
Contribution from Reserves				
Total Income	**-3,690**	**-73**	**-74**	**1**
Net Operational Expenditure	**0**	**536**	**536**	**0**
Recharges				
Central Support Recharges	39	10	10	0
Total Recharges	**39**	**10**	**10**	**0**
Net Departmental Expenditure	**39**	**546**	**546**	**0**

APPENDIX 2

Complex Care Pooled Budget

Note – Halton BC's net contribution towards the Complex Care Pooled Budget is included within the Prevention and Assessment Department statement shown in Appendix 1.

	Annual Budget £'000	Budget to Date £'000	Expenditure to Date £'000	Variance to Date (overspend) £'000
Expenditure				
Intermediate Care Services	3,623	460	442	18
End of Life	192	47	47	0
Sub Acute	1,743	376	369	7
Urgent Care Centres	615	0	0	0
Joint Equipment Store	810	4	4	0
Contracts & SLA's	1,197	125	114	11
Intermediate Care Beds	596	149	156	(7)
BCF Schemes	2,546	436	436	0
Adult Care:				
Residential & Nursing Care	18,185	2,586	2,538	48
Domiciliary & Supported Living	10,921	2,048	2,047	1
Direct Payments	4,436	1,476	1,482	(6)
Day Care	523	64	65	(1)
Contingency	518	0	0	0
Total Expenditure	45,905	7,771	7,700	71
Income				
Residential & Nursing Income	-5,018	-740	-734	(6)
Community Care Income	-1,583	-234	-223	(11)
Direct Payments Income	-193	-58	-64	6
Income from other CCGs	-114	-29	-29	0
BCF Income	-9,451	-2,142	-2,142	0
Contribution to Pool	-12,166	-3,042	-3,042	0
Other Income	-50	-50	-47	(3)
Total Income	-28,575	-6,295	-6,281	(14)
Net Divisional Expenditure	**17,330**	**1,476**	**1,419**	**57**

APPENDIX 3

Capital Expenditure to 30th June 2015

Directorate/Department	Actual Expenditure to Date	2015/16 Cumulative Capital Allocation				Capital Allocation 2016/17	Capital Allocation 2017/18
		Quarter 1	Quarter 2	Quarter 3	Quarter 4		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Children & Enterprise Directorate							
Schools Related							
Asset Management Data	1	1	3	4	5	0	0
Fire Compartmentation	0	0	10	40	62	0	0
Capital Repairs	96	96	600	800	1,015	0	0
Asbestos Management	0	0	5	10	20	0	0
Schools Access Initiative	4	4	10	30	75	0	0
Education Programme (General)	3	3	10	40	70	0	0
Basic Need Projects	0	0	0	0	0	936	71
School Modernisation Projects	0	0	100	350	460	0	0
Inglefield	0	0	3	6	12	0	0
St Bedes Junior School	4	4	4	4	28	0	0
Ashley School	0	0	11	11	31	0	0
Early Education for 2 Year Olds	5	5	75	100	183	0	0
Universal Infant School Meals	0	0	0	2	2	0	0
Halebank	0	0	0	0	40	0	0
Responsible Bodies Bids	0	0	100	250	475	0	0
St Edwards Catholic Primary	0	0	4	22	35	0	0
Fairfield Primary School	0	0	0	10	1,898	243	0

Directorate/Department	Actual Expenditure to Date	2015/16 Cumulative Capital Allocation				Capital Allocation 2016/17	Capital Allocation 2017/18
		Quarter 1	Quarter 2	Quarter 3	Quarter 4		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Economy, Enterprise & Property							
Castlefields Regeneration	19	19	40	60	635	0	0
3MG	121	121	1,000	3,000	3,493	0	0
Widnes Waterfront	0	0	300	600	1,000	0	0
Johnsons Lane Infrastructure	0	0	150	300	450	0	0
Decontamination of Land	0	0	0	6	6	0	0
SciTech Daresbury – Tech Space	5	5	1,704	1,704	10,965	0	0
Former Crosville Site	25	25	189	354	518	0	0
Former Fairfield Site - Contingency	9	9	27	45	64	0	0
Former Fairfield Site - Highways	2	2	19	36	53	66	0
Former Fairfield Site – New Cemetery	1	1	340	678	1,017	336	70
Police Station Site	0	0	117	234	350	0	0
Travellers Site Warrington Road	604	604	1,286	1,286	1,286	0	0
Widnes Town Centre Initiative	0	0	7	14	21	0	0
Lowerhouse Lane Depot - Upgrade	4	4	15	26	38	0	0
Equality Act Improvement Works	10	10	90	170	250	300	300
Total Children & Enterprise	**913**	**913**	**6,219**	**10,192**	**24,557**	**1,881**	**441**

Directorate/Department	Actual Expenditure to Date	2015/16 Cumulative Capital Allocation				Capital Allocation 2016/17	Capital Allocation 2017/18
		Quarter 1	Quarter 2	Quarter 3	Quarter 4		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Policy & Resources Directorate							
ICT & Support Services							
ICT Rolling Programme	117	117	1,317	1,517	1,719	1,100	1,100
Policy, Planning & Transportation							
Local Transport Plan							
Bridge & Highway Maintenance	375	405	1,013	1,620	2,228	2,043	1,981
Integrated Transport & Network Management	125	130	390	650	908	908	908
Street Lighting – Structural Maintenance	81	100	1,700	3,300	4,900	200	200
STEPS Programme	0	0	178	356	534	540	0
Surface Water Management	0	10	40	80	122	0	0
S106 Schemes	4	5	131	257	384	0	0
Mersey Gateway							
Land Acquisitions	211	211	920	1,561	10,125	1,461	567
Development Costs	439	439	1,238	1,946	2,843	2,858	2,153
Loan Interest During Construction	896	896	1,817	2,738	3,587	3,989	356
Construction Costs	0	0	0	0	0	70,000	32,500
Mersey Gateway Liquidity Fund	0	0	0	0	0	0	10,000
Other							
Risk Management	0	10	40	80	120	120	120
Fleet Replacements	283	300	665	806	2,174	1,940	624
Total Policy & Resources	**2,531**	**2,623**	**9,449**	**14,911**	**29,644**	**85,159**	**50,509**

Directorate/Department	Actual Expenditure to Date	2015/16 Cumulative Capital Allocation				Capital Allocation 2016/17	Capital Allocation 2017/18
		Quarter 1	Quarter 2	Quarter 3	Quarter 4		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Communities Directorate							
Community and Environment							
Stadium Minor Works	18	20	25	30	42	30	30
Widnes Recreation Site	524	530	741	741	741	0	0
Norton Priory	82	100	1,200	2,300	3,426	151	190
Norton Priory Biomass Boiler	0	0	0	0	140	0	0
Open Spaces Scheme	15	15	18	18	18	0	0
Children's Playground Equipment	53	60	86	112	138	65	65
Upton Improvements	0	0	6	9	13	0	0
Crow Wood Play Area	0	0	6	9	13	0	0
Runcorn Hill Park	199	200	250	250	250	0	0
Runcorn Cemetery Extension	0	0	5	7	9	0	0
Widnes Crematorium Cremators	151	109	109	109	109	0	0
Landfill Tax Credit Schemes	0	0	120	240	340	340	340
Litter Bins	0	0	10	15	20	20	20
Commissioning & Complex Care							
ALD Bungalows	1	0	200	300	200	200	0
Halton Carers Centre Refurbishment	0	0	10	20	34	0	0
Grangeway Court	0	0	174	260	360	40	0
Lifeline Telecare Upgrade	0	0	30	60	100	0	0
Community Meals Oven	0	0	0	0	10	0	0
Social Care Capital Grant	0	0	137	274	413	0	0
The Halton Brew	0	0	5	10	16	0	0

Directorate/Department	Actual Expenditure to Date	2015/16 Cumulative Capital Allocation				Capital Allocation 2016/17	Capital Allocation 2017/18
		Quarter 1	Quarter 2	Quarter 3	Quarter 4		
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
Prevention & Assessment							
Disabled Facilities Grant	35	100	250	375	500	0	0
Stairlifts (Adaptations Initiative)	36	60	125	187	250	0	0
RSL Adaptations (Joint Funding)	17	50	100	150	200	0	0
Total Communities Directorate	**1,131**	**1,244**	**3,607**	**5,476**	**7,342**	**846**	**645**
TOTAL CAPITAL PROGRAMME	**4,575**	**4,780**	**19,275**	**30,579**	**61,543**	**87,886**	**51,595**
Slippage (20%)					-12,309	-3,577	-1,819
						12,309	3,577
TOTAL	**4,575**	**4,780**	**19,275**	**30,579**	**49,234**	**96,618**	**53,353**

REPORT TO: **Executive Board**

DATE: **3 September 2015**

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

PORTFOLIO: **Resources**

SUBJECT: **A Social Value Charter for Halton**

WARDS: **Borough wide**

1.0 PURPOSE OF THE REPORT

1.1 To seek endorsement from Executive Board for the Social Value Charter for Halton.

2.0 RECOMMENDATION: That

1) **the report be noted; and**
2) **the Board endorses the Social Value Charter for Halton.**

3.0 SUPPORTING INFORMATION

3.1 In September 2014, Executive Board approved the Social Value Policy Statement and Procurement Framework. These documents have been implemented and are now being phased in across both the Council and Halton CCG.

3.2 The Social Value Policy and Framework were developed both in response to the requirements of the Public Services (Social Value Act) 2012 and as part of a national Delivering Social Value in Health programme in partnership with Social Value UK, of which Halton was one of 4 initial pilot areas.

3.3 The Public Services (Social Value) Act introduced a statutory requirement for public authorities to have regard to economic, social and environmental well-being in connection with 'public services contracts' at the pre-procurement stage of the procurement cycle. Although the legislation requires this only for certain contracts above the threshold of £172,514, in Halton a decision was made to apply a social value approach wherever possible contracts above the value of £1000 where it was assessed as relevant to do so.

3.4 The Act requires us to consider how what is being procured might improve the well-being of the relevant area and how the procurement process might act in achieving that improvement. Whilst the Act positively encourages economic, social and environmental well-being to

be taken into account, this still needs to be done within the context of existing constraints within EU public procurement rules and other legislation. This means that any specific benefits sought from a procurement exercise must remain relevant and proportionate to the contract.

3.5 The definition of social value contained within the Act is “the additional benefit to the community from a commissioning/procurement process over and above the direct purchasing of goods, services and outcomes”. Social value makes it possible to weigh social benefit against the cost of investment, to think differently about the way resources are used and to show the additional value created by organisations and activities.

3.6 These benefits could be in local employment, local sourcing of materials and goods, apprenticeship and training programmes for disadvantaged groups, volunteering programmes, the use of sustainable products and much more. Commissioning and procuring for social value can therefore help join up all the strategic aims of a public body. For example, every local authority has a best value duty to improve the economic, social and environmental well-being of an area. For Halton, this means a commitment to meet our need to procure and provide goods, services and works in way that produces social, economic and environmental benefits for the borough.

3.7 The Delivering Social Value in Health programme with Social Enterprise UK was specifically designed to support local areas to deliver and commission for social value in health and care and provided support for a range of partners to come together to develop local social value programmes. Halton was chosen as one of 4 areas as part of the first tranche of activity, and Halton’s Social Value Policy and Framework was developed in conjunction with that activity and in consultation with a range of partners. Council officers sit on the steering group for the activity of the programme locally and continue to be involved in the roll out of social value activity with a number of agencies on a borough wide basis.

3.8 As part of the continuing work of the Delivering Social Value in Health programme, there has been an aspiration to pull together our aspirations and values as a borough into an overarching ‘Social Value Charter’. This would provide the umbrella under which each organisations’ social value work would take place and articulate a set of shared values and principles that partners across all sectors could sign up to and commit to working towards. The Charter is included at Appendix 1.

3.9 It is intended that the Social Value Charter will be launched with partners during September 2015. Partners will be encouraged to formally sign up to the Charter to show their support of a shared vision, priorities and values and commit to actively seeking social value outcomes wherever relevant in their procurement and commissioning activity, as well as promoting it in their day to day business.

3.10 In addition to the Charter, a number of other activities for the promotion of social value in Halton are planned, including the roll out of training across organisations and the production of an annual report on social value successes in Halton.

3.11 Work undertaken to date on developing social value in Halton has been well received and is starting to bring additional funding opportunities to the borough, as well as achieving outcomes through local procurement. Halton has also been recognised nationally for its innovative approach and good practice in this area. Representatives of Halton have spoken nationally, a Cabinet Office and a number of policy roundtables and the work has featured in national studies and research by Social Enterprise UK and the Institute of Health Equity at Kings College London. The new activity around the Charter and its roll out will add to this body of work.

4.0 POLICY IMPLICATIONS

4.1 This Charter builds upon, and takes its reference points from the Social Value Policy Statement and Framework approved by Executive Board in September 2014.

4.2 The Halton approach to social value sits within the overarching framework of the Halton Sustainable Community Strategy 2011-2026, the document that sets out our five priorities and our vision as a Borough and which is agreed by the Halton Strategic Partnership. The strategy was refreshed and endorsed by the Halton Strategic Partnership in June 2014. The five priorities form a key element of the Policy, Framework and Charter.

4.3 In addition, the work as part of the Social Enterprise UK pilot, has taken the 6 priorities of the Marmot review into Health Inequalities, Fair Society, Healthy Lives, to provide a context and focus of activity around health. These seek to:

- Give every child the best start in life;
- Enable all children, young people and adults to maximise their capabilities and have control over their lives;
- Create fair employment and good work for all;
- Ensure a healthy standard of living for all;
- Create and develop healthy and sustainable places and communities; and
- Strengthen the role and impact of ill health prevention.

4.4 The Public Services (Social Value) Act, 2012 in line with the Best Value Duty, sets out three key themes to be addressed in seeking social value:

- Social
- Economic
- Environmental

4.6 An approach has therefore been taken to align, wherever possible, the environmental, social and economic focus of the Act with the duty of Best Value, Halton Sustainable Community Strategy and the Marmot priorities as there are clear correlations and intersections across all of these documents in relation to social value.

4.7 The Public Services (Social Value) Act, 2012 also sits alongside other procurement laws. Value for money is the over-riding factor that determines all public sector procurement decisions even with a growing understanding of how value for money is calculated, and how “the whole-life cycle requirements” can include social and economic requirements. The Act in essence builds upon, rather than being a replacement for, existing procurement legislation so the duty will need to operate within the existing boundaries of the legal framework. The Act acknowledges this by noting that the authority "must consider only matters that are relevant to what is proposed to be procured" and that authorities "must consider the extent to which it is proportionate…to take those matters into account”.

The recent consolidation of EU procurement framework also makes it clear that social requirements can be embraced in procurement practice providing certain criteria are met. These criteria are:

- Social requirements should reflect policy adopted by the public body;
- Social requirements should be capable of being measured in terms of performance;
- Social requirements drafted in the specification become part of the contract; and
- Social requirements should be defined in ways that do not discriminate against any bidders across the European Union

4.8 The Equality Act 2010 also introduced a general equality duty which applies to the procurement (including commissioning) function of public authorities. The duty extends to external contractors which carry out public functions. It repealed the Local Government Act 1988 provisions in relation to permitted race relations questions in public tenders; instead, local authorities are explicitly permitted to take non-commercial matters into account during the procurement process, when they consider it is ‘necessary’ or ‘expedient’ to do so.

5.0 FINANCIAL IMPLICATIONS

5.1 There are no direct financial implications to the report other than Officer time which has been allocated and will continue to be committed to the roll out of the programme.

6.0 IMPLICATIONS FOR THE COUNCIL’S PRIORITIES

6.1 **Children and Young People in Halton**

Children and Young People in Halton feature as a priority within the Social Value Policy, Framework and Charter.

6.2 **Employment, Learning and Skills in Halton**
Employment, Learning and Skills in Halton feature as a priority within the Social Value Policy, Framework and Charter.

6.3 **A Healthy Halton**
A Healthy Halton features as a priority within the Social Value Policy, Framework and Charter.

6.4 **A Safer Halton**
A Safer Halton features as a priority within the Social Value Policy, Framework and Charter.

6.5 **Halton's Urban Renewal**
Environment and Regeneration in Halton features as a priority within the Social Value Policy, Framework and Charter.

7.0 RISK ANALYSIS

7.1 Social outcomes, benefits and dis-benefits should always be critical to procurement decisions as much as price and direct service quality, but should never be an excuse for a failure to secure value for money. Procurement should be based on the pursuit of value for money, public value, quality services and social value. There will always be a balance to be struck and transparency about how such balances are decided and the consequences of such decisions

7.2 The Act should also not be misconstrued as permitting public bodies a broader scope in setting unrelated specifications or criteria to achieve social and environmental policy outcomes. Wherever possible, for contracts over £1000, social value opportunities will be considered. However, it should be always be remembered that social value clauses may not be appropriate for every contract The key words contained within the Act around this are in relation to keeping social value 'relevant' and 'proportionate'.

7.3 If the procurement is carried out in emergency circumstances, not due to any delay on the part of the Council and which make it impractical to comply with the Act, then the Council may need to disregard the requirements. This is set out in the Act as permissible.

7.4 The way in which evidence of Social Value benefits is measured is not set out either in the Act or the Policy, Framework or Charter. Dependent on the requirements of each procurement exercise, the Council may choose to specify requirements explicitly within a tender or ask suppliers to come up with their own innovative ideas and voluntary clauses. In all cases the Council will ensure it is clear in how Social Value elements have been weighted in the evaluation and decision-making process. It is

the job of commissioning and procurement managers and officers to specify what social values outcomes are sought and relevant to each procurement or commissioning.

7.5 Whilst the Act only requires Social Value to be considered at pre-procurement stage, officers commissioning or procuring goods, where social value has formed part of the awarding criteria, are encouraged to monitor and measure this as part of their contract management.

8.0 EQUALITY AND DIVERSITY ISSUES

8.1 The Equality Act 2010 also introduced a general equality duty which applies to the procurement (including commissioning) function of public authorities. The duty extends to external contractors which carry out public functions. It repealed the Local Government Act 1988 provisions in relation to permitted race relations questions in public tenders; instead, local authorities are explicitly permitted to take non-commercial matters into account during the procurement process, when they consider it is 'necessary' or 'expedient' to do so.

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

Document	Place of Inspection	Officer
Public Services (Social Value) Act 2012	**Municipal Building**	**Lisa Driscoll**
Procurement Policy Note Public Service (Social Value) Act	**Municipal Building**	**Lisa Driscoll**
Best Value Statutory Guidance	**Municipal Building**	**Lisa Driscoll**
Halton Social Value Policy Statement	**Municipal Building**	**Lisa Driscoll**
Halton Social Value Procurement Framework	**Kingsway House**	**Elaine Roberts-Smith/Lisa Driscoll**
Halton's Sustainable Community Strategy	**Municipal Building**	**Lisa Driscoll**
Fair Society, Healthy Lives	**Municipal Building**	**Lisa Driscoll**
Equality Act 2010	**Kingsway House**	**Lisa Driscoll/Les Unsworth**

Appendix 1

A Social Value Charter for Halton

What is the Social Value Charter?

Social value is about using the resources and assets we have more strategically, to produce a wider benefit. It also describes the values and principles which inform our behaviours and approaches.

Our Charter is a set of guiding principles that set out our belief that Social Value should be central to everything that happens in Halton and explain how we will use Social Value to drive change through the services we provide and work that we do.

This Charter is part of a suite of materials/resources that define Halton's approach to Social Value.

Who is the Social Value Charter for?

This Charter is aimed at all those who design, buy, deliver and shape services in Halton, including national, regional and local organisations and bodies to explore the wider social value that could be gained.

For Halton, this means wherever possible considering how economic, social and environmental well-being may be improved, and how what we design, buy, deliver and shape can secure those improvements.

By signing the Charter, signatories will express their commitment to the Charter principles, either by fully adopting the Charter at the time of signature or by working towards adopting it wherever possible.

The Vision

Our vision for Social Value is that everyone in Halton recognises their contribution to social value, including the changes it can bring about to reduce inequalities and improve well-being and is committed to improving social, environmental and economic well-being through the priorities in Halton's Sustainable Community Strategy and the Marmot Review.

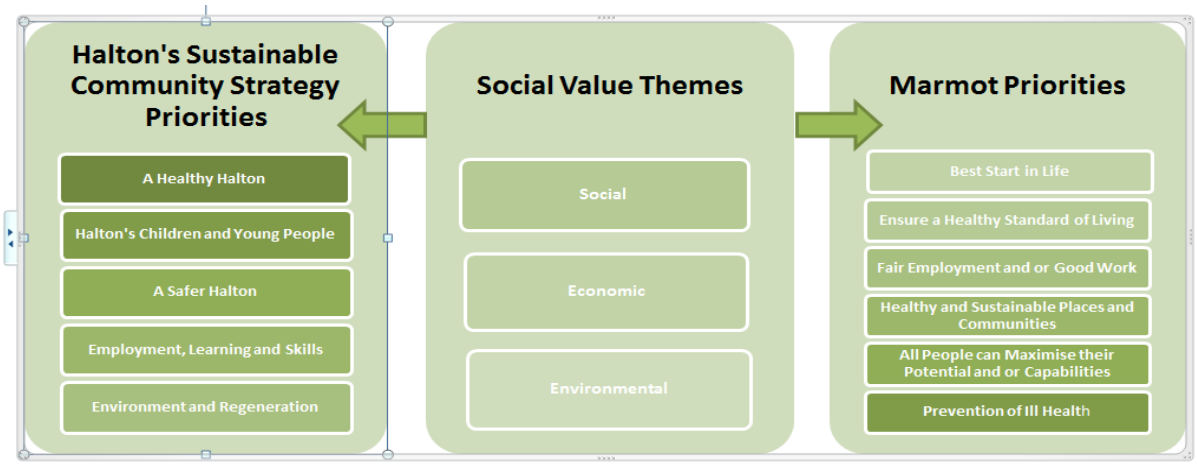
What are our Social Value Principles?

- Understanding why Social Value is important to Halton in making it a better place to live.
- Working together across sectors to deliver social value outcomes.
- Focusing on some of the greatest challenges that the Borough faces.

Appendix 1

- Encouraging innovation in exploring social value.
- Ensuring our work is connected to Halton's strategic priorities.
- Being inclusive in our approach so that social value is for everyone.
- Seeking to create a lasting impact and legacy.
- Targeting resources to promote and protect wellbeing for all.
- Listening and involving the community in leading the way in decisions that affect their lives.

What are our Social Value Priorities*?*



How will we know if we have made a difference?

Some examples could include:

- Increasing money and resources in the community to support Halton's key priorities.
- Improved procurement processes, including support for smaller providers.
- Increased understanding across all sectors of social value and the Halton approach.
- Providers of services in Halton understand and articulate their contribution to social value.
- Stronger social and human capital.
- Reduction in social isolation and loneliness.
- Improvement in self-reported wellbeing levels within the population.
- Health inequalities gap reduced.
- Communities involved in the design and development of services.
- More local people are sustainably employed.

By signing this Charter, we are committed to the principles and priorities within it and will seek to explore creating Social Value wherever possible in what we design, buy, shape and deliver

Signed _____ Organisation _____

Date _____

REPORT TO:	Executive Board
DATE:	3 September 2015
REPORTING OFFICER:	Strategic Director Policy and Resources
PORTFOLIO:	Physical Environment
SUBJECT:	Management Board - Environmental Fund - Runcorn Energy from Waste
WARD(S)	Borough-wide

1.0 **PURPOSE OF THE REPORT**

To propose the arrangements, and seek approval to, the creation of a Management Board to determine the utilisation of the annual lump sum payments made to the Council under the legal agreement in connection with the Runcorn Energy from Waste Plant.

2.0 **RECOMMENDATION: That the Executive Board agrees to**

a) the creation of a Management Board

b) that the Management Board be constituted as follows :-

- **Executive Board Member Physical Environment,**
- **Executive Board Member Resources; and**
- **Chair – Environment and Urban Renewal PPB (or nominated substitute from the PPB)**

c) that the Management Board determine how the lump sum payments shall be used by the Council, having due regard to the following :-

to fund environmental matters as may be specified from time to time by the Council within the Borough of Halton for the benefit of its residents generally and which may include measures to improve public transport, highway network improvements, travel plan monitoring, waste recycling and wider community improvements such as landscaping and nature conservation measures

3.0 SUPPORTING INFORMATION

3.1 The Runcorn Energy From Waste plant was approved in September 2008. The Plant is subject to a legal agreement entered into under Section 106 of the Town and Country Planning Act 1990.

3.2 The legal agreement contains a schedule that the owner of the plant agrees to pay the Council an annual lump sum payment for every tonne of fuel received and processed.

3.3 The legal agreement states "that the lump sum payments shall be used by the Council to fund environmental matters as may be specified from time to time by the Council **within the Borough of Halton for the benefit of its residents generally** and which may include measures to improve public transport, highway network improvements, travel plan monitoring, waste recycling and wider community improvements such as landscaping and nature conservation measures."

3.4 The legal agreement states "that the Council will convene a management board, which shall include three elected members, to be charged with the task of identifying environmental matters proposed within the Borough of Halton".

The management board will be responsible for considering and approving funding requests made to it. Each request will be considered on its merits in accordance with the legal agreement. The decision of the management board will be majority vote.

Requests will be made on an appropriate pro-forma providing the necessary details. This form will then be sent to the Principal Officer Development Control who will report the requests to the board.

3.5 It is proposed to create a management board consisting of Executive Board Member Physical Environment, Executive Board Member Resources and Chair - Environment and Urban Renewal PPB (nominated substitute from the PPB).

4.0 POLICY IMPLICATIONS

4.1 There are no policy implications.

5.0 FINANCIAL IMPLICATIONS

5.1 The Council will receive an annual lump sum for every tonne of fuel received (£0.60 index linked total tonnage 850,000 tonnes)

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

6.1 **Children & Young People in Halton**

None.

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

None.

6.3 **A Healthy Halton**

None.

6.4 **A Safer Halton**

None.

6.5 **Halton's Urban Renewal**

None

7.0 **RISK ANALYSIS**

7.1 The management board needs to be created to comply with the legal obligations contained within the legal agreement.

8.0 **EQUALITY AND DIVERSITY ISSUES**

8.1 None.

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

9.1

Document	Place of Inspection	Contact Officer
Legal agreement	Municipal Building Widnes	Andrew Plant Principal Officer Development Control

REPORT TO: Executive Board

DATE: 3 September 2015

REPORTING OFFICER: Strategic Director, Communities

PORTFOLIO: Physical Environment

SUBJECT: Procurement of a Housing Support Service for Homeless Single Persons at Halton Lodge YMCA

WARD(S): Grange

1.0 PURPOSE OF REPORT

1.1 In compliance with Procurement Standing Order 2.1 the Board's agreement is sought for the invitation of tenders to provide a housing support service at Halton Lodge YMCA.

2.0 RECOMMENDATION: That Executive Board

1) **approves the commencement of a procurement exercise for housing support services at Halton Lodge YMCA as described in the report; and**

2) **receives a further report on the outcome of the tenders.**

3.0 SUPPORTING INFORMATION

3.1 Halton Lodge YMCA provides 66 units of accommodation for the single homeless. The building is owned by YMCA England but managed by Halton YMCA. The Council has contracted with Halton YMCA to provide housing support services since the Supporting People programme started in 2003, although the service existed some years prior to this supported by other funding streams.

3.2 The service was reconfigured last year, as set out in a report to Board on 12th March 2015, whereby the building is now divided into two halves, one half providing intensive support to those in crisis with significant support needs, and the other catering for those with lesser support needs.

3.3 In the same report the Board was informed of a developing relationship between the local Halton YMCA and Fylde YMCA. This has continued to progress and Fylde YMCA now has 2 members on the Halton YMCA Board.

3.4 In March Board agreed the direct award of a 1 year contract to Halton YMCA for 2015/16, to allow time for the service changes to be implemented before retendering the service. This contract expires on the 31st March 2016 and consequently approval is being sought to commence a procurement exercise to establish a new service contract.

3.5 It is intended to invite tenders using an open tender procedure, evaluating them on the basis of the 'Most Economically Advantageous Tender' with a 40% price and 60% quality bias. The contract period will be for five years.

3.6 Based on current service costs the estimated cost of commissioning the service for 5 years will be in the order of £1,375,000. There is financial provision within the Community Directorate's budget to meet this level of expenditure.

3.7 Subject to this request being approved the results of the tenders will be reported back to Board for acceptance.

4.0 POLICY IMPLICATIONS

4.1 The continued provision of accommodation and support at Halton Lodge YMCA will enable the Council to discharge its statutory duty to assist eligible homeless single persons, and is in line with the authority's Homelessness Strategy.

4.2 The proposed method of procurement complies with the Council's Procurement Policy and Standing Orders, and with UK and EU procurement rules, and will be undertaken with the full support of the Procurement Centre.

5.0 FINANCIAL IMPLICATIONS

5.1 As stated in 3.6 there is existing budget provision to continue funding the service at current expenditure levels.

6.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES

6.1 Children and Young People in Halton

Homeless young people are the main client group for this service, and provision of the service in modern safe premises will provide a vital safety net for those unfortunate enough to find themselves homeless.

6.2 Employment, Learning and Skills in Halton

The service will provide practical support to help individuals to prepare for living independently, and support them to engage with

education, training and employment services to improve their future prospects.

6.3 **A Healthy Halton**

Experiencing homelessness has an adverse effect on an individual's health and wellbeing. The service will work with individuals to encourage them to adopt a healthy lifestyle, develop their skills to cope with independent living, and to increase their employability, all of which will increase their sense of wellbeing.

6.4 **A Safer Halton**

None identified.

6.5 **Halton's Urban Renewal**

None identified.

7.0 RISK ANALYSIS

7.1 Risk will be a particular consideration in the tender evaluation process, looking at the financial status of tenderers, their previous experience and their business continuity plans. It will also be an integral part of ongoing monitoring by the Quality Assurance Team.

7.2 In the event that tendered costs exceed budget provision it may be necessary to identify compensatory savings elsewhere.

8.0 EQUALITY AND DIVERSITY ISSUES

8.1 All tenderers will be required to demonstrate that they will embrace and comply with the Equality Act, and services will be monitored to ensure this is the case.

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

Document	Place of Inspection	Contact Officer
Report to Executive Board 12/3/15	Runcorn Town Hall	Commissioning Manager

Document is Restricted

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