



**ST HELENS**  
BOROUGH COUNCIL

**Chief Executive's Office**

Town Hall  
Victoria Square  
St Helens  
Merseyside  
WA10 1HP

Contact: Mrs Joanne Griffiths MBE  
Tel: 01744 673219

Our Ref: KOD/JLG

4 July 2022

Dear Sir or Madam

You are hereby summoned to attend a Meeting of the Council of this Borough, which will be held in the Council Chamber, Town Hall, St. Helens, on **Tuesday, 12 July 2022 at 6.15 pm**, to consider and pass any appropriate resolutions relating to items on the Agenda attached.

Any documents referred to in such Agenda may be inspected at my office during office hours.

Yours sincerely

Kath O'Dwyer  
Chief Executive



**ST HELENS**  
BOROUGH COUNCIL

## Council Meeting

**Tuesday, 12 July 2022**

### Agenda

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Submitted by Councillor Mussell

**ST HELENS BOROUGH COUNCIL**

At the Annual Meeting of the St Helens Borough Council held on  
25 May 2022

**(Present)            The Mayor (Councillor Murphy) (Chair)**  
**Councillors Baines, Banks, Begum, Bell, Betts, Bond, Bowden,**  
**Burns, Campbell, Case, Charlton, Clarke, Collier, Dickinson,**  
**Gomez-Aspron MBE, Greaves, Groucutt, Hattersley, Hawley,**  
**Hodkinson, Hooton, Johnson, Laird, D Long, T Long, Maguire,**  
**Makin, Maloney MBE, McCauley, McCormack, McQuade,**  
**Mussell, O'Connor, Osundeko, Pearl, Peers, Quinn, Richards,**  
**Sheldon, Sims, Spencer, Stevenson, Sweeney, Tasker, Uddin**  
**and Van Der Burg.**

**(Not Present)      Councillor Haw**

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**1            ELECTION OF MAYOR**

A report was submitted which asked Council to consider a nomination to extend the term of office for the current Mayor, Councillor Sue Murphy, for an additional year for 2022/23.

At its meeting held on 13 April 2022, the Council resolved to put forward Councillor Jeanette Banks at its Annual Meeting, for election to the office of Mayor.

At the local elections held on 5 May 2022, Councillors Jeanette Banks was not re-elected and thus could not be considered for election to the office of Mayor.

For the purpose of electing a Mayor to serve in 2022/23, the Council is invited to consider a fresh nomination.

In view of the ineligibility of the Councillor whom it was intended to put forward, the administration has signalled its intention to nominate Councillor Sue Murphy to remain in the position of Mayor for an additional year. This was due to the short notice between the outcome of the local elections and the meeting of Annual Council for another member to make themselves available for the significant commitment involved with mayoral duties. It was also due to the last civic year being disrupted by the Covid-19 pandemic.

**\*            Resolved that the term of office for the current Mayor, Councillor Sue Murphy, be extended for an additional year for the ensuing Municipal Year 2022/23.**

**2            APPOINTMENT OF DEPUTY MAYOR**

A report was submitted which requested Council to nominate a Deputy Mayor for the Municipal Year 2022/23.

At its meeting held on 13 April 2022, the Council resolved to put forward Councillor Dennis McDonnell at its Annual Meeting, for election to the office of Deputy Mayor.

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At the local elections held on 5 May 2022, Councillor McDonnell was not re-elected and thus could not be considered for election to the office of Deputy Mayor.

For the purpose of appointing a Deputy Mayor for 2022/23, the Council was invited to consider a fresh nomination.

In view of the ineligibility of the Councillor whom it was intended to put forward, the administration has signalled its intention to nominate Councillor Lynn Clarke for the position of Deputy Mayor.

- \* **Resolved that Councillor Lynn Clarke be appointed Deputy Mayor of the Borough for the ensuing Municipal Year 2022/23.**

Councillor Clarke made the necessary declaration and acceptance of office.

### 3 **APOLOGY FOR ABSENCE**

An apology for absence was received from Councillor Haw

### 4 **DECLARATIONS OF INTEREST FROM MEMBERS**

No Declarations of Interest from Members were made.

### 5 **MINUTES**

- \* **Resolved that the Minutes of the meetings of the Council held on 13 April 2022 be approved.**

### 6 **THE CABINET LEADER**

A report was submitted which informed Council that where a local authority was operating a Leader and Cabinet Executive, the Leader was appointed for a four-year term.

At the Annual Council meeting on 22 May 2019, Council elected Councillor David Baines as Cabinet Leader.

The Cabinet Leader serves as Leader until the Annual Meeting which follows the completion of his/her term of office as a Councillor (i.e. May 2023 ordinarily but now May 2022 since the resolution to change to whole elections), at which a further appointment needed to be made, unless in the meantime the Cabinet Leader was replaced by resolution of the Council or resigned from the position. Councillor Baines' term of office expired on 25 May 2022.

The Labour Group on Council had signalled its intention to propose Councillor Baines as Cabinet Leader. No other nominations had been received from any other political group.

- \* **Resolved that Councillor Baines' appointment as Cabinet Leader for a four-year term of office be approved.**

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### 7 LEADER'S ANNOUNCEMENTS

Councillor Baines, Leader of the Council spoke about the following:

- Elections and Members elected,
- Glass Futures;
- Mental Health Awareness;
- Health and Care Bill,
- Freedom of the Borough Scrolls being presented to Lord Watts and Ann Marr OBE (on behalf of the St Helens & Knowsley NHS Teaching Hospitals Trust).

### 8 ELECTION OF COUNCILLORS

It was reported that on 5 May 2022 the following Councillors had been elected for the Wards as follow:

Ward	Councillor
Billinge and Seneley Green	Peers, Murphy, Betts
Blackbrook	Burns, McQuade, Maloney
Bold & Lea Green	Hawley, Makin, Richards
Eccleston	Haw, Sims, Pearl
Haydock	Hooton, Sheldon, van der Burg
Moss Bank	Dickinson, T Long, Begum
Newton-le-Willows East	Bell, Laird, Gomez-Aspron
Newton-le-Willows West	Maguire, Collier, Banks
Parr	Bowden, Groucutt, Osundeko
Peasley Cross & Fingerpost	O'Connor
Rainford	Case, Mussell
Rainhill	Tasker, Greaves, Stevenson
St Helens Town Centre	McCormack, Sweeney
Sutton North West	Campbell, Hodkinson
Sutton South East	Spencer, Johnson
Thatto Heath	Charlton, McCauley, Hattersley
West Park	Quinn, Bond, D Long
Windle	Baines, Clarke, Uddin

### 9 DATES AND TIMES OF COUNCIL MEETINGS

\* **Resolved that:**

- (1) **the meetings of the Council for the forthcoming Municipal Year 2022/2023 be held on:**

**Tuesday, 12 July 2022**  
**Wednesday, 7 September 2022**

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Wednesday, 2 November 2022  
 Wednesday, 18 January 2023  
 Wednesday, 1 March 2023  
 Wednesday, 19 April 2023; and

- (2) the above meetings of the Council commence at 6.15 pm.

10 **CONSTITUTIONAL ISSUES**

A report was submitted which asked Members to consider a number of issues in relation to the Constitution and the governance of the Council.

\* **Resolved that:**

- (1) the appointments and delegations made by the Cabinet Leader in relation to Executive functions listed in Appendix 1 be noted;
- (2) the proposed changes in the table of amendments to the Constitution set out in Appendix 2 be approved;
- (3) the proposed changes to Article 10 of the Constitution (Councillor Improvement Fund) set out in Appendix 3 be approved; and
- (4) the revised Terms of Reference for People's Board at Appendix 4 be approved.

11 **ALLOCATION OF SEATS ON COMMITTEES 2022/23**

A report was submitted allocating seats on Ordinary Committees and Ordinary Sub-Committees in order to comply with Section 15 of the Local Government and Housing Act 1989 and seeking to make appointments to those seats in accordance with Section 16 of the Act together with the appointment of Chairmen.

The terms "Ordinary Committees" and "Ordinary Sub-Committee" had a special statutory meaning. It only included committees/sub-committees that had delegated powers to discharge the Council's statutory functions. They did not include the Sarah Cowley Committee.

The political proportionality rules do not apply to the appointment of the Cabinet under the Council's Constitution.

"Ordinary Sub-Committees" include the Overview and Scrutiny Committees.

The political make up of the Council was as follows:

Labour	29
Green Party	6
Liberal Democrats	4
The Independents	3
Conservative	2
Newton-le-Willows Independents	2
B&SG Independent	2
Total	<u>48</u>

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The total allocation of seats on Ordinary Committees is:

Labour	69
Green Party	14
Liberal Democrats	10
The Independents	7
Conservatives	5
Newton-le-Willows Independents	5
B&SG Independents	5
	115

In order to comply with Section 15 of the Local Government and Housing Act and the Local Government (Committees and Political Groups) Regulations 1990, it was recommended that the seats on Committees be allocated as shown below:

Committee	Lab	Green	LD	The Ind	Con	NIW	BSG	Committee Places Total
Planning Committee	9	2	1	1	1	1	0	15
Licensing & EP Committee	9	2	1	1	0	1	1	15
Appointments Committee	6	1	1	0	0	1	1	10
Personnel Appeals Committee	2	1	0	0	0	0	0	3
Investigation and Disciplinary Committee	3	1	1	0	0	0	0	5
Disciplinary Appeals Committee	3	1	0	0	1	0	0	5
Audit & Governance Committee	6	1	1	0	0	1	1	10
Standards Committee	6	1	1	1	0	0	1	10
Overview & Scrutiny Commission (+ 2 voting Church representatives)	7	1	1	1	1	0	1	12
Adult Social Care and Health Scrutiny Committee (+1 non-voting co-opted from Healthwatch)	6	1	1	1	1	0	0	10
Children and Young People Services Scrutiny Committee (+ 5 (+2) Co-opted Church reps (+3) Co-opted Parent Governor)	6	1	1	1	0	1	0	10

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Place Services Scrutiny Committee (+ 2 Co-opted non- voting representatives of Merseyside Police And Merseyside Fire & Rescue Service)	6	1	1	1	1	0	0	10
<b>TOTALS:</b>	<b>69</b>	<b>14</b>	<b>10</b>	<b>7</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>115</b>

**Key**

Lab:	Labour
Green:	The Green Party
Lib Dem:	Liberal Democrat
Con:	Conservative
Inds:	The Independents
NIW:	Newton-le-Willows Independents
BSG:	BS&G Independents

In order to provide flexibility in the composition of the Personnel Appeals Committees, it is proposed that a Pool of Members be allocated to enable the Committee to be re-constituted each time it meets, with the Membership as shown above.

It is proposed that the Sarah Cowley Committee continues to comprise of ten Councillors and that the seats be allocated as follows:

Labour	6 seats
The Green Party	1 seat
Liberal Democrat	1 seat
The Independents	1 seat
Newton-le-Willows Ind	1 seat

The Overview and Scrutiny Commission is a Committee and is appointed by Council. The membership of the Commission, under the Constitution, comprises: a Chair, the Chairs of the three Overview and Scrutiny Committees, plus eight additional Elected Members to effect political balance and two voting Church representatives.

The Council will appoint the Commission and the Commission will appoint its Committees at its first meeting. The Committees of the Commission are included in the allocation of seats because they are ordinary sub-committees but otherwise, they are not dealt with by the Council.

The People's Board is not an ordinary Committee of the Council under legislative provisions. The number of elected Members on the Board is seven which reflects the relevant portfolios plus an opposition Member. The Opposition Groups have one seat and have agreed for Councillor Mussell to be their representative. It is a matter for the Cabinet Leader to determine who the other elected Members should be.

The Cabinet Leader had notified the Monitoring Officer that Councillors Baines, Bell, Burns, Charlton, Groucutt, Quinn and Mussell are appointed to the Board. The Chair will be the Leader of the Council.



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\* Resolved that:

- (1) in order to comply with Section 15 of the Local Government and Housing Act 1989, the allocation of seats on Committees be agreed as detailed above;
- (2) in order to comply with Section 16 of the Local Government and Housing Act 1989, the appointments to the seats on Committee be agreed in line with the wishes of the groups as detailed below:

1 Planning Committee

Membership: Councillor: Lab - 9 Banks, Bowden, Gomez-Aspron MBE, Hodkinson, Laird, D Long, Maloney MBE, McCauley and McCormack

Councillor: Grn - 2 Hooton and Makin

Councillor: LD - 1 Pearl

Councillor: Inds - 1 Tasker

Councillor: NIW - 1 Collier

Councillor: Con - 1 Case

2 Licensing and Environmental Protection Committee

Membership: Councillor: Lab - 9 Banks, Bell, Campbell, Dickinson, Hattersley, Laird, T Long, Maloney MBE and Uddin

Councillor: Grn - 2 Hawley and Sheldon

Councillor: LD - 1 Haw

Councillor: Inds - 1 Tasker

Councillor: NIW - 1 Maguire

Councillor: BSG - 1 Vacancy

3 Appointments Committee

Membership: Councillor: Lab - 6 Baines, Bond, Bowden, Charlton, Gomez-Aspron MBE and Maloney MBE

Councillor: Grn - 1 Makin

Councillor: LD - 1 Sims

Councillor: NIW - 1 Maguire

Councillor: BSG - 1 Vacancy

4 Personnel Appeals Committee

The Committee to be re-constituted each time it meets with the Membership being drawn insofar as is possible from the following pool of Members:

Membership: Councillor: Lab - 2 From a pool of Labour Group Members

Councillor: Grn - 1 van der Burg

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### 5 Investigation and Disciplinary Committee

Membership: Councillor: Lab - 3 Bond, Dickinson and McCormack  
 Councillor: Grn - 1 van der Burg  
 Councillor: LD - 1 Sims

### 6 Disciplinary Appeals Committee

Membership: Councillor: Lab - 3 Maloney MBE, Murphy and Sweeney  
 Councillor: Grn - 1 Hooton  
 Councillor: Con - 1 Case

### 7 Audit and Governance Committee

Membership: Councillor: Lab - 6 Clarke, D Long, McCormack, McQuade,  
 Murphy and Osundeko  
 Councillor: Grn - 1 van der Burg  
 Councillor: LD - 1 Spencer  
 Councillor: NIW - 1 Collier  
 BSG - 1 Betts

### 8 Overview and Scrutiny Commission

Membership: Councillor: Lab - 7 Hattersley, D Long, T Long, Osundeko,  
 Murphy, Sweeney and Uddin  
 Councillor: Grn - 1 Richards  
 Councillor: LD - 1 Spencer  
 Councillor: Inds - 1 Tasker  
 Councillor: Con - 1 Mussell  
 Councillor: BSG - 1 Vacancy  
 Co-opted Voting 2 Church representatives

### 9 Sarah Cowley Committee

Membership: Councillor: Lab - 6 Begum, Clarke, Dickinson, Hodkinson,  
 McQuade and O'Connor  
 Councillor: Grn - 1 Hawley  
 Councillor: LD - 1 Haw  
 Councillor: Inds - 1 Greaves  
 Councillor: NIW - 1 Maguire

### 10 Standards Committee

Membership: Councillor: Lab - 6 Bond, Bowden, Johnson, Maloney MBE,  
 Murphy and McCormack  
 Councillor: Grn - 1 Hawley  
 Councillor: LD - 1 Pearl  
 Councillor: Inds - 1 Stevenson  
 Councillor: BSG - 1 Vacancy

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- (3) the Sarah Cowley Committee to comprise of ten Councillors and the seats be allocated as proposed in paragraph 4.10 of the report;
- (4) appointments to the People’s Board be agreed as detailed in 4.12 of the report; and
- (5) The Appointment of Chairs to Committees be agreed be as shown below:

Planning Committee

Chair: Councillor D Long

Licensing and Environmental Protection Committee

Chair: Councillor Banks

Audit and Governance Committee

Chair: Councillor Clarke

Appointments Committee

Chair: To be appointed by the Committee.

Personnel Appeals Committee

Chair: To be appointed by the Committee.

Sarah Cowley Committee

Chair: To be appointed by the Committee.

Standards Committee

Chair: To be appointed by the Committee.

Overview and Scrutiny Commission

Chair: To be appointed by the Commission.

12 APPOINTMENTS TO CITY REGION JOINT AUTHORITIES 2022/23

A report was submitted concerning appointments to Joint Authorities for 2022/23

City Region Combined Authority

It was reported that nominations had been received for the position of the Council’s representative on the City Region Combined Authority, namely Councillor Baines. The substitute representative to be approved in accordance with the Council’s Constitution.

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\* **Resolved that:**

- (1) **Councillor Baines be appointed as the Council's representative on the City Region Combined Authority; and**
- (2) **Councillor Gomez-Aspron be appointed as the Council's substitute representative on the City Region Combined Authority**

Combined Authority Overview and Scrutiny Committee

It was reported that three nominations had been received for the position of the Council's representative on the Combined Authority Overview and Scrutiny Committee, namely Councillors Uddin, T Long and Spencer.

- \* **Resolved that Councillors Uddin, T Long and Spencer be appointed as the Council's representative on the Combined Authority Overview and Scrutiny Committee.**

Combined Authority Transport Committee

Confirmation was awaited from the Liverpool City Region and would be dealt with under delegated powers once confirmed.

Combined Authority Housing and Spatial Planning Board

It was reported that one nomination had been received for the position of the Council's representative on the Combined Authority Housing and Spatial Planning Board, namely Councillor McCauley.

- \* **Resolved that Councillor McCauley be appointed as the Council's representative on the Combined Authority Housing and Spatial Planning Board.**

Merseyside Fire and Rescue Authority

It was reported that two nominations had been received for the positions of the Council's two representatives on the Merseyside Fire and Rescue Authority, namely Councillors Dickinson and Maloney MBE.

- \* **Resolved that Councillors Dickinson and Maloney MBE be appointed as the Council's representatives on the Merseyside Fire and Rescue Authority.**

Merseyside Police & Crime Panel

It was reported that two nominations had been received for the positions of the Council's two representatives on the Merseyside Police & Crime Panel, namely Councillors Laird and Hooton.

- \* **Resolved that Councillors Laird and Hooton be appointed as the Council's representatives on the Merseyside Police & Crime Panel.**

Merseyside Recycling & Waste Authority

It was reported that one nomination had been received for the position of the Council's representative on the Merseyside Recycling & Waste Authority, namely Councillor Osundeko.

- \* **Resolved that Councillor Osundeko be appointed as the Council's representative on the Merseyside Recycling & Waste Authority; and**
- \* **Resolved that a delegation be granted to the Chief Executive in consultation with the Leaders of the political Groups to make any necessary changes throughout the period 2022/23.**

**13 APPOINTMENTS TO OUTSIDE AND OTHER BODIES 2022/23**

A report was submitted regarding the proposed Cabinet and the proposed General Member representation on Outside Bodies for 2022/23. Details of the appointments were set out in the two schedules attached to the report.

Members were informed that Paragraph 1(b) of the report relating to Members of the YPO Management Committee becoming members of the YPO Company, Trans-Pennine Properties (Wakefield) Limited was removed as the Council had been notified that this was no longer valid.

- \* **Resolved that:**
  - (1) **the representatives identified on the Cabinet Member schedule at Appendix A be noted;**
  - (2) **the representatives identified on the General schedule at Appendix B be agreed;**
  - (3) **the Chief Executive in consultation with the Leaders of the five political Groups be delegated authority to agree any amendments to the General Member schedule, if necessary during 2022/23; and**
  - (4) **it be agreed that the political balance rules in relation to the YPO Joint Committee which would otherwise apply in accordance with Section 17 of the Local Government and Housing Act 1989 may be waived.**

**14 CHESHIRE AND MERSEYSIDE JOINT HEALTH SCRUTINY ARRANGEMENTS**

A report was provided with the amended 'Protocol for the establishment of Joint Health Scrutiny Arrangements in Cheshire and Merseyside' and sought approval for the establishment of a Cheshire and Merseyside Integrated Care System Joint Health Scrutiny Committee.

In 2014, all nine Cheshire and Merseyside Authorities gave their approval to a "Protocol for Establishment of Joint Health Scrutiny Arrangements for Cheshire and Merseyside". Substantively, the existing protocol provided a framework for the mandatory

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establishment of ad-hoc joint committees where two or more of the authorities deemed a service change proposal to be a substantial variation in those services. The protocol was approved by full Council in April 2014.

In summary, the statutory framework set out in legislation authorises local authorities to review and scrutinise any matter relating to the planning, provision and operation of the health service; and consider consultations by a relevant NHS body or provider of NHS-funded services on any proposal for a Substantial Development or Variation (SDV) to the health service in the local authority's area.

Given the incoming changes and the establishment of Integrated Care Systems in England under the Health and Care Act 2022, the opportunity had been taken to review and update the existing Joint Health Scrutiny Protocol to ensure that the framework for the operation of joint health scrutiny committees regarding substantial developments and variations of the health service across Cheshire and Merseyside was consistent with the arrangements for the new standing committee. The proposed revisions related to quorum and political balance and was attached at Appendix 1 to the report.

In response to the proposed establishment of Integrated Care Systems in England under the Health and Care Act 2022, the Chief Executives of the nine Merseyside and Cheshire local authorities agreed a number of actions to ensure that joint health scrutiny arrangements in Cheshire and Merseyside were fit to meet the challenge of the new statutory Integrated Care System (ICS) arrangements. It had been deemed appropriate to establish a standing joint health scrutiny committee which would have the opportunity to take on the Authorities' collective statutory responsibility to oversee and scrutinise the operation of the ICS at Cheshire and Merseyside Level.

\* **Resolved that:**

- (1) the establishment of a Cheshire and Merseyside Integrated Care System Joint Health Scrutiny Committee be approved; and**
- (2) the amended 'Protocol for the establishment of Joint Health Scrutiny Arrangements in Cheshire and Merseyside' be adopted.**

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<b>Report Title</b>	<b>Report of Cabinet - Revenue and Capital Outturn Report 2021/22</b>
<b>Cabinet Portfolio</b>	Finance and Governance
<b>Cabinet Member</b>	Councillor Martin Bond
<b>Exempt Report</b>	No
<b>Reason for Exemption</b>	N/A
<b>Key Decision</b>	No
<b>Public Notice issued</b>	N/A
<b>Wards Affected</b>	All
<b>Report of</b>	Jan Bakewell Director of Legal and Governance <a href="mailto:janbakewell@sthelens.gov.uk">janbakewell@sthelens.gov.uk</a>
<b>Contact Officer</b>	Joanne Griffiths Team Manager - Democratic and Scrutiny Services <a href="mailto:joanegriffiths@sthelens.gov.uk">joanegriffiths@sthelens.gov.uk</a>

<b>Borough Priorities</b>	Ensure children and young people have a positive start in life	
	Promote good health, independence, and care across our communities	
	Create safe and strong communities and neighbourhoods for all	
	Support a strong, thriving, inclusive and well-connected local economy	
	Create green and vibrant places that reflect our heritage and culture	
	Be a responsible Council	X

## 1. Summary

- 1.1 This report details the outturn position in relation to the revenue and capital budget for 2021/22 (subject to audit) and summarises the reserves and balances position.
- 1.2 The report also includes detail of the 2021/22 use of additional Covid-19 Grant Funding and Sales, Fees and Charges Compensation.
- 1.3 The report includes the Treasury Management Outturn Report for 2021/22.

## 2. Recommendations for Decision

**Council is recommended to note the decisions made by Cabinet at its meeting held on 22 June 2022 which were to:**

- i) note the Revenue Outturn position (subject to audit) for 2021/22 as detailed in Section 2;
- ii) approve the proposed carry forward of budget provision as outlined in Section 2.9;
- iii) approve the carry forward of budget provision for continuing earmarked reserve funded schemes, as detailed in Annex B;
- iv) note the earmarking of resources to reserves as outlined in Section 2.6;
- v) approve for there to be no reductions to any Directorate budgets in 2022/23 arising from the outturn position for 2021/22 as detailed in Section 2.8;
- vi) note the use of additional Covid-19 Grant Funding and Sales, Fees and Charges Compensation in 2021/22, as detailed in Section 3;
- vii) note the 2021/22 Capital Outturn position (subject to audit) as summarised in Section 4;
- viii) note the latest reserves and balances position as outlined in Section 5, including the appropriation of general balances to the inflation reserve ; and
- ix) note the Treasury Management Outturn Report 2021/22 as detailed in Annex E

## 3. Purpose of this report

- 3.1 This report is provided to update Council on the Council's outturn figures (subject to audit), including the reserves and balances position for 2021/22, and the use of additional Covid-19 Grant Funding and Sales, Fees and Charges Compensation.
- 3.2 The report also provides Council with the Treasury Management Outturn Report for 2021/22.



**4. Background / Reason for the recommendations**

- 4.1 The Council's Outturn position for 2021/22 provides Cabinet with the details of use of resources throughout the financial year.

**5. Consideration of Alternatives**

- 5.1 None

**6. Conclusions**

- 6.1 The Council are to note the decisions made by Cabinet at its meeting held on 22 June 2022.

**7. Legal Implications**

- 7.1 The purpose of this report is to highlight the outturn financial position of the Council, prior to the statutory audit of accounts.

**8. Community Impact Assessment (CIA) Implications**

- 8.1 N/A

**9. Social Value**

- 9.1 N/A

**10. Sustainability and Environment**

- 10.1 N/A

**11. Health and Wellbeing**

- 11.1 N/A

**12. Equality and Human Rights**

- 12.1 N/A

**13. Customer and Resident**

- 13.1 N/A

**14. Asset and Property**

- 14.1 N/A

**15. Staffing and Human Resources**

- 15.1 N/A

## **16. Risks**

16.1 N/A

## **17. Finance**

17.1 As detailed in Appendix 1

## **18. Policy Framework Implications**

18.1 N/A

## **19. Impact and Opportunities on Localities**

19.1 N/A

## **20. Background Documents**

20.1 N/A

## **21. Appendices**

21.1 Appendix 1 - Revenue and Capital Outturn Report 2021/22

**DRAFT REVENUE AND CAPITAL OUTTURN REPORT 2021/22****SECTION 1: SUMMARY**

- 1.1 The overall revenue outturn position for 2021/22 is an underspend of £1.864m. This is a net position after the application of Covid-19 funding to cover the additional expenditure and losses of income directly related to the pandemic, and the earmarking of the unutilised balance of the 2021/22 restructuring budget to the restructuring reserve. The underspend of £1.864m will increase the Council's level of reserves at March 2022, thus providing some further financial resilience to any future unplanned financial impacts on the council's budget position.
- 1.2 It must be recognised that the underspend for 2021/22 arises from variations in 'corporate items', which are one-off in nature, and the most significant variation being in relation to Treasury Management activity, where additional borrowing to fund capital expenditure was deferred. The net portfolio variation is an overspend of £0.465m which is inclusive of the costs attributable to the release of staff through redundancy and the Mutually Agreed Resignation Scheme to support the ongoing service reviews and savings programme.
- 1.3 The key portfolio variations are detailed within section 2.10 of the report. This position is net of costs for staff working on specific activities in support of the Council's response to the pandemic, and for which additional St Helens Clinical Commissioning Group (CCG) and specific Government funding had been made available. This included work on schemes such as Containing Outbreak Management Fund (COMF) and Systematic, Meaningful, Asymptomatic Rapid Testing (SMART). In total across all portfolios the identified costs are £2.256m. It should be noted that this funding is non-recurrent and will not be provided for in 2022/23.
- 1.4 The budget for 2021/22 included the planned delivery of £13.440m of budget savings. It was previously reported to Cabinet on 23 February 2022 that savings of £3.669m were at risk of not being fully delivered in the year due to delays in implementation or savings not being achievable, with one-off savings being identified to mitigate the impact on the 2021/22 outturn position. However, this position presents a risk to the Council in 2022/23, alongside an additional £6.044m of approved savings for the year, unless all service reviews and actions are completed and fully implemented.
- 1.5 Covid-19 continued to impact on residents and businesses during 2021/22. Notwithstanding the financial impact was not as profound as last year, additional costs were incurred as the Council continued its response to the pandemic, although it is recognised that specific grant funding was provided by central government in 2021/22. The most significant areas of spend were within the Waste and Recycling and Adult Care services to support increased numbers of hospital discharges and avoid hospital admissions. The legacy impact of the global pandemic into 2022/23 and future periods is uncertain and will remain a challenge on the Council's budgetary position, for which some provision has been made in the Medium Term Financial Strategy. It should be noted that there will be no additional funding from government to support legacy pressures and these will need to be managed within the overall Council's budget.

- 1.6 In addition, there was income loss from sales, fees and charges, the most significant areas being parking income, leisure service income, and income for care service provision within adult services. For the period April to June 2021 the government extended the sales, fees and charges compensation scheme, and under the terms of the scheme an element of the Covid-19 related income losses for this period were recovered.
- 1.7 During 2021/22, a number of unconditional grants and contributions were received. Expenditure against this funding is scheduled to be incurred in 2022/23, and provision for earmarking of this funding has been made within the Funding Reform and Volatility Reserve at outturn, with a corresponding release of the funding to be made during 2022/23.
- 1.8 It cannot be overstated that the financial environment the Council operates within presents significant challenges that will continue into 2022/23 and future periods. The timing and impact on local government financing from the Fair Funding Review and Business Rates reforms remain uncertain. Coupled with Covid legacy pressures; a challenging savings programme that plans to deliver £6.044m of savings in 2022/23; ongoing service demand pressures; volatility in a number of significant income streams; and a backdrop of global inflationary pressures, particularly impacting on fuel, energy and food costs, will mean that 2022/23 will be a financially difficult year, requiring robust financial management.

## **SECTION 2: REVENUE BUDGET OUTTURN 2021/22**

- 2.1 The outturn position, subject to audit, is summarised in Table 1. It must be recognised that the outturn underspend against budget of £1.864m is one-off in nature, due to 'corporate variations' and primarily relating to Treasury Management activity, where additional borrowing to fund capital expenditure was deferred. The net portfolio variation is an overspend of £0.465m which is inclusive of the costs attributable to the release of staff through redundancy and the Mutually Agreed Resignation Scheme to support the ongoing service reviews and savings programme.
- 2.2 Table 1 excludes the impact of Covid-19 additional spending pressures and income losses in the year to 31 March 2022, which are funded from additional Covid-19 Grant funding for 2021/22 and/or the Sales, Fees and Charges Compensation Scheme. Section 3 of this report provides a summary of the financial position arising from Covid-19 in terms of additional costs, losses of income and Government funding.
- 2.3 In order to support the Council's continued response to the pandemic some staff were deployed to provide support in dealing with the outbreak, and specific funding was available to support a number of these activities. As detailed in Table 1, £2.256m of the variance against budget is attributable to budgeted costs being met via specific Covid-19 funding streams, including Containing Outbreak Management Fund (COMF); Systematic, Meaningful, Asymptomatic, Rapid Testing (SMART); and St Helens Clinical Commissioning Group. It should be noted that this funding is one-off for 2021/22 and the outturn position would have been a larger overspend had this funding not been available during the year. This will present a risk to the 2022/23 budget position.

<b>Table 1 - Outturn variations against approved budget 2021/22</b>	<b>Net Outturn Variance 2021/22 + / (-)</b>	<b>Budgeted costs funded from specific Covid-19 funding streams</b>	<b>Net Outturn Variance 2021/22 prior to use of Covid-19 funding streams + / (-)</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Education, Skills and Business	(564)	-	(564)
Children and Young People	+1,257	(5)	+1,262
Integrated Care and Health	+729	(1,396)	+2,125
Wellbeing, Culture and Heritage	+633	(155)	+788
Finance and Governance	(1,344)	(236)	(1,108)
Reset and Recovery	(388)	(33)	(355)
Environment and Transport	+206	(173)	+379
Regeneration and Planning	+206	(181)	+387
Safer, Stronger Communities	(270)	(77)	(193)
<b>TOTAL - Portfolio Budgets</b>	<b>+465</b>	<b>(2,256)</b>	<b>+2,721</b>
<b>Council-Wide budgets</b>	<b>(2,329)</b>	-	-
<b>TOTAL - Outturn variations against approved budget 2021/22</b>	<b>(1,864)</b>	-	-

- 2.4 The position detailed above highlights that net portfolio spend was above budget by £0.465m. The overall net position for the Council is an underspend of £1.864m after allowing for £2.329m of variations in Council Wide budgets, as detailed in Annex A.
- 2.5 The portfolio variations include the cost of employee termination payments and pension capital strain costs (£0.924m), where decisions have been made in the year to 31 March 2022 to release employees.
- 2.6 During 2021/22 a number of unconditional grants and contributions were received. Expenditure against this funding is scheduled to be incurred in 2022/23. Due to the technical accounting treatment for unconditional grants and contributions, provision has been made to earmark the funding to the Funding Reform and Volatility Reserve at outturn. The funding will be released during 2022/23 and reported via the Financial Monitoring Reports. This mechanism is purely to reflect the timing difference of funding being received and related expenditure being incurred and will enable necessary resources to be available to deliver against previously approved activity in 2022/23.
- 2.7 It should be noted that Table 1 shows the position after:
- (i) Neutral adjustments in accounting treatment and movements on “uncontrollable” budgets (e.g. depreciation and support service charges)
  - (ii) the carry forward of unspent budget provision for any continuing earmarked reserve funded schemes (£965k) into future years as detailed in Annex B
  - (iii) the acceleration of the usage of earmarked reserves from future years (£39k) as detailed in Annex B
  - (iv) allowing for a £76k carry forward of budget provision from 2021/22 into 2022/23 in relation to Revenue Contributions to Capital schemes
  - (v) allowing for the earmarking of unconditional grants and contributions and previously approved resources (£1.833m) from 2021/22 into 2022/23 where funding is required to deliver specific programmes of work
- 2.8 The Council's Financial Procedure Rules and Budget Strategy determine that any overspends in one year are ordinarily funded by a corresponding reduction in the Directorate budgets in the subsequent year. Given the potential for pressures on departmental budgets in 2022/23 and the overall Council position for 2021/22, it is proposed that approval is given to waive this requirement for those Directorate and portfolio budgets whose outturn exceeded budget in 2021/22.
- 2.9 There is a single service request for an additional £211k carry forward of budget provision from 2021/22 into 2022/23 where specific service commitments continue into 2022/23, as detailed in Table 2.

<b>Table 2 – Proposed carry forward of budget provision into 2022/23</b>		<b>£000</b>
<b><u>Portfolio - Education, Skills and Business</u></b>		
Resources to support the continuation of various programmes supporting Adults and Young People into work		211
<b>TOTAL</b>		<b>211</b>

The portfolio budgets will be revised in 2022/23 as appropriate to reflect the carry forward and earmarked sums. This will be reported to Cabinet within the Financial Monitoring Reports during 2022/23.

2.10 The key portfolio variations are detailed below. The direct additional costs and losses of income arising from the pandemic are referenced in section 3.

2.10.1 Education, Skills and Business

There are underspends against the budgeted position for a number of Education related services, of which the most material are within Educational Psychology (£203k) and the Virtual School (£148k). The nature of the specialist posts within Educational Psychology have been challenging to recruit to, resulting in slippage against staffing budgets. In addition, there was an underspend of £185k against budget provision for historical retirement costs associated with school based staff. There was however a budget pressure of £89k within Home to School / College Transport due to the number of students with special educational needs and disabilities requiring support. Restructuring costs within the portfolio totalled £83k.

There continue to be financial challenges within the high needs block of the ring-fenced Dedicated Schools Grant (DSG). The level of financial support within this block was insufficient to address the level of demand and the needs of those pupils with SEND (Special Educational Needs & Disabilities), including those with Statements or Education Health & Care Plans. In particular there were significant financial challenges associated with supporting those pupils who cannot be educated in a mainstream setting and require specialist provision.

In addition, there was a net underspend of £176k in relation to the Place based services within the portfolio after restructuring costs of £31k. Section 2.9 provides details of a request to carry £211k forward to support the continuation of various programmes supporting Adults and Young People into work.

2.10.2 Children and Young People

The profile of children and young people being accommodated during 2021/22 resulted in a budget pressure of £812k. There are also pressures of £689k on family support packages designed to help young people remain in the family environment and avoid the need to be brought into more expensive fostering or residential care, and of £319k within adoption services, particularly in respect of costs associated with making placements.

In addition, the delivery of a revised recruitment and retention strategy; the need to cover a number of posts within frontline social care teams with agency staff to ensure

quality and continuity of service; and costs arising from service redesign have resulted in a pressure against staffing budgets totalling £503k.

There are a number of underspends within the portfolio that help to mitigate this position. There was an underspend with the Edge of Care Service (£576k), primarily as a consequence of slippage on vacant posts while an assessment of service provision is ongoing to deliver budget efficiencies in future financial years. There were also underspends in relation to home care support and direct payments for children and young people with disabilities (£308k); and the Youth Offending Service (£141k).

### 2.10.3 Integrated Care and Health

The outturn position for the Integrated Care and Health portfolio reflects activity during the year which included both increased activity in some services and lower demand for others.

The budget for people with Learning Disabilities saw a significant overspend of £1.9m due to continuing increased demand in this area, in particular in relation to complex cases within commissioned Supported Living services. Activity in residential and nursing for people with Mental Health needs resulted in an overspend of £344k, however, this has been mainly offset by an underspend of £315k in the services for people with Physical Support and Memory and Cognition Support needs. This is partly due to lower levels of occupancy for this cohort in residential and nursing settings following the effects of the pandemic.

The outturn position also reflects the portfolio having utilised specific Covid-19 related funding of £1.396m across a range of services.

Following the cessation of Covid-19 funds in 2022/23, the portfolio continues to work closely with the care sector to understand the on-going effects of the pandemic.

Restructuring costs within the portfolio totalled £268k.

### 2.10.4 Wellbeing, Culture and Heritage

Underspends have been generated from the Public Health Grant in 2021/22 due to the utilisation of Covid-19 related funding and lower activity for some externally commissioned contracts. As a result, the balance of Public Health Grant carried forward has increased to £1.931m.

There was a net overspend of £633k across the non-Public Health services within the portfolio.

The saving against the Localities model (£496k) sits within the portfolio. In December 2021, Cabinet approved the second phase of engagement for officers to pursue alternative models of delivery with partners. Whilst engagement has been positive, the implementation will take some time to deliver. For 2021/22, the saving was mitigated from within other Place Directorate budgets.

This outturn position also reflects the portfolio having utilised specific Covid-19 related funding of £155k across indoor sports and recreation.

Restructuring Costs within the portfolio totalled £268k.



#### 2.10.5 Finance and Governance

The outturn position for the Finance and Governance portfolio is due to underspends in a number of areas. There was a net underspend of £524k against staffing budgets. This was due to vacancies in a number of services within the department. The use of agency staff during the year within Legal Services was managed across the portfolio. An underspend of £60k has arisen in the Elections Service due to contributions towards the cost of elections in May 2021 from the Police and Crime Commissioner and the Liverpool City Region Combined Authority.

The position includes underspends against supplies and services of £339k across most service divisions due to ongoing changes in Ways of Working, improved procurement processes and an ongoing moratorium on non-essential expenditure.

Additional New Burdens Grant Funding of £175k was receivable in relation to 2021/22 for the administration of the Test and Trace programme and other Business Support Programmes.

This outturn position also reflects the portfolio having utilised specific Covid-19 related funding of £236k across various services.

#### 2.10.6 Reset and Recovery

The outturn position for the Reset and Recovery portfolio is primarily due to an underspend of £297k against staffing budgets due to vacancies in a number of service areas, most notably within the Business IT and Performance section.

This outturn position also reflects the portfolio having utilised specific Covid-19 related funding of £33k across the portfolio.

Restructuring Costs within the portfolio totalled £11k.

#### 2.10.7 Environment and Transport

Overall, the Environment and Transport portfolio outturn position was an overspend of £206k.

An overspend occurred on the Cemetery and Crematorium budget of £246k, mainly due to a shortfall in income of £210k and additional maintenance costs on the cremators of £33k. During the year there was a reduction of 15% in the number of cremations from 2,657 in 2020/21 to 2,267 in 2021/22.

Highways, Street Lighting, Traffic Management and Parking Services had an overall underspend position of £603k. The main variations related to additional Engineering fee income for capital works (£119k), additional highways income (£94k), reduced employee costs arising from vacant posts and freezes on some recruitment (£121k), which has been used to mitigate against savings across the portfolio that have been delayed arising from implementation of the Phase 3 restructure. In addition, there was an underspend on highway contract works (£131k) and underspends on Premises & Transport costs (£145k).

Within the Direct Services division there was an overall overspend of £560k, mainly arising within the Careline Service (£174k) and Transport Division (£384k). Within Careline the main budget pressures were in relation to Employees (£84k) and Income (£79k). The main budget pressures within Transport related to Repairs &

Maintenance (£327k) and Vehicle Hire (£75k). In addition, the School Meals service has an overspend of £20k, but it should be noted that an underspend on employees and additional external income has offset a significant overspend on food provisions of £312k.

Volatility in the market caused by inflation and the conflict in the Ukraine is expected to continue into 2022/2023. This is likely to have a detrimental impact on the budgets in Transport and Schools Meals Services, which will be closely monitored throughout the next financial year.

There were underspends across the Recycling Service of £45k, and Management and Support Services of £60k.

This outturn position also reflects the portfolio having utilised direct Covid-19 related funding of £173k in 2021/22 across various services.

Restructuring Costs within the portfolio totalled £178k.

#### 2.10.8 Regeneration and Planning

Overall, the Regeneration & Planning portfolio outturn position was an overspend of £192k.

Pressures within Building Control and Development Control services have resulted in an overspend of £183k, which includes a shortfall in income of £121k.

Economic Development have an overspend of £127k due to additional costs incurred on the Chalon Way Meanwhile Use Programme.

Estates Management overspent by £54k as a result of employing interim staff to cover vacant posts.

Within Building and Support Services there was an underspend on premises related costs of £316k in relation to reduced utility costs in public buildings due to the new ways of working and the closure of some Library and Leisure facilities. This underspend has been used to mitigate against staff savings across the portfolio that have not been achieved due to the delayed implementation of the Phase 3 restructure.

In addition, there was employee slippage of £128k across other services within the portfolio.

During the year a significant area of St Mary's market was used as a Covid-19 Testing Centre and premises and other related costs attributable to this activity of £181k are allocated against specific Covid grants.

Restructuring Costs within the portfolio totalled £125k.

#### 2.10.9 Safer, Stronger Communities

As a result of awarding two-year contracts to Supporting People providers for the period through to March 2023, a budget saving of £245k has been accelerated and this has been used to mitigate against other savings within Place Services.

A further £151k underspend has been achieved against the current year's budget based on current levels of demand within the service.

Across Regulatory Services there was a shortfall in income of £153k for the year, this shortfall was partly offset by a reduction in expenditure of £34k. This outturn position also reflects the portfolio having utilised specific Covid-19 related funding of £77k across Regulatory Services.

Restructuring Costs within the portfolio totalled £91k.

### **SECTION 3: COVID-19 FINANCIAL IMPLICATIONS**

- 3.1 Table 3 details the additional spending and income loss as a result of Covid-19 during 2021/22, alongside the available funding from additional 2021/22 Covid-19 Grant Funding and the Sales, Fees and Charges Compensation scheme for the period April to June 2021. The uncommitted grant £1.757m has been earmarked, to be used in future years.

<b>Table 3 - Covid-19 Position</b>	<b>£000</b>
Total Covid-19 Grant Funding allocated in the 2021/22 Local Government Finance Settlement	5,837
Sales, Fees and Charges (SFC) Compensation scheme for the period April to June 2021 *	641
<b>Total Covid-19 Grant &amp; SFC Compensation Funding 2021/22</b>	<b>6,478</b>
Less Additional Spending Pressures 2021/22	(2,083)
Less Loss of Sales, Fees & Charges Income 2021/22	(2,293)
Less Loss of Commercial and Other Income 2021/22	(345)
<b>Total Additional Costs &amp; Losses of Income</b>	<b>(4,721)</b>
<b>Total Covid-19 Grant Funding Available for future years and to be earmarked to the Covid-19 Reserve at 31 March 2022</b>	<b>1,757</b>

\* Subject to final reconciliation and agreement with the Department for Levelling Up, Housing and Communities

- 3.2 The most significant areas of additional expenditure are in relation to supporting accelerated hospital discharge and avoidance of hospital admissions within Adult Social Care, and additional costs within the Waste Collection and Recycling service.
- 3.3 The Department of Levelling Up and Housing and Communities provided some funding for lost income from sales, fees and charges for the period April to June 2021. Income losses after this period have been funded from the additional Covid-19 Grant received in 2021/22, primarily this related to Parking, Leisure Service and Care Services income.

## **SECTION 4: CAPITAL PROGRAMME OUTTURN 2021/22**

- 4.1 The outturn figures for 2021/22, subject to audit, are summarised in Table 4 below. The table shows a net decrease (for 2021/22) of £4.254m from the previously reported position.

<b>Table 4 – Capital Programme summary outturn 2021/22</b>	<b>Approved Provision 2021/22 £000</b>	<b>Provisional Outturn 2021/22 £000</b>	<b>Variance 2021/22 £000</b>
<b>PORTFOLIO SPENDING</b>			
Education, Skills and Business	7,334	6,823	(511)
Children and Young People	85	96	+11
Integrated Care and Health	30	30	0
Wellbeing, Culture and Heritage	705	613	(92)
Reset and Recovery	100	12	(88)
Environment and Transport	15,525	14,099	(1,426)
Regeneration and Planning	13,647	11,927	(1,720)
Safer, Stronger Communities	3,102	2,674	(428)
<b>TOTAL</b>	<b>40,528</b>	<b>36,274</b>	<b>(4,254)</b>
<b>FINANCED BY</b>			
Grants and Other Contributions	17,018	15,652	(1,366)
Capital Receipts	3,145	2,888	(257)
Revenue Contribution	440	421	(19)
Borrowing	19,925	17,313	(2,612)
<b>TOTAL</b>	<b>40,528</b>	<b>36,274</b>	<b>(4,254)</b>

- 4.2 The net variance (for 2021/22) since the previously reported position arises from a combination of factors as detailed in Table 5. Annex C provides further detail.

<b>Table 5 – Variations in 2021/22 Capital Programme spend (outturn compared to previously reported position)</b>	<b>£000</b>
Rephasing of schemes into 2022/23	(5,021)
Rephasing of schemes from future years into 2021/22	+283
Additional Funding to Existing Schemes	+474
New Schemes	+71
Completed Schemes	(31)
Other Variations	(30)
<b>TOTAL</b>	<b>(4,254)</b>

## **SECTION 5: RESERVES AND BALANCES**

### **5.1 General Balances**

- 5.1.1 The movement in General Balances is summarised in Table 6. The revenue and capital budget approved by Council on 2 March 2022 noted, after having regard to a series of potential risks, including the deliverability of services within the baseline level of available resources, that an underlying level of approximately £12m General Balances was considered appropriate.
- 5.1.2 The outturn position allows for some additional financial resilience to any future unplanned financial impacts on the Council's budget position.
- 5.1.3 In addition, the outturn position noted in section 2.1 provides the opportunity to earmark £1m to the Inflation Reserve. The Revenue and Capital Budget 2022/23 and the Medium Term Financial Strategy 2022-25 highlighted the high level of risk that increased levels of inflation will have on costs and potentially wage demands. It is now even more apparent that these risks are chrySTALLISING.
- 5.1.4 The approved budget for 2022/23 allowed for the impact of higher levels of inflation across a number of areas of Council expenditure, but it is now evident that heightened levels of global inflation will impact other areas of service expenditure.
- 5.1.5 The appropriation of £1m from general balances to the inflation reserve will provide additional resource should services experience inflationary increases which cannot be managed within existing budgets.

<b>Table 6 - Movement in General Balances</b>	<b>£000</b>
General Balances as at 1 April 2021	12,780
Budgeted Use of General Balances 2021/22	(297)
Outturn variation against approved budget 2021/22 (see table 1)	1,864
Appropriation to the Inflation Reserve as detailed above	(1,000)
Carry Forward of RCCO Provision as detailed in section 2.7 (iv)	76
<b>General Balances as at 31 March 2022*</b>	<b>13,423</b>

\* The level of General Balances will reduce to £13.136m if the carry forward request detailed in section 2.9 is approved.

### **5.2 Earmarked Balances**

- 5.2.1 The overall position in relation to Earmarked Balances at 31 March 2022 is provided in Table 7, with Annex D providing further detail. It should be noted there are approved commitments on these reserves extending to 2024/25.

The most significant in-year movements include:

- the approved use of general earmarked reserves in 2021/22 for revenue and capital schemes

- the approved budgeted contribution to general earmarked reserves as detailed in the revenue and capital budget 2021/22 and Medium Term Financial Strategy 2021-2024
- earmarking of unconditional grants and contributions, as detailed in section 2.6
- earmarking of the unutilised balance of the 2021/22 restructuring budget to the restructuring reserve
- earmarking of £1m to the inflation reserve as detailed in section 5.1
- the use of the net movement on the Covid-19 Reserve in respect of the mechanics on the Collection Fund as detailed in section 5.2.3
- earmarking of specific Covid-19 resources for requirements in future years as detailed in section 5.2.2
- appropriation of £1m from general fund balances to the inflation reserve as detailed in section 5.1

<b>Table 7 – Earmarked Balances</b>	<b>Balance at 1 April 2021 £000</b>	<b>In-year Movement £000</b>	<b>Balance at 31 March 2022 £000</b>
General Earmarked Reserves	41,740	6,935	48,675
Covid-19 Reserve - General	7,395	1,941	9,336
Covid 19 Reserve - Collection Fund	21,158	(12,593)	8,565
<b>TOTAL</b>	<b>70,293</b>	<b>(3,717)</b>	<b>66,576</b>

5.2.2 The Council's Medium Term Financial Strategy (MTFS) contained provision for any uncommitted Covid-19 funding sums to be set-aside to support the ongoing additional costs and income losses resulting from the pandemic.

5.2.3 The MTFS also explained the need to set aside funding in the Covid-19 Reserve during 2021/22 as a result of the Government's decision to award Business Rates Extended Retail Reliefs, which creates a position whereby the Council's income from business ratepayers year reduces accordingly. The Council received separate Section 31 Grant funding to compensate for this loss of income, and £8.077m has been required to be set aside in the earmarked reserve during 2021/22 to meet the deficit that must be charged in 2022/23 in accordance with Collection Fund requirements.

### 5.3 Schools Balances

5.3.1 The position in respect of school balances is detailed in Table 8.

<b>Table 8 – School Balances</b>	<b>£000</b>
School Balances as at 1 April 2021	11,656
In Year movements 2021/22	992
<b>Balances as at 31 March 2022</b>	<b>12,648</b>

5.3.2 The balances are ringfenced for schools, and in accordance with the requirements of the Department for Education, the local Scheme for Financing Schools makes provision to permit the carry forward of resources into future financial years. This is an important mechanism for schools to support the delivery of a medium-term budgeting strategy.

5.3.3 During 2021/22, school balances have increased by £0.992m. This is due to a number of factors, including an overall increase in the national level of school funding; increased flexibility in grant conditions to allow monies to be carried forward for use in 2022/23 (for example Covid-19 Recovery Premium; P.E. and Sports Premium; School Led Tutoring); and individual school positions whereby spending plans have extended beyond the end of the financial year.

#### 5.4 Usable Capital Receipts

5.4.1 The position in respect of general capital receipts is detailed in Table 9.

<b>Table 9 – Usable Capital Receipts</b>	<b>£000</b>
Available Capital Receipts brought forward at 1 April 2021	23,466
<u>Receipts generated in year</u>	
Sale of Council Assets and Grant Repayments	97
Repaid - Other Loans and Advances	142
Amounts applied to finance new capital investment in the year	(2,888)
<b>Available Balance 31 March 2022 (prior to future commitments)</b>	<b>20,817</b>
Receipts set aside for the Land and Property Acquisition Fund	(10,000)
Capital Receipts set aside in 2022/23 where the use of flexibilities can be applied	(1,000)
Required to fund the Capital Programme in 2022/23 to 2024/25	(3,423)
Receipts from the repayment of Council grants and loans ring-fenced for future years' Housing Programme	(148)
<b>Available Balance (after taking commitments into account)</b>	<b>6,246</b>

#### 5.5 Collection Fund

5.5.1 The position in respect of the Council's Collection Fund is provided in Table 10.

<b>Table 10 - Collection Fund</b>	<b>Surplus / (Deficit) 31 March 2022</b>	<b>Additional deficit in 2022/23 due to CARF scheme revised profiling</b>	<b>Provision to meet deficit included in the approved MTFS</b>	<b>Additional Surplus / (Deficit) to be Carried Forward</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Council Tax	(643)	0	666	23
Business Rates	(5,794)	(3,189)	9,016	33
<b>TOTAL</b>	<b>(6,437)</b>	<b>(3,189)</b>	<b>9,682</b>	<b>56</b>



- 5.5.2 The deficit in the Council's Collection Fund at 31 March 2022 principally arises from the Government's decision to award additional Business Rates Reliefs, which creates a position whereby the Council's income from business ratepayers reduces accordingly. As detailed in section 5.2.3, separate Section 31 Grant funding is received to compensate for this loss of income. The mechanics of the statutory Collection Fund requirements mean that there are timing differences between the receipt of that funding and when the deficit must be charged, and sums are set aside in the earmarked reserve during 2021/22 to smooth the impact between years.
- 5.5.3 The net outturn position is represented by the additional surplus / (deficit) to be carried forward, as detailed in Table 10.

## **SECTION 6: TREASURY MANAGEMENT OUTTURN REPORT 2021/22**

- 6.1 A summary of the Council's Treasury position at the end of March 2022 is included in Table 11. The Treasury Management Outturn Report for 2021/22 is included at Annex E.

<b>Table 11 – Treasury position 2021/22</b>	<b>As at 1 April 2021</b>	<b>As at Previous Period</b>	<b>As at 31 March 2022</b>
Investments Outstanding	£137.4m	£159.5m	£154.1m
Investment Returns (average for the year)	-	0.29%	0.32%
Borrowing	£121.6m	£140.6m	£140.6m

**COUNCIL WIDE VARIATIONS**

<b>Council Wide Variations</b>	<b>Outturn Variance 2021/22 £000 + /(-)</b>	<b>Explanation of Variances</b>
Section 31 Grants	+396	Section 31 funding is primarily related to small business/retail rates relief and compensates the Council for losses in business rates yield as a result of Government policy. The value of relief awarded in the year was less than forecast and consequently less budgeted Section 31 grant was due for the year.
Treasury Management	(1,940)	This is primarily a combination of: <ul style="list-style-type: none"> <li>• Reduction in the Minimum Revenue Provision as a consequence of the re-phasing of schemes within the 2020/2021 capital programme into future years</li> <li>• Reduction in debt management costs due to the deferral of borrowing</li> <li>• Reduction in investment income as a result of the historically low Bank Rate and suppressed investment returns available</li> </ul>
Mid Mersey Business Rates	(866)	As part of the Mid Mersey Business Rates Pool pooling arrangement with Warrington and Halton Councils, the Council received a proportionate share of the levy savings that would otherwise have been payable in relation to Warrington's Business Rates growth. This payment relates to a share of the levy savings for previous years.
Earmarked Balances Budgeted contribution approved for use in 2021/22 and no longer required	+107	This represents earmarked balances which were budgeted for use in 2021/22 from the Growth Reserve for Regeneration schemes where the use is no longer required.
Other	(26)	
<b>Total</b>	<b>(2,329)</b>	

**CONTINUATION OF FUNDING FROM EARMARKED RESERVES INTO 2022/23 AND ACCELERATION OF FUNDING**

	Continuation of Funding into 2022/23 & beyond			Acceleration of Funding from 2022/23		
	Revenue £000	Capital £000	Total £000	Revenue £000	Capital £000	Total £000
<b>Education, Skills and Business</b>	158	-	<b>158</b>	-	-	-
<b>Children and Young People</b>	12	-	<b>12</b>	-	-	-
<b>Integrated Care and Health</b>	-	-	-	-	-	-
<b>Wellbeing, Culture and Heritage</b>	215	-	<b>215</b>	-	-	-
<b>Finance and Governance</b>	64	-	<b>64</b>	36	-	<b>36</b>
<b>Reset and Recovery</b>	-	-	-	3	-	<b>3</b>
<b>Environment and Transport</b>	80	1	<b>81</b>	-	-	-
<b>Regeneration and Planning</b>	421	-	<b>421</b>	-	-	-
<b>Safer, Stronger Communities</b>	14	-	<b>14</b>	-	-	-
<b>Total</b>	<b>964</b>	<b>1</b>	<b>965</b>	<b>39</b>	-	<b>39</b>

Annex C**CAPITAL PROGRAMME VARIATIONS 2021/22**

EDUCATION, SKILLS AND BUSINESS PORTFOLIO	2021/22		
	Current Budget	Outturn	Variance
	£000	£000	£000
<b>Primary Schools</b>			
Allanson Street Refurbishment Works	0	30	30
Ashurst Rebuild	1,212	1,050	(162)
Bleak Hill Expansion	508	537	29
Garswood DDA	51	53	2
Grange Valley - Remodel Staff Room	55	49	(6)
Legh Vale Heating Replacement	5	0	(5)
Longton Lane Condition & Risk Assessment	2	2	0
Lyme Boiler Replacement	30	34	4
Merton Bank Structural Works	5	0	(5)
Newton Le Willows Heating	15	0	(15)
Oakdene Heating	92	100	8
Queens Park Window Replacement	10	8	(2)
Queens Park Health & Safety Work	10	0	(10)
Robins Lane Heating	13	16	3
Robins Lane Health & Safety Works	5	0	(5)
Sutton Manor Health & Safety Works	5	0	(5)
Thatto Heath Structural Works	5	0	(5)
The District Nursery Provision	861	820	(41)
SEND Base Wargrave / Grange Valley Partnership	49	25	(24)
<b>Secondary Schools</b>			
Cowley Roof Replacement	20	20	0
Cowley High Drainage Works	25	20	(5)
Cowley Room Conversion	49	42	(7)
Haydock High Sports Lighting	18	17	(1)
<b>Special &amp; Other Schools</b>			
Lansbury Bridge Roof Repairs	9	1	(8)
Mill Green Key Stage 5 Base	9	1	(8)
Penkford Refurbishment	20	9	(11)
Penkford Relocation	3,500	3,629	129
<b>Other Schemes</b>			
Harnessing Technology	5	0	(5)
Various School Roller Shutters	51	50	(1)
Various Schools Fire Risks	34	45	11
Various Schools Asbestos Removal	38	37	(1)
Prior Year Schemes	0	14	14
School Devolved Formula Capital	500	214	(286)
<b>Uncommitted Grant Funding</b>			
Basic Need	51	0	(51)
School Condition Funding	72	0	(72)
<b>TOTAL</b>	<b>7,334</b>	<b>6,823</b>	<b>(511)</b>

<b>CHILDREN AND YOUNG PEOPLE PORTFOLIO</b>	<b>2021/22</b>		
	<b>Current Budget</b>	<b>Outturn</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Children and Families Accommodation	85	96	11
<b>TOTAL</b>	<b>85</b>	<b>96</b>	<b>11</b>

<b>INTEGRATED CARE AND HEALTH PORTFOLIO</b>	<b>2021/22</b>		
	<b>Current Budget</b>	<b>Outturn</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Mental Health Support Tenancy	30	30	0
<b>TOTAL</b>	<b>30</b>	<b>30</b>	<b>0</b>

<b>WELLBEING, CULTURE AND HERITAGE PORTFOLIO</b>	<b>2021/22</b>		
	<b>Current Budget</b>	<b>Outturn</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Astro Turf Pitch St Augustines	85	83	(2)
Libraries ICT Refresh	3	9	6
Newton Le Willows Health & Fitness Centre Equip	65	0	(65)
Sutton Leisure Centre - Swimming Provision	41	17	(24)
Sutton Leisure Centre - Third Generation Pitch	511	504	(7)
<b>TOTAL</b>	<b>705</b>	<b>613</b>	<b>(92)</b>

<b>RESET AND RECOVERY PORTFOLIO</b>	<b>2021/22</b>		
	<b>Current Budget</b>	<b>Outturn</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
ICT Device Refresh	100	12	(88)
<b>TOTAL</b>	<b>100</b>	<b>12</b>	<b>(88)</b>

ENVIRONMENT AND TRANSPORT PORTFOLIO	2021/22		
	Current Budget	Outturn	Variance
	£000	£000	£000
<b>Highway Schemes</b>			
A49 to M6 Junction 22 Link Road	6,500	6,314	(186)
A570 St Helens Linkway	687	410	(277)
A58 Liverpool Rd/A580 East Lancs Rd, Pewfall KRN	135	122	(13)
Accessibility Improvements-Supporting Regeneration	40	2	(38)
Active Travel Fund - Tranche 1	32	8	(24)
Active Travel Fund - Tranche 2	936	479	(457)
Bridge Strengthening & Maintenance	190	230	40
Carriageway Maintenance	1,848	2,203	355
Highway Challenge Fund	682	588	(94)
Highway / Road Investment	30	11	(19)
Key Route Network	393	369	(24)
LCR Sustainable Urban Development	824	709	(115)
St Helens Southern Gateway Package	480	548	68
Street Lighting	421	266	(155)
Traffic & Safety Schemes	598	323	(275)
<b>Environmental Schemes</b>			
Climate Change Emergency Response Fund	108	61	(47)
Haydock KGV Playing Field Site Improvements	150	127	(23)
St Helens Cemetery Drainage Scheme	11	0	(11)
Play Equipment (s106), Rainhill	0	4	4
<b>Other Schemes</b>			
Vehicle Replacement Programme	1,460	1,325	(135)
<b>TOTAL</b>	<b>15,525</b>	<b>14,099</b>	<b>(1,426)</b>

REGENERATION AND PLANNING PORTFOLIO	2021/22		
	Current Budget	Outturn	Variance
	£000	£000	£000
Demolition & Reinstatement of Chalon Way Car Park	765	845	80
Town Centre Development	40	40	0
St Helens Town Centre Masterplan	6,339	5,839	(500)
Town Hall Roof - Remedial Works	114	90	(24)
Hardshaw Brook Depot	350	390	40
Modernisation of St Helens Crematorium	3,219	2,793	(426)
Pre Development - Parkside Regeneration	1,200	1,200	0
The Gamble Building and Earlestown Town Hall	94	84	(10)
The Gamble Building External Works	1,526	554	(972)
Earlestown Ways to Work	0	49	49
Earlestown Town Hall External Refurbishment	0	43	43
<b>TOTAL</b>	<b>13,647</b>	<b>11,927</b>	<b>(1,720)</b>

SAFER, STRONGER COMMUNITIES' PORTFOLIO	2021/22		
	Current Budget	Outturn	Variance
	£000	£000	£000
<b>Housing Schemes</b>			
Disabled Facilities Grants and Adaptations	2,679	2,363	(316)
General Fund Housing (Housing Assistance)	100	60	(40)
Housing Clearance and Enforcement	50	20	(30)
Insulation Measures and Fuel Poverty	273	231	(42)
<b>TOTAL</b>	<b>3,102</b>	<b>2,674</b>	<b>(428)</b>
<b>PORTFOLIO TOTALS</b>	<b>40,528</b>	<b>36,274</b>	<b>(4,254)</b>

**EARMARKED BALANCES POSITION AT 31 MARCH 2022**

	<b>Balance at 1 April 2021</b>	<b>Use of Reserves in year</b>	<b>Transfers to reserves in-year</b>	<b>Balance at 31 March 2022</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Transformation Reserve **	18,377	(673)	155	17,859
Growth Reserve	6,571	(641)	-	5,930
Essential Equipment Fund	1,482	(176)	-	1,306
Councillor Improvement Fund	702	(126)	-	876
Insurance & Contingent Liability Reserve	4,518	-	690	5,208
Waste Management Development Fund	1,249	(45)	-	1,204
Inflation Reserve *	1,000	-	2,000	3,000
Community Improvement Reserve	997	(106)	-	891
Restructuring Reserve	1,617	-	2,090	3,707
Funding Reform and Volatility Reserve **	5,227	-	3,767	8,994
<b>TOTAL (exc. Reserves earmarked for Covid-19)</b>	<b>41,740</b>	<b>(1,767)</b>	<b>8,702</b>	<b>47,675</b>
Covid-19 Reserve - General	7,395	(57)	1,998	9,336
Covid-19 Reserve - Collection Fund	21,158	(20,669)	8,076	8,565
<b>TOTAL</b>	<b>70,293</b>	<b>(22,493)</b>	<b>18,776</b>	<b>66,576</b>

\* Includes earmarking of £1m to inflation Reserve as detailed in Section 5.1

\*\* Includes earmarking of unconditional grants and contributions and other previously approved requests for use in 2022/23 to deliver specific programmes of work (£1.833k).



TREASURY MANAGEMENT OUTTURN REPORT 2021/22

- 1.1 The Council is required by regulations issued under the Local Government Act 2003 to produce an annual treasury management review of activities and the actual prudential and treasury indicators for 2021/22. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code).
- 1.2 During 2021/22, the agreed reporting requirements were as follows:
- (i) An annual Treasury Management Strategy Statement (approved by Cabinet on 24 February 2021 and by Council on 3 March 2021)
  - (ii) A mid-year treasury update report (considered by Audit and Governance Committee on 8 November 2021)
  - (iii) An annual review following the end of the year describing the activity compared to the strategy (this report)
  - (iv) In addition, Cabinet has received regular treasury management reports via each Financial Monitoring Report
- 1.3 The regulatory environment places responsibility on Members for the review and scrutiny of treasury management policy and activities. This report is therefore important in that respect, as it provides details of the outturn position for treasury activities and highlights compliance with the Council's policies, previously approved by Members.
- 1.4 The Council confirms that it has complied with the requirement under the Code to give scrutiny to the relevant treasury management reports by the Cabinet before they were reported to the full Council.
- 1.5 The main contents of this report are:
- (i) Borrowing activity 2021/22
  - (ii) Investment activity 2021/22
  - (iii) Effects on the Council budget
  - (iv) The Council's treasury position at 31 March 2022
  - (v) Performance measurement
  - (vi) Compliance with Treasury Limits and Prudential Indicators

BORROWING ACTIVITY 2021/22

- 2.1 The Treasury Management Strategy Statement for 2021/22 did not envisage any new borrowing being undertaken outside any prudential borrowing agreed within the capital programme. Whilst the Council's Capital Financing Requirement at that point indicated that the Council had an underlying need to borrow, the general strategy

adopted by the Council has been to finance capital expenditure by running down reserves and balances in lieu of new borrowing.

- 2.2 During the year, the Council monitored Public Works Loan Board (PWLB) certainty rates. Table 1 shows how rates have overall remained fairly subdued, although there has been volatility in rates during the year, with a historic low reached during December 2021 for longer periods of borrowing. However, since that time, rates have increased significantly.

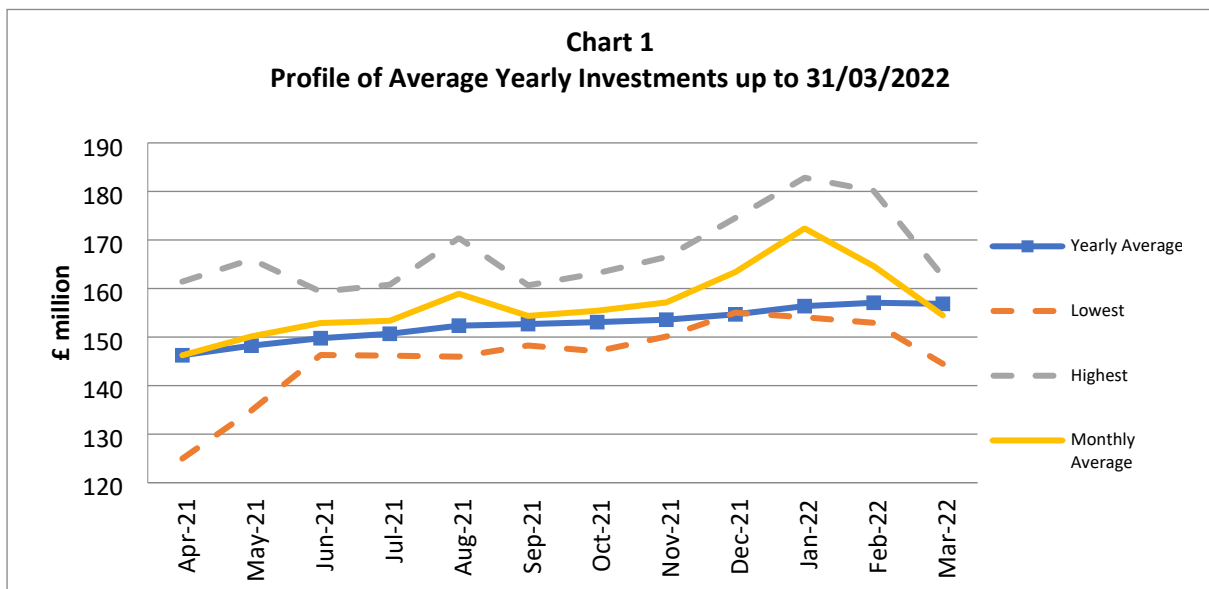
<b>Table 1 - PWLB borrowing rates 2021/22 for 1, 5, 10, 25 &amp; 50 years</b>					
	<b>1 Year</b>	<b>5 Year</b>	<b>10 Year</b>	<b>25 Year</b>	<b>50 Year</b>
1 April 2021	0.80%	1.20%	1.73%	2.22%	2.03%
31 March 2022	1.91%	2.25%	2.43%	2.64%	2.39%
Low	0.78%	1.05%	1.39%	1.67%	1.25%
Date	08/04/2021	08/07/2021	05/08/2021	08/12/2021	09/12/2021
High	2.03%	2.20%	2.51%	3.07%	2.90%
Date	15/02/2022	28/03/2022	28/04/2022	23/03/2022	28/03/2023
Average	1.13%	1.45%	1.78%	2.10%	1.85%

- 2.3 With interest rates at historic low rates and with forecasts of increasing rates due to the underlying economic position, the Council secured two new loans with PWLB to finance the costs of historic expenditure within the capital programme.
- £6m was secured on 12 August 2021 for a period of 50 years at a rate of 1.49%
  - £10m was secured on 22 November 2021 for a period of 50 years at a rate of £1.57%
- 2.4 A further loan of £6.17 million was secured for a period of 50 years with PWLB at a rate of 1.14% to finance costs in relation to the A49 to M6 Junction 22 Link Road scheme. This loan was secured at a discounted rate of gilts +60 basis points following prior approval from HM Treasury to access borrowing at the Local Infrastructure Rate for this scheme.
- 2.5 Despite PWLB borrowing attracting low rates of interest for a significant part of the year, no debt rescheduling was undertaken during the year as the average 1% differential between PWLB new borrowing rates and premature repayment rates made rescheduling unavailable.

#### INVESTMENT ACTIVITY 2021/22

- 3.1 The Bank Rate started the year at 0.10% following two emergency reductions in the rate during 2020, in response to the Covid-19 pandemic, and remained at this level for most of the year. Economic forecasters' original expectations were that the Bank Rate would remain at this rate during 2021.
- 3.2 However, in response to the underlying economic position, with increasing inflation, the Bank of England Monetary Policy Committee voted in favour of a 0.15% increase in Bank Rate on 16 December 2021. This was followed by increases of 0.25% on 3 February 2022 and 17 March 2022, with forecasts of further increases during 2022/23.

- 3.3 Since the financial crisis of 2008, financial markets have faced significant uncertainty, which has promoted a cautious approach whereby investments continue to be dominated by low counterparty risk considerations, resulting in relatively low returns compared to borrowing rates. The rates of return dropped even lower as a result of the Covid-19 pandemic and continued to remain at a suppressed level for the majority of the year.
- 3.4 As detailed in the Annual Investment Strategy the general policy objective of the Council is the prudent investment of its surplus funds. The Council's investment priorities are the security of capital and liquidity of investments. The Council's investment dealings in the year have been undertaken in order to achieve the optimum return on its investments commensurate with the proper levels of security and liquidity and having properly assessed all inherent risks. All investments made during the year have been made in accordance with this strategy.
- 3.5 The Council maintained an average balance of £148.087m during the year; Chart 1 profiles the monthly average balances.



#### EFFECTS ON THE COUNCIL BUDGET

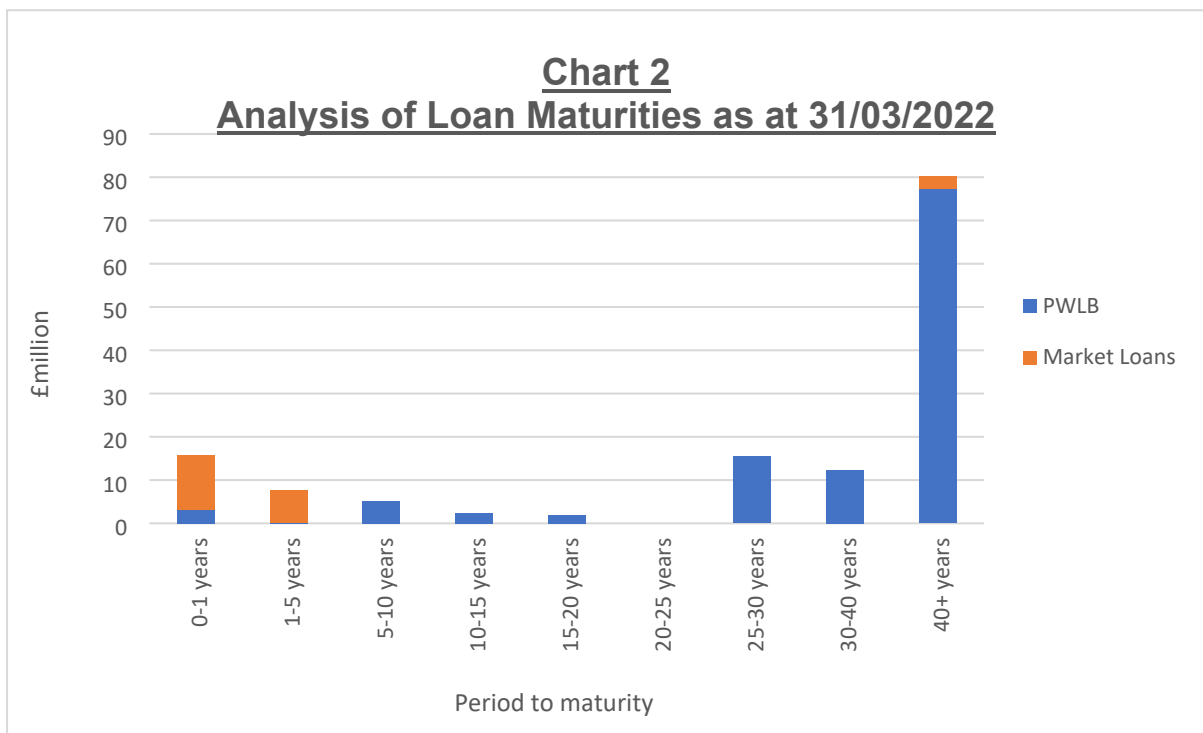
- 4.1 The overall effect on the Council's General Fund budget in 2021/22 is provided in Table 2.

<b>Table 2 - Treasury Allowed Estimate &amp; Outturn 2021/22</b>		
	Allowed Estimate £m	Outturn £m
Minimum Revenue Provision (MRP)	3.439	3.178
Debt Management Costs	9.188	7.461
<b>SUB-TOTAL</b>	<b>12.627</b>	<b>10.639</b>
Investment Income	(1.025)	(0.966)
<b>NET TREASURY COSTS</b>	<b>11.602</b>	<b>9.673</b>

- 4.2 The Minimum Revenue Provision has reduced by £261k as a consequence of the re-phasing of schemes within the 2020/21 capital programme into future years, as reported to Cabinet at its meeting on the 23 June 2021. Debt management costs are reduced as a result of decisions around the continued deferral of additional borrowing, whilst investment income is reduced as a result of the historically low Bank Rate and suppressed investment returns available.

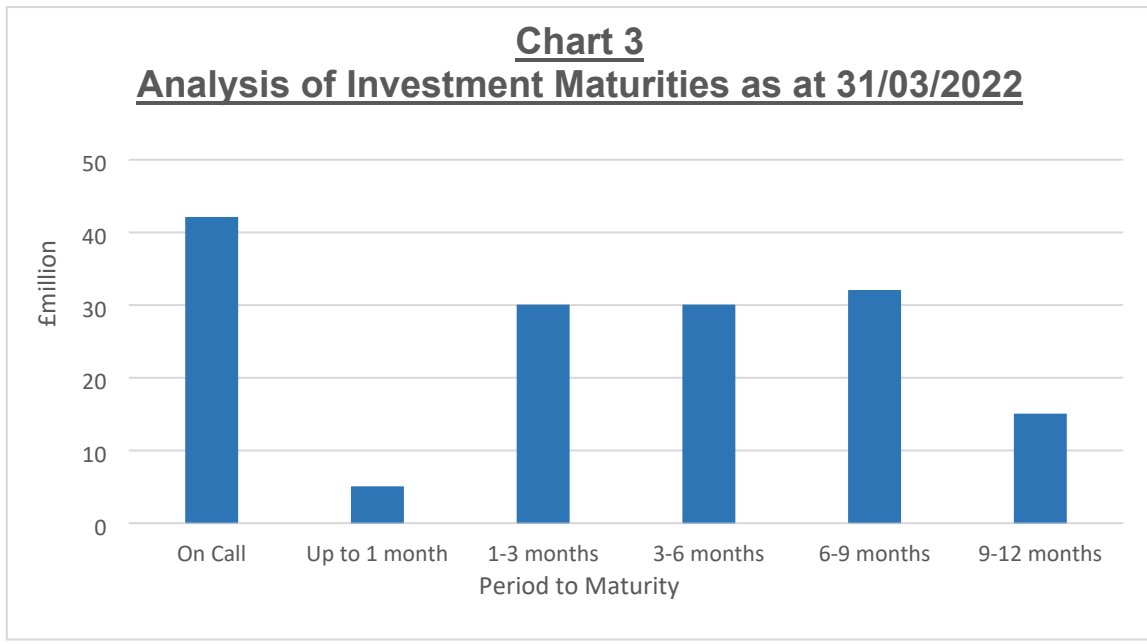
### COUNCIL'S TREASURY POSITION

- 5.1 As at 31 March 2022, the Council's debt portfolio comprised of PWLB and market debt totalling £140.627m. The maturity profile of the debt outstanding is highlighted in Chart 2.

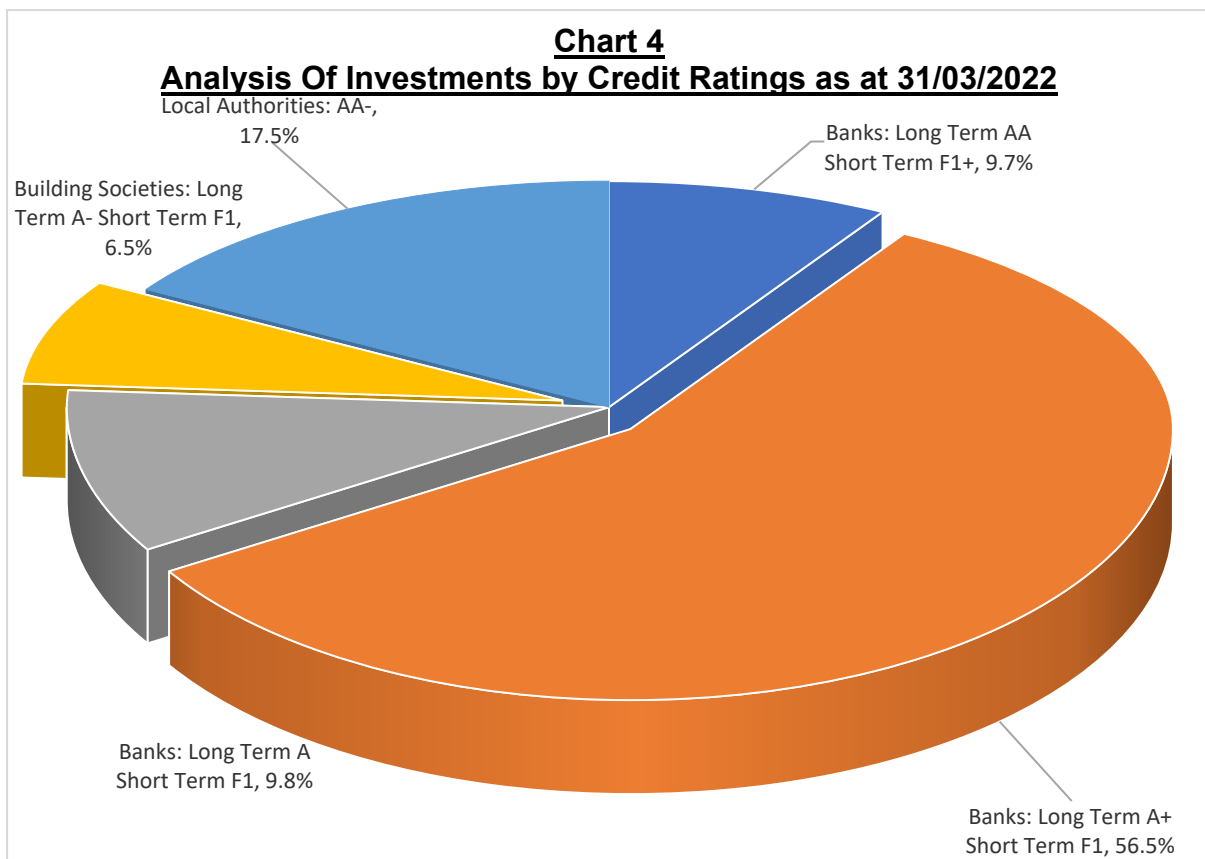


In accordance with the revised Prudential Code, the maturity of borrowing should be determined by reference to the earliest date on which the lender can require payment. If the lender does have the right to increase the interest rate payable (as is the case with a Market Loan (LOBO – Lender Option Borrower Option loan)), then this should be treated as a right to require payment. Due to this guidance the maturity dates of the Council's LOBO loans have been profiled as the next call date for each. This has made the Council's position look much more short-term when all of these loans have maturity dates of 27+ years. In the current interest climate, it is unlikely that these loans will be called imminently.

- 5.2 The investments held at 31 March 2022 amounted to £154.058m. The composition of these are shown in Chart 3 and include those managed on behalf of Schools (balances of circa £12.648m) and MRWA (cash of circa £4.182m).



5.3 An analysis of the credit ratings of investment holdings as at 31 March 2022 is included in the Chart 4.



## PERFORMANCE MEASUREMENT

- 6.1 The performance measure for any new borrowing is to compare the average rate secured for the year compared to the average available for the year. The Council secured borrowing over 50 years at an average rate of 1.43%, whereas the average rate for PWLB loans over 50 years, as reported in Table 1, was 1.85%.
- 6.2 When analysing performance of the Council's investment activity there are more readily identifiable indicators available to determine performance, as detailed in Table 3.

**Table 3 - Investment Returns 2021/22**

2021/22	Returns Achieved			Benchmark Returns			Performance relative to Benchmarks		
	Fixed Term Investments	Call Accounts	Combined Return	1 Year LIBID	7 Day LIBID	Combined LIBID	Fixed Term	Call	Overall +/- return
April	0.511%	0.075%	<b>0.365%</b>	0.040%	-0.080%	<b>0.000%</b>	0.471%	0.155%	<b>0.365%</b>
May	0.535%	0.069%	<b>0.333%</b>	0.040%	-0.080%	<b>-0.012%</b>	0.495%	0.149%	<b>0.345%</b>
June	0.455%	0.060%	<b>0.305%</b>	0.050%	-0.080%	<b>0.001%</b>	0.405%	0.140%	<b>0.304%</b>
July	0.423%	0.055%	<b>0.294%</b>	0.060%	-0.080%	<b>0.011%</b>	0.363%	0.135%	<b>0.283%</b>
August	0.355%	0.058%	<b>0.266%</b>	0.090%	-0.080%	<b>0.039%</b>	0.265%	0.138%	<b>0.227%</b>
September	0.358%	0.067%	<b>0.283%</b>	0.140%	-0.080%	<b>0.083%</b>	0.218%	0.147%	<b>0.200%</b>
October	0.360%	0.070%	<b>0.280%</b>	0.470%	-0.080%	<b>0.318%</b>	(0.110%)	0.150%	<b>(0.038%)</b>
November	0.336%	0.071%	<b>0.252%</b>	0.540%	-0.080%	<b>0.344%</b>	(0.204%)	0.151%	<b>(0.092%)</b>
December	0.288%	0.089%	<b>0.214%</b>	0.230%	-0.080%	<b>0.114%</b>	0.058%	0.169%	<b>0.100%</b>
				1 Year SONIA	Overnight SONIA	<b>Combined SONIA</b>			
January	0.338%	0.188%	<b>0.290%</b>	0.860%	0.200%	<b>0.651%</b>	(0.522%)	(0.012%)	<b>(0.361%)</b>
February	0.515%	0.186%	<b>0.406%</b>	1.360%	0.430%	<b>1.051%</b>	(0.845%)	(0.244%)	<b>(0.646%)</b>
March	0.625%	0.261%	<b>0.526%</b>	1.530%	0.560%	<b>1.266%</b>	(0.905%)	(0.299%)	<b>(0.740%)</b>
Average rate of return *	0.425%	0.104%	<b>0.318%</b>	0.451%	0.039%	<b>0.322%</b>	(0.026%)	0.065%	<b>(0.004%)</b>

\* Inclusive of treasury costs and exclusive of interest from third parties.

- 6.3 As can be seen in Table 3, during the year, the benchmark that is used to measure performance changed. LIBID rates ceased to be produced from the end of 2021, with the industry standard benchmark changing to SONIA (Sterling Overnight Index Average).
- 6.4 Throughout the majority of the year, the Council has performed above the benchmark levels. Any sudden changes in rates will impact upon performance against benchmarks as investment decisions need to be made based upon both the desire to maximise interest returns and, more importantly, managing the security of funds and ensuring liquidity of the Council's investments for cashflow purposes. This can be seen in the sudden increase in returns at the end of the year. For a number of years, where possible, the Council has taken advantage of favourable rates and locked into investment deals for longer periods.

## COMPLIANCE WITH TREASURY LIMITS AND PRUDENTIAL INDICATORS

- 7.1 During 2021/22 the Council complied with its legislative and regulatory requirements. The revised Treasury Limits and Prudential Indicators are included at Annex (i) and, where appropriate, outturn figures for the indicators have been produced by analysis.

Annex (i)

<b><u>Treasury Limits and Prudential Indicators 2021/22</u></b>			<b>2021/22 Revised Estimate</b>	<b>2021/22 Outturn</b>
1(i)	Proposed capital expenditure that the Council plans to commit to during the forthcoming and subsequent two financial years.	<b>Capital Expenditure (£m)</b>	40.528	36.274
1(ii)	Additional in-year borrowing requirement for capital expenditure.	<b>In Year Capital Financing Requirement (CFR) (£m)</b>	16.747	14.135
2	The CFR is an aggregation of historic and cumulative capital expenditure, which has yet been paid for by either revenue or capital resources.	<b>Capital Financing Requirement as at 31 March (£m)</b>	194.500	191.888
3	The "net borrowing" position represents the net of the Authority's gross external borrowing and investments sums held.	<b>Net Borrowing Requirement:</b>  External Borrowing (£m)  Investments Held (£m)  Net Requirement (£m)	140.627  <u>(128.000)</u>  12.627	140.627  <u>(149.876)</u>  (9.249)
4	Identifies the impact and trend of the revenue costs of capital financing decisions will have on the General Fund Budget over time.	<b>Ratio of financing cost to net revenue stream</b>	5.80%	5.80%
5	The Council's Budget Strategy with regards to unsupported borrowing is such that there is no incremental impact to Council Tax.	<b>Incremental impact of capital investment decisions (increase in Council Tax Band D equivalent)</b>	NIL	NIL



6	This represents an absolute limit of borrowing at any one point in time. It reflects the level of external debt, which, while not desired, could be afforded in the short term, but is not sustainable in the longer term.	<b>Authorised Limit for External Debt (£m)</b>	200.650	Complied within limit
7	This is the limit beyond which external debt is not normally expected to exceed.	<b>Operational Limit for External Debt (£m)</b>	194.104	Complied within limit
8	These limits seek to ensure that the authority does not expose itself to an inappropriate level of interest rate risk, and has a suitable proportion of debt.	<b>Upper Limit for Fixed Interest Rate Exposure</b>	100%	Complied within limit
		<b>Upper Limit for Variable Interest Rate Exposure</b>	50%	Complied within limit
9	This limit seeks to ensure liquidity and reduce the likelihood of any inherent or associated risk.	<b>Upper Limit for Sums Invested over 365 Days</b>	60%	Complied within limit
10	This indicator is used to highlight where an authority may be borrowing in advance of need	<b>Gross Debt and the CFR (£m)</b>	(32.413)	(29.801)

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<b>Report Title</b>	<b>Report of Cabinet – St Helens Borough Local Plan - Adoption</b>	
<b>Cabinet Portfolio</b>	Regeneration and Planning	
<b>Cabinet Member</b>	Councillor Richard McCauley	
<b>Exempt Report</b>	No	
<b>Reason for Exemption</b>	N/A	
<b>Key Decision</b>	No	
<b>Public Notice issued</b>	N/A	
<b>Wards Affected</b>	All	
<b>Report of</b>	Jan Bakewell Director of Legal and Governance <a href="mailto:janbakewell@sthelens.gov.uk">janbakewell@sthelens.gov.uk</a>	
<b>Contact Officer</b>	Joanne Griffiths Team Manager - Democratic and Scrutiny Services <a href="mailto:joannegriffiths@sthelens.gov.uk">joannegriffiths@sthelens.gov.uk</a>	
<b>Borough Priorities</b>	Ensure children and young people have a positive start in life	
	Promote good health, independence, and care across our communities	
	Create safe and strong communities and neighborhoods for all	
	Support a strong, thriving, inclusive and well-connected local economy	
	Create green and vibrant places that reflect our heritage and culture	
	Be a responsible Council	X

## **1. Summary**

- 1.1 This report presents the St Helens Borough Local Plan which was considered by Cabinet at its meeting held on 30 June 2022.

## **2. Recommendation for Decision**

### **Council is recommended to:**

- i) Adopt the St Helens Borough Local Plan at Appendix A and associated Policies Map at Appendix B, at which point they will become part of the Development Plan for the Borough with immediate effect.

## **3. Purpose of this report**

- 3.1 To outline the preparation of the St Helens Borough Local Plan up to this point, and to set out the reasons for adopting the new St Helens Borough Local Plan to guide and shape the growth of the Borough up to 2037 and beyond.

## **4. Background / Reason for the recommendations**

- 4.1 Local Plans form part a key part of the Development Plan for Council areas. The Development Plan lies at the heart of the planning system, with legislation requiring that planning decisions must be made in line with the Development Plan, unless material considerations indicate otherwise.

## **5. Consideration of Alternatives**

- 5.1 See Appendix 1

## **6. Conclusions**

- 6.1 The St Helens Borough Local Plan (Appendix A) and associated Policies Map (Appendix B) are recommended for adoption and implementation to replace the Core Strategy (2012) and UDP (1998) to ensure the Borough has an up-to-date policy framework in place, in accordance with legislation and national policy and guidance. Along with the Bold Forest Park Area Action Plan (2017) and the Joint Merseyside and Halton Waste Local Plan (2013), it will form a positive and effective Development Plan for the Borough.

## **7. Legal Implications**

- 7.1 See Appendix 1

## **8. Community Impact Assessment (CIA) Implications**

## **9. Social Value**

- 9.1 See Appendix 1

## **10. Sustainability and Environment**

- 10.1 See Appendix 1

**11. Health and Wellbeing**

N/A

**12. Equality and Human Rights**

12.1 See Appendix 1

**13. Customer and Resident**

13.1 See Appendix 1

**14. Asset and Property**

14.1 See Appendix 1

**15. Staffing and Human Resources**

15.1 See Appendix 1

**16. Risks**

16.1 See Appendix 1

**17. Finance**

17.1 See Appendix 1

**18. Policy Framework Implications**

18.1 See Appendix 1

**19. Impact and Opportunities on Localities**

19.1 See Appendix 1

**20. Background Documents****Appendices**

20.1 Appendix 1 – Report to Cabinet – St Helens Borough Local Plan – Adoption

20.2 Appendix A – St Helens Borough Local Plan (adoption version)

20.3 Appendix B – St Helens Borough Local Plan Policies Map (adoption version)

20.4 Appendix C – Inspectors' Report (inclusive of the recommended main modifications)

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## Cabinet

**30 June 2022**

<b>Report Title</b>	<b>St Helens Borough Local Plan - Adoption</b>
<b>Cabinet Portfolio</b>	Regeneration and Planning
<b>Cabinet Member</b>	Councillor Richard McCauley
<b>Exempt Report</b>	No
<b>Reason for Exemption</b>	N/A
<b>Key Decision</b>	Yes
<b>Public Notice issued</b>	1 June 2022
<b>Wards Affected</b>	All
<b>Report of</b>	Lisa Harris Executive Director - Place <a href="mailto:LisaHarris@sthelens.gov.uk">LisaHarris@sthelens.gov.uk</a>
<b>Contact Officer</b>	Lucy O'Doherty Development Plans Manager <a href="mailto:LucyO'Doherty@sthelens.gov.uk">LucyO'Doherty@sthelens.gov.uk</a>

<b>Borough Priorities</b>	Ensure children and young people have a positive start in life	X
	Promote good health, independence, and care across our communities	X
	Create safe and strong communities and neighbourhoods for all	X
	Support a strong, thriving, inclusive and well-connected local economy	X
	Create green and vibrant places that reflect our heritage and culture	X
	Be a responsible Council	X

## 1. Summary

- 1.1 The St Helens Borough Local Plan Submission Draft (2019) has undergone an independent Examination in Public since its submission in October 2020. The two Planning Inspectors appointed to undertake the Examination have now issued their final report, officially closing the Examination.
- 1.2 The Council is now able to adopt the final version of the St Helens Borough Local Plan and ensure there is a robust, up to date planning policy framework to shape the growth of the Borough for the next 15 years and beyond.

## 2. Recommendation for Decision

- i) That the final version of the St Helens Borough Local Plan (Appendix A) and associated Policies Map (Appendix B) be recommended for adoption by Full Council on 12 July 2022, at which point they will become part of the Development Plan for the Borough with immediate effect.

## 3. Purpose of this report

- 3.1 To outline the preparation of the St Helens Borough Local Plan up to this point, and to set out the reasons for adopting the new St Helens Borough Local Plan to guide and shape the growth of the Borough up to 2037 and beyond.

## 4. Background / Reason for the recommendations

- 4.1 Why is a new Local Plan required?
- 4.2 Local Plans form part a key part of the Development Plan for Council areas. The Development Plan lies at the heart of the planning system, with legislation requiring that planning decisions must be made in line with the Development Plan, unless material considerations indicate otherwise.
- 4.3 Local Plans set out a vision and framework for the future development of an area, addressing needs and opportunities in relation to housing, the economy and community facilities and infrastructure, as well as providing a basis for conserving and enhancing the natural and historic environment, mitigating and adapting to climate change, and achieving well designed places. The Government's National Planning Practice Guidance states that "it is essential that plans are in place and kept up to date."
- 4.4 Chapter 3 of the National Planning Policy Framework (NPPF) sets out that "the planning system should be genuinely plan-led" and that policies in Local Plans should be reviewed to assess whether they need updating at least once every five years, and then updated as necessary, taking account of changing circumstances or any relevant changes in national policy. This is particularly significant in St Helens Borough, given that the current Development Plan relies on the policies of the Core Strategy (2012) and the saved policies of the St Helens Unitary Development Plan (UDP) (1998).



- 4.5 The decision to prepare a new Local Plan for St Helens Borough to replace the Core Strategy (2012) was taken by Cabinet on 18 November 2015 and this was largely due to the existence of updated evidence concerning development needs, shortfall of urban land supply and changes in national policy.
- 4.6 Plan preparation progress to date
- 4.7 Work to bring forward the new Local Plan formally commenced in 2016, with public consultation on the scoping of the Plan undertaken in January to March of that year. A Local Plan Preferred Options was then prepared and consulted on between December 2016 and January 2017. Subsequent to this, the Local Plan Submission Draft was prepared and consulted on between January and May 2019.
- 4.8 The Local Plan contains a vision, which sets out how the Borough and places in it will develop over the next 15 years. Stemming from this, the Plan then sets out seven strategic aims:
- Supporting regeneration and balanced growth;
  - Ensuring quality development;
  - Promoting sustainable transport;
  - Meeting housing needs;
  - Ensuring a strong and sustainable economy;
  - Safeguarding and enhancing quality of life; and
  - Meeting resource and infrastructure needs.
- 4.9 The Local Plan Submission Draft (2019) sets out the development needs over the Plan period, including the need for homes and jobs. The Plan then allocates sites for housing, gypsy and traveller pitches and employment land. To support the delivery of development, the Plan includes policies to shape and deliver the necessary infrastructure for growth.
- 4.10 The Plan also includes a range of policies with an environmental focus to protect and enhance the environment as appropriate. These complement the policies within the Plan designed to ensure new development is of a high-quality design.
- 4.11 The Local Plan Submission Draft also provides a clear focus on delivering growth in the urban areas to support the Council's regeneration ambitions. In this respect, the majority of the Council's housing growth over the Plan period (i.e. 2016-2037) will be found on land in the urban areas. This reflects detailed work undertaken by Officers to understand the realistic capacity of developable sites over the Plan period in the urban area to meet needs.
- 4.12 Total delivery from sites in the urban area is expected to fall short of the total housing delivery required to meet the housing requirement. As a result, some housing will be required on land to be released from the Green Belt to ensure development needs can be met in full over the Plan period, in accordance with national policy.

- 4.13 Through the preparation of the Local Plan, a significant amount of evidence has been gathered to inform the development of the overall spatial strategy in the Plan, along with the detailed policies and the identification of sites. The evidence base for the Plan included a comprehensive Green Belt Review, Sustainability Appraisal, an Infrastructure Delivery Plan, Employment Land Needs Study, Strategic Housing Land Availability Study, Economic Viability Assessment, and transport studies, along with many other technical studies and background papers.
- 4.14 An updated Policies Map has also been prepared to accompany the new St Helens Borough Local Plan to show the implications of the policies in a visual manner.
- 4.15 The St Helens Borough Local Plan Submission Draft (2019), along with the Policies Map, was then submitted to the Planning Inspectorate in October 2020 for an Examination to be undertaken by the two appointed Planning Inspectors.
- 4.16 The purpose of the Local Plan Examination is to assess whether the Local Plan has been prepared in accordance with the legal and procedural requirements, and whether it is “sound”. In accordance with the NPPF, the Local Plan is sound if it is:
- Positively prepared – providing a strategy which, as a minimum, seeks to meet the area’s objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
  - Justified – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
  - Effective – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and
  - Consistent with national policy – enabling the delivery of sustainable development in accordance with the policies in this Framework and other statements of national planning policy, where relevant.
- 4.17 The Local Plan Examination has been informed by the input of a wide range of participants, including the Council, local residents, community action groups, representatives of the development industry, landowners, statutory consultees and other organisations with an interest, such as the Campaign to Protect Rural England (CPRE).
- 4.18 Many of these took an active role in the public hearing sessions, as well as making written representations that were considered by the Inspectors. Therefore, a diverse range of views, arguments and evidence in respect of many areas of the Plan were put before the Inspectors for their consideration.

Accordingly, the Plan has been subject to significant scrutiny and as a result, a very thorough and robust Examination of its content has been undertaken.

4.19 Based on the various representations made (both written and verbally), as well as the evidence presented in respect of the Plan's soundness, the Inspectors requested a number of main modifications be made to address issues of soundness they had identified through the Examination. These draft main modifications were then consulted on between November 2021 and January 2022.

4.20 Following the end of the consultation, and consideration of all the responses received and in the context of all the representations and evidence already submitted, the Inspectors have now issued their Final Report into the Examination of the Plan (Appendix C). It sets out their main findings and provides a final list of the main modifications that need to be made to the Plan to ensure it can be made "sound", and therefore proceed to adoption.

#### 4.21 The Inspectors' Report

4.22 The Inspectors concluded in their Report (paragraph 86) that *"the duty to cooperate has been met and that with the recommended main modifications set out in the Appendix, the St Helens Borough Local Plan satisfies the requirements referred to in Section 20(5)(a) of the 2004 Act and is sound."*

4.23 The main modifications that are required to be made to the Plan, as identified by the Inspectors, can be summarised as follows:

- Extending the timeframe of the Plan to ensure a 15-year period post-adoption (i.e., the end date of the Plan will change from 2035 to 2037);
- Taking into account the Council's climate change emergency declaration;
- Ensuring that Green Belt policy relating to safeguarded land and compensatory improvements is positively prepared and consistent with national policy;
- Clearly articulating the exceptional circumstances for Green Belt release at strategic and site levels;
- Modifying Policies LPA02 and LPA05 so that the Plan promotes the effective use of land;
- Ensuring that the site profiles for allocated and safeguarded sites are site-specific and not generic;
- The inclusion of bespoke policies for the Bold Forest Garden Suburb and Parkside West;
- Revising the boundaries for allocated sites 7HA and 9EA and safeguarded site 4HS so that they are positively prepared, justified and effective;
- Modifying housing mix, affordable housing, and housing standards policies so that they are effective and consistent with national policy (most notably, changing the "requirement" to deliver bungalows to an "encouragement" in policy to do so);

- Ensuring that the housing and employment land supply position is up to date, so the Plan is effective (using the supply position as of 31 March 2021);
- Amending the Monitoring Framework to make sure it is effective; and
- A number of other modifications to ensure that the plan is positively prepared, justified, effective and consistent with national policy.

- 4.24 It is important to note that the overall housing and employment requirements in the Local Plan Submission Draft (2019) have been found appropriate and therefore have not been subject to change (apart from the implications of updating the supply components of the figures to reflect the passage of time since the Local Plan Submission Draft was published in 2019 and the extension of the end date of the Plan by two years to 2037).
- 4.25 Likewise, the Inspectors found the Plan's focus on development in the urban area to be appropriate, whilst agreeing that in the context of the overall development requirements and the likely supply of sites in the urban area over the Plan period being insufficient to meet the entirety of those needs, some release of Green Belt is needed and therefore justified.
- 4.26 The Inspectors considered the proposed allocations in the Plan to be appropriate and justified, and they have all been retained except for those that were either completed or well under construction at the time of the Examination. For these sites, the allocation status has been removed as it is no longer needed, but they still form part of the supply of land over the Plan period.
- 4.27 As above, a small number of sites have had their site boundaries amended for technical reasons, including for updated access arrangements (site 9EA), a recent planning permission status resulting in a reduced site allocation area available (site 7HA) and the need to provide a more robust and justified site allocation boundary (site 4HS). The principle of allocating these sites has been found sound.
- 4.28 The Inspectors also considered the principle of safeguarded land<sup>1</sup> and the quantum of such land proposed in the Plan. They concluded (in paragraph 107 of their Report) that "*the Plan achieves an appropriate quantum of safeguarded land and demonstrates exceptional circumstances in this respect.*"
- 4.29 The proposed main modifications strengthen the Local Plan in many respects, including through the provision of bespoke policies in support of the Bold Forest Garden Suburb and Parkside West allocations to assist in their delivery. Also, the main modifications strengthen the Plan's relationship with the Council's declared climate change emergency, as well as clarifying the necessity to

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<sup>1</sup> 'Safeguarded land' is land between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period. Safeguarded land is not allocated for development at the present time, and planning permission for the permanent development of it should only be granted following an update to a plan which proposes the development. (NPPF, paragraph 143)

achieve compensatory mitigation measures in the Green Belt to offset the release of other Green Belt land for development, in accordance with the NPPF. The final version of the Local Plan (attached at Appendix A) is therefore strengthened in respect of its environmental credentials.

- 4.30 The Local Plan Policies Map has been updated as appropriate to reflect the changes made to the Plan as a result of the Local Plan Examination and the recommended main modifications. This is provided at Appendix B to this report.
- 4.31 It is therefore the case that the final version of the Local Plan to be adopted retains the fundamental principles of the Local Plan Submission Draft, only improved and strengthened with additional clarity in some areas and updated to reflect the passage of time since the Submission Draft was published in 2019, to ensure it is “sound”.

## **5. Consideration of Alternatives**

- 5.1 To not adopt the Plan would mean the Council will continue to rely on the Core Strategy (2012) and the saved policies of the St Helens Unitary Development Plan (UDP) (1998), having previously accepted there is a need to update the Plan based on updated evidence, a shortfall of urban land supply and changes to national policy. Such a reliance would put the Council at risk from speculative development across the Borough that may not constitute what the Council considers to be sustainable development. This is not recommended.
- 5.2 To not adopt the Plan with a view to preparing an alternative Local Plan with a different strategy to delivering growth is also not recommended. This would result in a longer period without an up-to-date Local Plan in place to replace the Core Strategy and saved policies of the UDP, whilst an alternative new Local Plan is prepared, resulting in increased risk of the Council being susceptible to inappropriate development in the meantime.
- 5.3 Furthermore, the Council has prepared this Local Plan based on a significant amount of evidence, and the fundamental principles and overall approach of the Plan have been found sound through the Examination process. It is therefore unlikely that an alternative evidence based Local Plan strategy, which would be capable of being found sound at Examination, would fundamentally differ from that currently proposed for adoption.
- 5.4 Therefore, it is not considered that there are any reasonable alternatives to adopting the St Helens Borough Local Plan (Appendix A) and the associated Policies Map (Appendix B).

## **6. Conclusions**

- 6.1 The St Helens Borough Local Plan (Appendix A) and associated Policies Map (Appendix B) are recommended for adoption and implementation to replace the Core Strategy (2012) and UDP (1998) to ensure the Borough has an up-to-date policy framework in place, in accordance with legislation and national policy

and guidance. Along with the Bold Forest Park Area Action Plan (2017) and the Joint Merseyside and Halton Waste Local Plan (2013), it will form a positive and effective Development Plan for the Borough.

- 6.2 As above, every Local Planning Authority is required to have an up-to-date Local Plan in place setting out a sustainable pattern of development to meet the development needs of the area, align growth and infrastructure, improve the environment, mitigate climate change and adapt to its effects. This reflects the presumption in favour of sustainable development set out in national policy.
- 6.3 The St Helens Borough Local Plan (Appendix A) and the accompanying Policies Map (Appendix B) achieves this within the context of St Helens Borough, taking account of both the opportunities that exist and the challenges present within the Borough. The Plan is supported by the extensive amount of evidence gathered through its preparation and has been informed by feedback through consultation at each stage.
- 6.4 The new Local Plan will provide a robust, justified and effective framework for delivering the homes and jobs needed over the next 15 years and beyond, supporting the regeneration of the urban areas of the Borough, providing the necessary infrastructure to support growth, and within the context of protecting and enhancing the most valuable assets in the Borough with respect to the natural and historic environment, and delivering high quality design.

## **7. Legal Implications**

- 7.1 Once adopted, the Local Plan will become part of the Development Plan for the Borough and therefore will have statutory status. This is reflected in paragraph 2 of the NPPF which states “*Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.*” Planning law in this respect refers to section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990.
- 7.2 The new St Helens Borough Local Plan, as part of the Development Plan for the Borough, will therefore be a key document in the determination of planning applications once adopted.
- 7.3 Following the adoption of the Local Plan, there will be a six-week period in which any person aggrieved by the adoption of the Local Plan can apply to the High Court for permission to apply for a judicial review of the decision to adopt the Plan. However, it is not anticipated that there will be any reasonable grounds for legal challenge as the Plan has been prepared in accordance with all the necessary legislation.

## **8. Community Impact Assessment (CIA) Implications**

- 8.1 The Local Plan is one of the Council's key strategies to deliver new housing to meet local needs, to promote inward investment and job creation and to work with partners to ensure the right skills are in place. It will have a key role in improving the design and quality of new development, and protecting parks, open spaces, heritage assets and important wildlife and environmental sites.
- 8.2 A Community Impact Assessment (CIA) has been prepared to support this report. It sets out the likely impacts of adopting the final version of the Local Plan, which are summarised in the following sections:

## **9. Social Value**

- 9.1 Policy LPA03.1 (Section 3) of the Local Plan states that development proposals within a Strategic Employment Site must be accompanied by a comprehensive package of training schemes and / or other measures to enable local residents (including unemployed and disadvantaged people) to access and benefit fully from the employment opportunities provided at the site.
- 9.2 Policy LPA03 (Section 10) of the Local Plan states that the Council will support the use of local suppliers of good and services, and the creation of apprenticeships and training opportunities for local people in accordance with the requirements of the Local Economy Supplementary Planning Document.
- 9.3 Proposed development in the Plan will help to sustain local businesses and projects and could drive improved environmental, economic and social wellbeing, particularly through the environmental and health and wellbeing policies in the Plan.

## **10. Sustainability and Environment**

- 10.1 The Local Plan contains a range of policies to support the provision and enhancement of green spaces, habitats and diversity, including Policies LPA08 (Green Infrastructure), LPC05 (Open Space), LPC06 (Biodiversity and Geological Conservation), LPC07 (Greenways), LPC08 (Ecological Network), and more.
- 10.2 The provision of new and the improvement of existing green spaces will help communities connect and engage with nature. For example, greenways not only help people to travel by active modes, but also aid access to nature.
- 10.3 The Local Plan contains a trees and woodland policy (LPC10), as well as a renewable and low carbon energy development policy that will assist in climate change resilience, and there are a number of references in the Plan to the Council's climate change emergency declaration.
- 10.4 Policy LPC12 (flood risk and water management) in the Local Plan states that development that would adversely affect the quality or quantity of water in any watercourse or of groundwater or cause the deterioration in water body or element classification levels defined in the Water Framework Directive will not

be permitted. The policy also states that major developments should incorporate sustainable drainage systems unless this would be inappropriate.

- 10.5 Policy LPC15 states that the sustainable management of waste will be promoted in accordance with the waste hierarchy. Policy LPC13 requires new housing, employment or other types of development to meet high standards of design and construction and minimise carbon emissions. Section 4 of the policy requires new development within a strategic employment or housing site to ensure at least 10% of their energy needs can be met from renewable or low carbon energy sources (unless it is proven to be impracticable or unviable).
- 10.6 The Local Plan also has a dedicated air quality policy (LPD09) to address air quality issues, including that major development schemes should demonstrably promote a shift to the use of sustainable modes of transport to minimise the impact of vehicle emissions on air quality.

## **11. Health and Wellbeing**

- 11.1 Adoption of the Local Plan will drive a sustained and effective programme of regeneration across the Borough. As above, policies LPA03 and LPA03.1 require detailed development proposals for Strategic Employment sites to provide a comprehensive package of training schemes, as well as apprenticeships. The development of employment sites in the Borough as required and allocated through these policies will provide job opportunities and help boost the local and regional economy.
- 11.2 The creation of new jobs and homes as promoted in the Local Plan will improve living and working conditions in the Borough. There are a number of policies throughout the Plan, including LPA12 (Health and Wellbeing), LPA06 (Transport and Travel) and a range of environmental policies referred to above that seek to improve the environment and access to green spaces, provide opportunities to travel by more sustainable and / or active modes (helping to address air quality issues) and help people lead healthier lives. All of this will help to improve the health and wellbeing of the community.
- 11.3 Improved infrastructure (including health, education, transport and open spaces) and the policies in the Local Plan as a whole will help to drive improvements to health and wellbeing (physical and mental) across the Borough through a number of different interventions.

## **12. Equality and Human Rights**

- 12.1 The Plan aims to promote balanced, inclusive and sustainable communities to the benefit of all. Many of the policies in the Plan will benefit the wider community in the Borough and not just those with protected characteristics.
- 12.2 Policies in the Plan such as delivering opportunities on strategic employment sites for people to access jobs and training, as well as policies to expand



transport choice, including walking and cycling, promote equality of opportunity for all.

- 12.3 The Plan has been prepared in accordance with the Equality Act 2010. The policies are inclusive and aim to foster good relations with all sections of the community. For example, the provision of open spaces as part of new developments makes it easier for residents to find their way around neighbourhoods in a pleasant environment and provides community space to enhance social connections.
- 12.4 The Local Plan is considered beneficial to children growing up in the Borough in terms of providing safe and secure housing, future job opportunities, high quality development that will deliver accessible and pleasant green spaces.

### **13. Customer and Resident**

- 13.1 As above, the policies in the Local Plan, taken together, will have wide ranging and significant impacts over the next 15 years and beyond. This will be through the provision of homes, jobs, supporting infrastructure such as health, education, transport (and active modes of travel that will offer health and wellbeing opportunities), open spaces. This will be in the context of an improved environment and delivered through high quality design. As a whole, the Local Plan will deliver benefits to residents across the Borough, whilst delivering the necessary growth.
- 13.2 The development of the Local Plan has been informed and shaped by the views of customers and residents of the Borough through the various consultation exercises at the different stages of Plan preparation, as set out in paragraph 4.7 above, as well as through the Examination process itself. Residents representing both themselves and wider resident action groups in the Borough presented their views on the Plan to the Examination Inspectors through written hearing statements and verbally in the public hearing sessions.

### **14. Asset and Property**

- 14.1 The Local Plan allocates a number of sites for development, a small number of which have positive implications for Council assets, including the former Red Bank facility (site 7HA) and the Bold Forest Garden Suburb (site 4HA), therefore supporting the Council's regeneration ambitions.
- 14.2 The policies in the Plan also provide a framework to enable the protection and enhancement of existing assets and property in the Borough, such as Policy LPC11 which promotes the conservation and enhancement of the Borough's heritage assets and their settings in a manner appropriate to their significance, policies on the provision of new and protecting of existing open spaces, policies protecting and enhancing, where appropriate, the Borough's biodiversity and Green Infrastructure networks.

### **15. Staffing and Human Resources**

- 15.1 The adoption of the Local Plan and subsequent planning policy work can be undertaken within existing resources within the Development Plans Team. This includes updating associated Supplementary Planning Documents, which is required in the context of delivering the Local Plan.
- 15.2 It is also anticipated that the adoption of the Local Plan will lead to a number of planning applications being submitted on the allocated sites in the Plan. These will be dealt with through resources within the Planning Service, with support from the Regeneration Service, as appropriate, who will work proactively to secure positive delivery of the Local Plan. Therefore, no additional human resources are anticipated upon adoption of the Local Plan.

## **16. Risks**

- 16.1 The main risk is that the delivery of the Local Plan does not happen as expected, for example, site allocations do not come forward as currently anticipated. This could have implications on the Council's ability to demonstrate a 5-year housing land supply or pass the housing delivery test, in accordance with national policy. Alternatively, other policies could prove ineffective.
- 16.2 It should be noted here that all the policies of the Plan, as well as the supply of housing and employment land (including the proposed allocations), were considered in significant detail as part of the Examination. The independent Inspectors have concluded that the Local Plan, and the policies and allocations within it, are sound (subject to the main modifications that have now been made). Therefore, the inability of the Plan to deliver as anticipated is not considered to be a significant risk.
- 16.3 Notwithstanding this, the Local Plan's Monitoring Framework has been amended through the main modifications to the Plan to ensure that if any such issues arise over the Plan period, they will be recognised in a timely manner and appropriate actions taken to address them. These potential actions are set out in detail in the Monitoring Framework that forms part of the Local Plan (Appendix A).
- 16.4 There is also the risk that a legal challenge could be mounted against the decision to adopt the Local Plan in the six-week period following the adoption. Details of this are provided in paragraph 7.3 above, and the risk of such a challenge being successful is considered limited for the reasons set out.

## **17. Finance**

- 17.1 The decision to adopt the Local Plan will not generate any specific associated costs to the Council in itself.
- 17.2 The Council is required to monitor the Plan's implementation once adopted. This will be undertaken as part of the Council's ongoing annual monitoring work and will be done within existing resources in the Development Plans Team.

17.3 The Council will prepare a series of Supplementary Planning Documents (SPDs) following adoption of the Local Plan, some of which will be new and others that will update existing SPDs. This will be done to aid the implementation of the Local Plan. It is expected that this work will be done within existing resources, primarily led by the Development Plans Team in the Planning Service, and therefore funded by core budgets.

## **18. Policy Framework Implications**

18.1 The adoption of the St Helens Borough Local Plan will align with the 'Our Borough Strategy 2021-2030'. The Local Plan will enable delivery against each of the six priorities in the Borough Strategy. For example, the protection of existing and provision of new green spaces will help to ensure that children and young people have a good start in life.

18.2 In addition, the provision of new homes and jobs will support the creation of safe and strong communities, as well as a strong, thriving, inclusive and well-connected economy. The Local Plan is much more than a planning document, it is a key corporate policy document and as such, there is significant alignment and synergy between the direction and policies of the St Helens Borough Local Plan and the existing policy framework of the Council.

18.3 The Local Plan also aligns and has synergy with a range of other Council strategies and initiatives, such as the housing strategy, active lives, culture, climate change and the economic recovery of the Borough. It supports the Council's ambitions around town centre regeneration and the associated partnership work being undertaken with the English Cities Fund (ECF) and success in securing relevant funding to drive the regeneration forward.

## **19. Impact and Opportunities on Localities**

19.1 The Local Plan will shape the growth of the entire Borough over the next 15 years, and all the communities within it. Sections 8 to 12 above provide the detailed impacts.

## **20. Background Documents**

20.1 National Planning Policy Framework (2021)

20.2 National Planning Practice Guidance (NPPG)

20.3 Local Plan Examination Library - <https://www.sthelens.gov.uk/article/3491/Local-Plan-examination-library>

20.4 Community Impact Assessment - Local Plan Adoption

## **21. Appendices**

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21.2 Appendix B – St Helens Borough Local Plan Policies Map (adoption version)

21.3 Appendix C – Inspectors' Report (inclusive of the recommended main modifications)



# ST HELENS BOROUGH LOCAL PLAN UP TO 2037

A BALANCED PLAN FOR A BETTER FUTURE  
JULY 2022





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## 1. Introduction

### 1.1 What is the St Helens Borough Local Plan?

1.1.1 The St Helens Borough Local Plan sets out the framework for the growth and development of the Borough. It identifies how and where new development and regeneration should take place and thereby promotes and manages the future development of the Borough. It will also shape the investment plans of the Council, other public and voluntary organisations, and the private sector.

1.1.2 The Local Plan includes:

- the vision and objectives for the development of the Borough up to and beyond 2037;
- strategic policies guiding the amount, form and location of new development;
- site allocations for new housing, employment, and other forms of development; and
- local policies with additional requirements to guide the consideration of planning applications for new development, and details of where these will apply.

### 1.2 What is the Plan trying to achieve?

1.2.1 St Helens Borough Council has worked for many years with other stakeholders to create a modern, distinctive, economically prosperous, and vibrant Borough, in which key environmental assets are protected and enhanced. The Local Plan will play an important role in achieving these aims.

### 1.3 Relationship to other planning documents

1.3.1 This Local Plan Written Statement forms a key part of the statutory 'development plan' for St Helens Borough. Other 'development plan documents' include:

- the Joint Merseyside and Halton Waste Local Plan 2013, which sets out the planning strategy and site allocations for the sustainable management of waste across Halton, Knowsley, Liverpool, Sefton, St Helens, and Wirral; and
- the Bold Forest Park Area Action Plan 2017, which sets out a strategy for the sustainable development and regeneration of several communities and adjacent countryside in the southern part of the Borough.

1.3.2 Further development plan documents may be adopted during the lifetime of the Plan.

- 1.3.3 The Council's Policies Map is a separate document that is updated as necessary when each development plan document is adopted. It identifies, on an Ordnance Survey map base, areas that are allocated for development or covered by specific designations, for example to recognise their environmental character. The Policies Map has been updated for adoption of this Plan.
- 1.3.4 National legislation also allows neighbourhood plans to be prepared for specific parts of the Borough. To date, no neighbourhood plans have been prepared in St Helens Borough. Government policy requires that any neighbourhood plan that is prepared should not undermine the strategic policies of the Local Plan<sup>1</sup>.
- 1.3.5 The policies of the Local Plan replace all the policies in the St Helens Local Plan Core Strategy 2012 and the previously 'saved' policies of the St Helens Unitary Development Plan (UDP) 1998. No part of the Core Strategy or the UDP documents will remain extant from adoption of this Plan.
- 1.3.6 None of the policies in the Joint Merseyside and Halton Waste Local Plan 2013 or Bold Forest Park Area Action Plan 2017 will be replaced by this Local Plan. These documents will remain fully in place beyond adoption of this Plan.
- 1.3.7 The Council has also adopted a range of Supplementary Planning Documents (SPDs). These provide further guidance and can be area-based or theme-based. The Council proposes to review some existing SPDs after this Plan is adopted and prepare further SPDs as appropriate.
- 1.3.8 The Council also has a duty to prepare regular Monitoring Reports that assess the effectiveness of adopted planning policies in addressing the key economic, social, and environmental issues facing St Helens Borough. The Statement of Community Involvement sets out how the Council will engage stakeholders when preparing new planning policies and determining planning applications. The Local Development Scheme sets out which planning policy documents will be produced by the Council, including a timetable for their preparation.
- 1.3.9 A number of published evidence base studies have played a key role in shaping the Local Plan and are referred to in relevant parts of this Plan. In particular, the Council's Infrastructure Delivery Plan (IDP) identifies the key items and types of infrastructure that must be provided, how and when each item is to be provided, and by whom.
- 1.3.10 Further details concerning the role of these, and other documents prepared by the Council, are set out on its website at <https://www.sthelens.gov.uk/>.

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<sup>1</sup> National Planning Policy Framework, 2021 – Paragraph 29

## 1.4 Preparing the Local Plan

- 1.4.1 The Council has undertaken extensive consultation with the local community and other stakeholder groups as it has prepared the Local Plan. This included an initial consultation on the scope of the Local Plan (in 2016) and then consultation on the Local Plan Preferred Options (in late 2016 / early 2017). Separate documents set out how these consultations were undertaken and with whom, the key issues raised in the responses and how these have been addressed in the Plan.

## 1.5 Sustainability Appraisal and Habitats Regulation Assessment

- 1.5.1 A key role of the Local Plan is to promote sustainable development. This means promoting:
- social progress that meets the needs of everyone;
  - effective protection of the environment;
  - prudent use of natural resources; and
  - high levels of economic growth and employment.
- 1.5.2 To ensure that the Plan is truly sustainable it has been subject to a robust process of sustainability appraisal as it has been prepared. The outcomes of this process are set out in a separate sustainability appraisal report.
- 1.5.3 As required by relevant legislation, the Plan has also been subject to a process of Habitats Regulation Assessment as it has been prepared. This has assessed and, as appropriate, addressed the effects of the Plan on certain areas in the Liverpool City Region that have been recognised at the European level for their nature conservation significance. The outcomes of this exercise are set out in a separate Habitats Regulation Assessment report.

## 1.6 National and regional context

- 1.6.1 A range of existing and emerging policy documents have influenced the development of the St Helens Borough Local Plan. The National Planning Policy Framework (NPPF) aims to promote sustainable development and growth while making the planning system less complex and more accessible. The Local Plan has been prepared to accord with the tests of 'soundness' set out in the NPPF. It has also had regard to the Government's online Planning Practice Guidance.
- 1.6.2 At the regional level, the North West Regional Spatial Strategy (RSS) was revoked in 2013.

## 1.7 The Liverpool City Region

- 1.7.1 St Helens Borough forms one of 6 local authority areas within the Liverpool City Region (the others being Halton, Knowsley, Liverpool, Sefton, and Wirral). The City Region authorities have worked closely together for many years on strategic planning matters, and these working

relationships were formalised by the creation of a City Region Cabinet in 2009 and then the City Region Combined Authority in 2014. Key documents prepared at a City Region level include the Liverpool City Region Growth Strategy, Merseyside Local Transport Plan, Liverpool Airport Masterplan, and the Liverpool City Region Ecological Framework. The Liverpool City Region Combined Authority is also preparing a Spatial Development Strategy that will help to shape the development of the City Region. There are also close working relationships between St Helens Borough and other neighbouring districts including West Lancashire, Warrington, and Wigan.

- 1.7.2 The individual local authorities within and around the Liverpool City Region have also either recently prepared or are in the process of preparing their own Local Plans. In accordance with the 'duty to cooperate' the Council has worked closely with these other Councils and other public bodies in addressing key strategic planning issues such as housing, the economy, infrastructure, and strategic environmental assets. This has been, for example, by either commissioning evidence on a shared basis or closely involving partners as evidence has been gathered. The results of this cooperation have underpinned the approach to key issues in this Plan.
- 1.7.3 The Local Plan also relates closely to a range of more local strategies such as the St Helens Housing Strategy, the St Helens Plan, and the St Helens Economic Regeneration Strategy.

## 1.8 Structure and form of the Local Plan

- 1.8.1 Chapters 1, 2 and 3 of this Local Plan set out, respectively, the context for the Plan, key issues and opportunities facing the Borough and its overall vision, aims and objectives. The policies of the Plan are then presented in chapters 4 ('Core Policies'), 5 ('Area Policies'), 6 and 7 (that set out a range of policies on thematic topics) and 8 ('Development Management Policies'). Each policy is presented in a box with a further box identifying links to the relevant aims and objectives of the Plan and its reasoned justification underneath. Those policies that are strategic in nature are indicated as such. The Plan is also supported by a range of appendices.

## 1.9 Future review of the Local Plan

- 1.9.1 In accordance with national planning legislation, the Local Plan will be subject to regular monitoring and will be reviewed at least once every 5 years after its adoption to assess whether it needs updating, and action taken to update the Plan if considered necessary. This will ensure that planning policies in St Helens Borough remain responsive to the development needs of the Borough.

## 1.10 Relationship to the Development Management process

- 1.10.1 It is likely that most of the policies in this Plan will be delivered via individual development proposals that will require a planning application. Planning applications are themselves subject to consultation processes

before being decided. When determining planning applications, the Council will assess them against all the relevant policies of this Plan and other documents referred to above.

- 1.10.2 It is important that developers discuss their proposals with the Council at an early stage, so that any issues concerning their acceptability can be addressed before a planning application is submitted.

**IMPORTANT NOTE: INTERPRETATION OF THE PLAN'S POLICIES**

**National planning law requires that decisions concerning planning applications must be made in accordance with the 'development plan' unless material considerations indicate otherwise. In this context, the 'development plan' for St Helens Borough includes all the policies of this Local Plan together with other 'development plan' documents (such as those listed earlier in this section). These policies must therefore be read as a whole.**

**Proposals that may comply with one policy may not necessarily comply with others. In assessing such cases, decision makers will need to weigh up the factors involved, to ensure that a balanced decision is made. Depending on the nature and location of the proposal, other factors such as national policy requirements may also be relevant.**

## 1.11 Further Information

- 1.11.1 Further information about the Local Plan and related matters is set out on the Council website at <https://www.sthelens.gov.uk/>.

## 2. St Helens Borough Profile

### 2.1 Sub-regional context

- 2.1.1 Located between Liverpool and Manchester, St Helens Borough enjoys a strategic position at the heart of the North West and Merseyside conurbation.
- 2.1.2 The economy of the Borough is closely linked with that of the rest of the Liverpool City Region and West Lancashire. It shares a housing market with Halton and Warrington and there are also links, for example, in terms of journeys to work, with Wigan, Salford and Manchester. Key opportunities in the surrounding area include the growth of Liverpool Superport, Liverpool John Lennon airport and enhanced transport linkages driven by the emerging 30 year vision of Transport for the North (TfN).

**Figure 2.1: St Helens Borough and its sub-regional context**





## 2.2 Place

- 2.2.1 The urban form of St Helens Borough can be traced back to its history of coal mining, railways, and world famous glass industries. Driven by rapid population growth during the 18th and 19th centuries, St Helens (and the related areas of Haydock, Newton-le-Willows and Rainhill) grew to form substantial urban areas. Within the northern part of the Borough are a number of villages and hamlets that originally formed to serve the surrounding agricultural uses. Within the southern part of the Borough a number of communities that originally served the coal mining industry have in some cases merged to form part of the core urban area of St Helens.
- 2.2.2 In recent decades the traditional industries have declined in importance, with a corresponding reduction in jobs and business opportunities, and the creation of a legacy of derelict and (in some cases) contaminated land. These issues lie at the heart of many challenges facing the Borough.
- 2.2.3 However, St Helens Borough has also undergone considerable positive change, with successful efforts to regenerate the economy, infrastructure, and environment. Key achievements have included the completion of a new stadium for the Saints Super League team, improvements to railway stations, new business premises, the new Town Centre College Campus, improved parks and open spaces, reclamation of former collieries and some other industrial sites, and significant levels of new housing. Big attractions include The Dream - a 20m high artwork on a reclaimed colliery overlooking the M62 – and the nationally significant Haydock Park Racecourse.

## 2.3 Demographic trends

- 2.3.1 The resident population of St Helens Borough, that totalled 179,331 in 2017<sup>2</sup>, is expected to grow steadily, albeit at a slower rate than for the North West and for England. The Borough has an aging population with a higher proportion of people aged 65 years and over, and proportionally fewer people of working age between 16 to 64 years old than England as a whole. The number of residents of the Borough who are in their 80s is expected to almost double to 12,800 in 2037, and the number of residents in their 90s is expected to almost triple to 9,700<sup>3</sup>.
- 2.3.2 The Borough is ethnically less diverse than many other areas, with 96.6% of the population<sup>4</sup> identifying themselves as white, compared to 79.8% nationally and 87.1% in the North West.

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<sup>2</sup> 2017 Mid-year Estimate, Office of National Statistics (ONS)

<sup>3</sup> St Helens Joint Strategic Needs Assessment 2017

<sup>4</sup> 2011 Census

## 2.4 Economy and Skills

- 2.4.1 The economy of St Helens Borough has many strengths and opportunities, and recent years have seen the creation of new or improved employment floorspace, for example alongside the A570 St Helens Linkway. Due to its location and excellent transport connectivity the Borough has great potential to increase its economic competitiveness, including in the growing logistics sector. Self-employment levels have increased and business survival rates at 5-years after start-up have improved in recent years<sup>5</sup>.
- 2.4.2 Notwithstanding these opportunities, St Helens Borough is ranked as the 36th most deprived out of 326 local authorities in England<sup>6</sup>. Its relative position has deteriorated since the 2010 Index of Deprivation that ranked the Borough as the 51st most deprived area. Deprivation levels in some parts of the Borough have also worsened relative to others. The proportion of children in low income families is higher than those in England and the North West as a whole. St Helens Borough still has levels of dependency on benefits that are above regional and national averages<sup>7</sup>.
- 2.4.3 The unemployment rate in St Helens Borough is (according to data in Table 2.1) lower than regional and national averages. However, the economic activity and employment rates in the Borough remain lower than both the regional and national averages. Furthermore, economic inactivity (e.g., due to sickness) is much higher than the North West average and pay levels in the Borough are also lower than elsewhere.

**Table 2.1: Labour Market Indicators in St Helens Borough<sup>8</sup>**

Labour Market Indicators	St Helens Borough (%)	North West (%)	England (%)
Economic activity	73.1	76.5	78.6
Employment	70.1	73.0	75.1
Self-employed	12.1	12.5	14.4
Unemployment	3.6	5.1	4.3
Economically inactive	26.9	23.5	21.6

- 2.4.4 The proportion of residents without any qualifications is also higher than the regional and national levels at 12.4% compared to 9.0% and 7.6%

<sup>5</sup> Business Registers Unit (BRU)

<sup>6</sup> Index of Multiple Deprivation 2015

<sup>7</sup> Department for Work and Pensions (DWP)

<sup>8</sup> Source: NOMIS (ONS) – rate as % of population aged 16-64 years. Period: Jan 17 – Dec 17

respectively<sup>9</sup>. Attainment levels for children and young people at Key Stages 2 and 4 also fall below regional and national averages.

## 2.5 Housing

- 2.5.1 In 2011, 30% of the Borough's housing stock was terraced and 9% flats. The percentage of semi-detached houses (46%) was significantly higher than the regional and national averages (36% and 31% respectively). The percentage of detached houses (14%) was significantly lower than the regional and national averages (18% and 23% respectively). The proportion of dwellings in owner occupation in St Helens Borough (67.8%) was higher than the regional average (65%)<sup>10</sup>.
- 2.5.2 The proportions of different types of dwelling in the Borough in 2011 were similar to those that existed in 2001, albeit with a small increase in the percentage of detached dwellings and flats/apartments and a corresponding decrease in the relative percentage of semi-detached and terraced properties. These changes reflect the new build aspirational housing projects undertaken across the Borough, stock clearance of older properties and a tendency by Registered Social Landlords to build smaller housing units in recent years.
- 2.5.3 Affordability of market housing for sale is an issue in the Borough with lower quartile house prices over four times greater than the lower quartile household income in the Borough<sup>11</sup>.

## 2.6 Health and Wellbeing

- 2.6.1 Life expectancy in St Helens Borough, recently measured at 77.46 years for males and 80.95 years for females, is considerably below the national averages<sup>12</sup>. The two main causes of death in St Helens are cancer (27.2%) and circulatory disease (21.9%). Furthermore, over 71% of the 18+ adult population in the Borough – considerably higher than the national average - is estimated to be classed as overweight or obese<sup>13</sup>. This has been identified as a growing problem, in particular for children and young adults.
- 2.6.2 Crime rates in St Helens Borough have reduced in recent years and are performing relatively well compared to neighbouring authorities, national averages, and those in other local authority areas with similar characteristics<sup>14</sup>. It is considered important to maintain this progress.

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9 NOMIS – Jan 17 – Dec 17

10 2011 Census

11 Department for Communities and Local Government (DCLG) Housing and Market and House Prices

12 ONS Life Expectancy Data 2014-2016

13 Public Health England – 2016-2017

14 Police UK

## 2.7 Transport

- 2.7.1 St Helens Borough has an extensive and well used bus and rail network, with ten railway stations that provide regular connections to neighbouring towns and cities, and direct trains as far afield as North Wales and Blackpool. Nevertheless, a need has been identified to improve aspects of the public transport network and walking and cycling facilities.
- 2.7.2 The Borough also enjoys a strategic position at the heart of the regional road network, between the core cities of Manchester and Liverpool, with easy access to the M58 to the north, the M62 to the south and the M6 to the east. However, highways in the Borough are under increasing pressure as traffic flows continue to rise; this leads to local congestion and capacity issues at peak times at various junctions.
- 2.7.3 The Council is working closely with infrastructure and service providers to identify and address these issues, including (in appropriate cases) through the use of contributions from developers linked to future development. Current proposals for new infrastructure are set out in the St Helens Infrastructure Delivery Plan.

## 2.8 Town Centres

- 2.8.1 St Helens Town Centre plays an important sub-regional role as the Borough's principal town centre providing a range of retail and other services for the Borough. This is complemented by the roles played by Earlestown Town Centre (within the town of Newton-le-Willows) and a range of smaller district and local centres.
- 2.8.2 A key challenge is for the town and other centres to diversify their role in response to changing economic circumstances, including competition from retail parks and internet shopping. The Council has successfully secured an initial £173,029 capacity funding grant to support the development of a Town Deal Board and Investment Plan from the Governments Town Deal fund to help with projects around land use and regeneration, connectivity, skills, and employment for St Helens Town Centre.
- 2.8.3 In addition, the Council is entering into a strategic partnership agreement with the English Cities Fund (ECF) to ensure the delivery of a Borough wide regeneration strategy initially starting with St Helens Town Centre.

## 2.9 Heritage Assets

- 2.9.1 The Borough boasts a varied and unique built environment, based upon its history connected with the railways, mining, glass and other industries. Existing heritage assets make a valuable contribution to economic and social wellbeing and a focus for heritage led regeneration and tourism development. They include: 148 Listed Buildings (Grade I, Grade II\* and Grade II), 12 Scheduled Monuments (four of which are identified on Historic England's "at risk" register), one Registered Battlefield, eight Conservation Areas and three Registered Parks and Gardens. There are also a number of areas of archaeological interest and above-ground

assets of local interest that may not meet the criteria for statutory designation but that merit local protection.

## 2.10 Green Infrastructure, Outdoor Sport and Leisure

- 2.10.1 Despite the urban character of much of the St Helens Borough, over half of its area is rural or semi-rural in nature, and 7% of it constitutes open green spaces within the urban areas. The Borough benefits from an extensive network of open countryside and green spaces, much of which is accessible to local residents providing opportunities for formal and informal recreation, and improved health and quality of life. Certain spaces provide valuable nature conservation habitats, including, for example, 120 designated Local Wildlife Sites. Open spaces also play a role in helping to manage flood risk, including in the Sankey Catchment that covers much of the Borough. In addition, open spaces provide opportunities to mitigate and adapt to the impacts of climate change. Therefore, this plan will support the Council's Climate Change Emergency declaration.
- 2.10.2 Landscape improvement programmes have been undertaken in a number of locations, for example Bold Forest Park in the south of the Borough, Carr Mill Dam and Stanley Bank in the north. All these sites have had significant investment that enabled improved levels of public access for walking, cycling and horse riding. The Mersey Forest and related initiatives have played a major role in securing the environmental regeneration of parts of the Borough.

## 2.11 Key Issues

- 2.11.1 Based upon the issues identified in the Council's Local Plan Scoping Consultation Document and the Sustainability Appraisal Scoping Reports, and comments received from stakeholders, it has been identified that the Local Plan should seek to address the following:
- i) Deliver sustainable communities;
  - ii) Strengthen and diversify the local economy;
  - iii) Deliver sustainable development;
  - iv) Meet local housing needs;
  - v) Meet employment needs;
  - vi) Protect and where possible enhance the town, district and local centres;
  - vii) Manage the rural economy;
  - viii) Improve health;
  - ix) Maximise accessibility and social inclusion;
  - x) Sustain population recovery;
  - xi) Reduce crime;
  - xii) Encourage the use of sustainable transport;
  - xiii) Manage and enhance the environment;
  - xiv) Recognise and support community and cultural facilities; and
  - xv) Manage river catchments and enhance biodiversity.

## 3. St Helens Borough in 2037

### 3.1 Spatial Vision

3.1.1 The vision of the Local Plan describes the type of places that the Borough of St Helens and its constituent settlements should be in 2037. It is that:

By 2037, St Helens Borough will provide, through the balanced regeneration and sustainable growth of its built-up areas, a range of attractive, healthy, safe, inclusive, and accessible places in which to live, work, visit and invest.

A range of high quality new employment development will have taken place, making use of the Borough's excellent transport links and its location between Liverpool and Greater Manchester. Established employment areas will continue to provide affordable accommodation for a wide range of employers. The rural economy will have been sustained and diversified.

The Town Centres of St Helens and Earlestown and the Borough's network of smaller centres will have adapted to changing economic conditions and provide a wide range of vibrant shopping, leisure, and other uses.

Good quality new market and affordable housing will have been provided, broadening the housing stock, meeting local needs, providing safe and sustainable communities, and making the Borough a residential destination of choice. Effective use shall have been made of the Borough's stock of brownfield land to help meet these needs.

The Borough's housing will be well connected to employment areas, local facilities, attractions, and green spaces in a way that will encourage walking, cycling and the use of public transport. Health will have been further improved by encouraging active lifestyles with a wide range of sporting, community, and leisure opportunities.

The Borough's unique heritage, linking to its historic role in the glass, rail, coal mining and other industries, and its wide range of important natural environmental assets will be both recognised and valued. Its network of green spaces and wider cultural and leisure offer, epitomised by features such as the Sankey Valley, Bold Forest Park, 'The Dream', St Helens Rugby League Stadium, World of Glass, and Haydock Racecourse, will be retained and strengthened.

## 3.2 Strategic Aims and Objectives

3.2.1 In order to achieve the vision, the following strategic aims and objectives will be pursued.

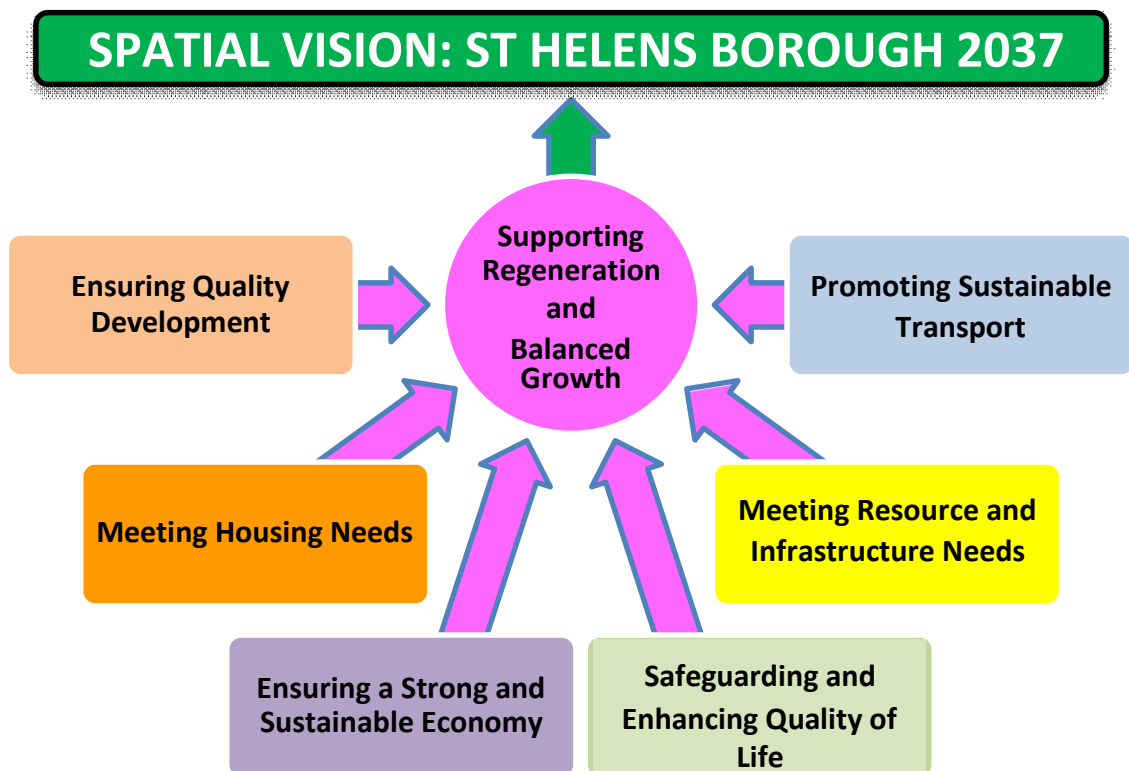
STRATEGIC AIM	STRATEGIC OBJECTIVE
1. Supporting Regeneration and Balanced Growth	1.1 To promote regeneration by enabling steady and sustainable economic and population growth. 1.2 To reduce deprivation by ensuring that new development and investment can benefit deprived communities. 1.3 To help meet development needs by ensuring the efficient re-use of previously developed land.
2. Ensuring Quality Development	2.1 To promote the creation of a well-designed environment by supporting proposals for high quality development. 2.2 To mitigate the effects and minimise the impacts of land use changes on climate change by requiring well-designed developments in suitable locations. 2.3 To contribute to the development of stronger and safer communities by prioritising new development and investment that can benefit those who are disadvantaged.
3. Promoting Sustainable Transport	3.1 To improve access for all by facilitating sustainable transport choices, development in accessible locations, an integrated public transport network, and targeted improvements to the transport network.
4. Meeting Housing Needs	4.1 To enable the delivery of sustainable communities by identifying land for a sufficient number and range of new dwellings.

STRATEGIC AIM	STRATEGIC OBJECTIVE
5. Ensuring a Strong and Sustainable Economy	<p>5.1 To maximise the contribution of St Helens to the economy of the Liverpool City Region and adjacent areas, and meeting local employment needs, by ensuring an adequate supply of employment land and premises.</p> <p>5.2 To support the wider Borough by aiding the development of the tourism, leisure, and rural economies.</p> <p>5.3 To enhance the vitality and viability of town, district and local centres, and the role of St Helens as a sub-regional shopping centre, by enabling appropriate development in those locations.</p> <p>5.4 To utilise the Borough’s strategic location in relation to the rail network by facilitating rail-enabled employment development.</p>
6. Safeguarding and Enhancing Quality of Life	<p>6.1 To increase convenience and reduce the need to travel by ensuring appropriately located, integrated provision of a wide range of community facilities.</p> <p>6.2 To safeguard the quality of the environment by protecting and enhancing local character and distinctiveness, the historic environment, biodiversity, and geodiversity.</p> <p>6.3 To protect and enhance the multi-functional network of green spaces throughout the Borough by promoting positive use and management whilst improving their biodiversity and increasing tree and woodland coverage.</p>
7. Meeting Resource and Infrastructure Needs	<p>7.1 To mitigate development impacts by ensuring that local and strategic infrastructure needs are fully met.</p> <p>7.2 To acknowledge the value of resources within the Borough by safeguarding them or promoting their use in a sustainable manner.</p>

3.2.2 The Spatial Vision will be delivered via progress towards the achievement of the strategic aims and objectives. How these relate is illustrated in Figure 3.1.



Figure 3.1: Interrelationship of Vision, Aims and Objectives



### 3.3 Ensuring delivery of the aims and objectives

- 3.3.1 Primarily, the aims and objectives set out above will be delivered via the application of the policies in chapters 4 to 8 (inclusive) of this Plan. The table in appendix 3 sets out which policy (or policies) will be most important in delivering each objective. The monitoring framework in appendix 4 identifies key targets that must be met if specific policies of the Plan are to be successful, how progress is to be measured, and what remedial actions will be undertaken if progress is not made at the required rate.
- 3.3.2 The Plan proposes to review the following SPDs that are used by the Council:
- Ensuring a Choice of Travel
  - Hot Food Takeaways
  - Affordable Housing
  - New Residential Development
  - Householder Development
  - Telecommunications
  - Nature Conservation.
- 3.3.3 This Plan also proposes to produce new SPDs to support the implementation of policies:
- Developer Contributions
  - Open space provision and enhancement
  - Houses in Multiple Occupation (HMOs).

## 4. Core Policies

### 4.1 Policy LPA01: Spatial Strategy

#### **Policy LPA01: Spatial Strategy**

1. The sustainable regeneration and growth of St Helens Borough through to 2037 and beyond will be focussed (as far as practicable, having regard to the availability of suitable sites) on the Key Settlements, namely St Helens Core Area, Blackbrook and Haydock, Newton-le-Willows and Earlestown, Rainford, Billinge, Garswood and Rainhill.
2. New development will be directed to sustainable locations that are appropriate to its scale and nature and that will enable movements between homes, jobs and key services and facilities to be made by sustainable non-car modes of transport.
3. The re-use of suitable previously developed land in Key Settlements will remain a key priority. A substantial proportion of new housing throughout the Plan period will be on such sites. This will be encouraged through the use of Policies LPA07 and LPC02 to support the delivery of sites, particularly those on Previously Developed Land, by, for example, setting lower thresholds for developer contributions on previously developed sites to reflect the higher costs and lower sales values typically associated with redeveloping such sites where appropriate.
4. Comprehensive regeneration of the wider Borough will be delivered by the English Cities Fund Regeneration Partnership, through the provision of quality housing, new commercial activity, upgraded infrastructure and the overall improvement of the social and economic viability of the Borough on a phased basis.
5. This Plan releases land from the Green Belt to enable the needs for housing and employment development to be met in full over the Plan period up to 31 March 2037, in the most sustainable locations. Other land is removed from the Green Belt and safeguarded to allow for longer term housing and / or employment needs to be met after 31 March 2037. Such Safeguarded Land is not allocated for development in the Plan period and planning permission for permanent development should only be granted following an update of this Plan. Within the remaining areas of Green Belt (shown on the Policies Map) new development shall be regarded as inappropriate unless it falls within one of the exceptions set out in the National Planning Policy Framework (or any successor document). Inappropriate development in the Green Belt shall not be approved except in very special circumstances. Delivery of compensatory improvement measures within areas remaining in the Green Belt will be required following any release of Green Belt land for development purposes.

- Details of such improvements will be considered during the Development Management process and assessed on an individual application basis.
6. Substantial new employment development (set out in Policy LPA03 and excluding town centre uses) will take place on large sites that are capable of accommodating large employment buildings (over 9,000m<sup>2</sup>) and are close to the M6 and M62. High quality road, public transport and active travel links will be required between existing and proposed residential areas, particularly those with high deprivation levels, and areas of employment growth. Existing employment areas will be retained where they are suitable and viable for this use in order to maintain a diverse portfolio of accessible employment opportunities across the Borough. Suitable development that would diversify the rural economy will also be supported.
  7. Parkside West and Parkside East form transformational employment opportunity sites that will make a major contribution to the economic development of St Helens Borough, the Liverpool City Region and beyond. Development that prejudices their development in accordance with Policies LPA03, LPA09 and LPA10 will not be allowed.
  8. The preferred locations for new town centre development shall be within St Helens Town Centre (as the Borough's principal town centre), Earlestown Town Centre, and the Borough's network of district and local centres, in line with Policies LPB01, LPB02 and LPC04.
  9. The quality of life, health and wellbeing of St Helens Borough's residents, workers and visitors and the quality of the natural environment will be supported by:
    - a) taking steps to maintain, enhance, connect and / or expand the Borough's network of ecological, open space and recreational sites and greenways in accordance with Policy LPA08;
    - b) seeking improvements to the quality of open space within and around new development;
    - c) requiring new development proposals to mitigate their contribution to climate change and to adapt to its impacts;
    - d) supporting the delivery of landscape reclamation and improvement projects in locations such as the Bold Forest Park and Sankey Valley Park; and
    - e) requiring development to support healthy lifestyles in accordance with Policy LPA12.
  10. The provision of a convenient, safe, and sustainable transport network, and the delivery of improvements to the network, will be required in line with Policy LPA06.
  11. New development that would deliver regeneration within the key settlements and accord with other Plan policies will be supported. Regeneration in these settlements will also be promoted by (in addition to the measures set out

above) focussing available resources on its effective delivery and preventing development that would adversely impact upon or jeopardise the delivery of regeneration proposals.

## 4.2 Policy LPA01: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	All
<b>Strategic Objectives Met</b>	All
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Bold Forest Park Area Action Plan</li> <li>• Development Management process</li> <li>• Funding programmes</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

## 4.3 Reasoned Justification

4.3.1 Policy LPA01 underpins the other policies in the Plan, setting out how development will be distributed across the Borough up to 2037 and beyond. It aims to meet the needs of the Borough’s residents, businesses, workers, and visitors whilst minimising adverse impacts and wherever possible enhancing the natural environment.

### Sub-regional context

4.3.2 In preparing this Plan, the Council has cooperated extensively with nearby districts in the Liverpool and Greater Manchester City Regions, and in Warrington and West Lancashire. The following key conclusions have been drawn from this process:

- None of the neighbouring districts have identified a need for St Helens Borough to accommodate any of their housing development needs;
- No spare site capacity has been identified in any neighbouring local authority areas to accommodate any of the housing needs arising in the Borough;
- A need has been identified within the Liverpool City Region as a whole (including St Helens Borough) to accommodate the growth of the logistics and warehousing sector (associated with underlying economic trends and the growth of the port of Liverpool), with a particular focus on the need for large scale units of over 9,000m<sup>2</sup>;
- Warrington Council has identified scope for a site at Omega South West within St Helens Borough to be developed to help meet its employment needs;
- All of the immediately neighbouring districts to St Helens Borough have (due to restrictions on the supply of land in their existing urban areas) recently undertaken or are in the process of undertaking Green Belt reviews to meet their development needs.

### Key Settlements and spatial areas in St Helens Borough

- 4.3.3 The largest settlements within the Borough provide, or are large enough to provide, a range of facilities and services to meet many day to day household needs and are shown on the Key Diagram as Key Settlements. The Key Settlements are of varying scales and roles as follows.

#### Key Settlements and spatial areas

- **St Helens Core Area** – centred around the Principal Town Centre of St Helens and including the surrounding built up area from Moss Bank in the North, Clock Face to the South, Eccleston to the West and Parr and Sutton to the East, it forms the largest Key Settlement of the Borough.  
  
It includes St Helens Central Spatial Area – an area immediately surrounding St Helens Town Centre, including industrial and business areas and the Ravenhead and St Helens out-of-centre retail parks.
- **Blackbrook and Haydock** – located to the east of St Helens Core Area, this Key Settlement contains the significant Haydock Industrial Estate and the local centre of Clipsley Lane.
- **Newton-le-Willows and Earlestown** – the largest distinct Key Settlement after the Core Area, and contains Earlestown Town Centre, known for its markets, and the local centre of Newton.
- **Rainford** – the largest village in the north of the Borough, this Key Settlement contains a local shopping centre and also acts as a service centre for the distinct settlement of Rainford Junction to the north (where there is a train station with links to Wigan and Liverpool).
- **Billinge** – a village that forms a Key Settlement in the north of the Borough with a distinct shopping centre.
- **Garswood** – a village in the north of the Borough that has some shops and services. Whilst it has no distinct central shopping / service centre it is large enough to form a Key Settlement.
- **Rainhill** – a village in the south of the Borough with a local centre that is physically linked to neighbouring urban areas and is a Key Settlement.

#### Other settlements

The following are not Key Settlements, have only limited opportunities for development, and require sustainable transport links to the Key Settlements and employment sites to be maintained and enhanced:

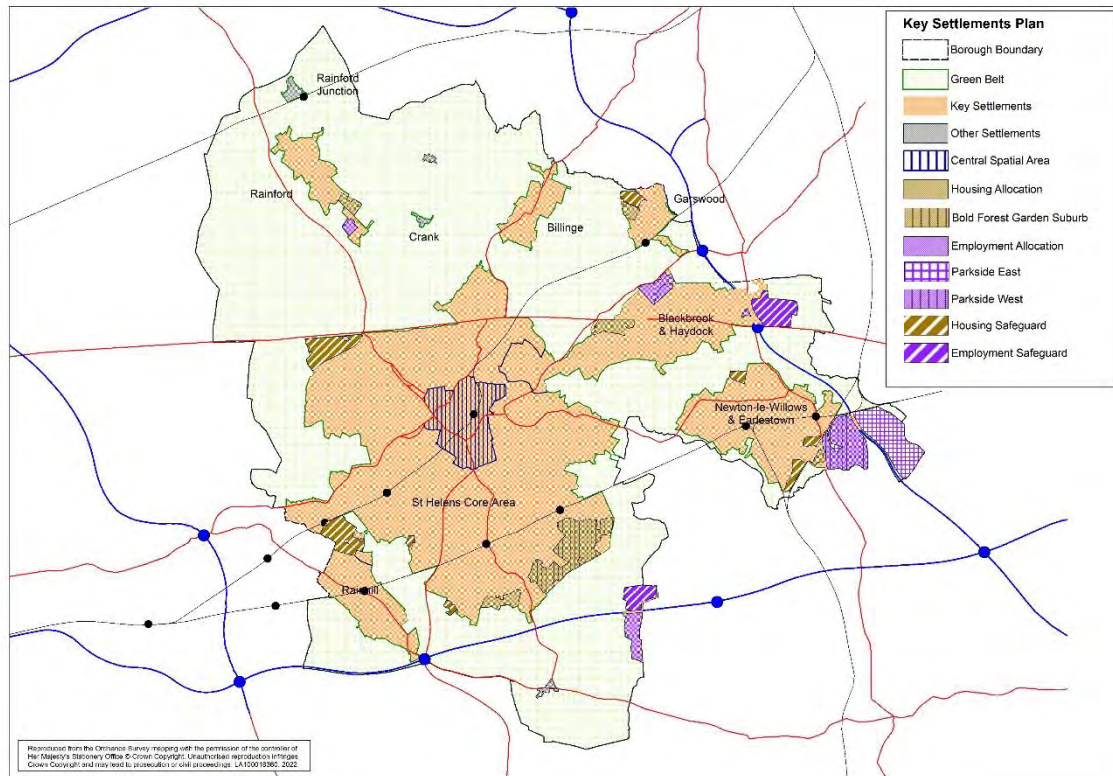
- **Rainford Junction** – a satellite settlement that is physically separate from Rainford but functionally reliant on Rainford for day-to-day services and is excluded from the Green Belt.
- **Crank** – a small village / hamlet to the north of the Borough, with a tightly defined developed area, that is excluded from the Green Belt.
- **Bold Heath** – a small village / hamlet in the south of the Borough with an open low density character that is ‘washed over’ by the Green Belt.
- **Kings Moss** – a small village / hamlet to the north of the Borough that has weak boundaries around it and is ‘washed over’ by the Green Belt.

### Development needs in St Helens Borough

- 4.3.4 The Borough has economic activity and employment rates, skills levels and average wages that are below national averages. Recent rates of employment development and investment have been substantially below those achieved in the 1990s. It has also become clear that the existing available stock of employment land and premises in St Helens Borough is not sufficient in terms of amount, site size, site location and site characteristics to meet market requirements, leading to missed investment and job opportunities.
- 4.3.5 The Borough is, however, well placed to provide new employment, including helping to address the sub-regional need for large scale logistics development, due to its location close to the M6, M62 and A580 and to major north-south and trans-Pennine rail routes. There is also a unique opportunity to develop land at Parkside for rail-enabled and other employment development. The needs for employment development are set out in further detail in Policy LPA03.
- 4.3.6 This Plan addresses these issues by providing sufficient employment land on a variety of sites to meet the needs of modern businesses. This will encourage inward investment, allow businesses to expand, retain and create jobs, and increase employment rates. It will also enable St Helens Borough’s residents to work closer to home and so reduce the currently extensive numbers of people who need to commute to other locations or move away to find work. The Plan’s approach accords with that of the Liverpool City Region growth strategy.
- 4.3.7 The Borough also has a substantial need for new housing development that is linked to demographic needs and the need to provide sufficient housing to support employment growth. The primary focus of new housing development in recent years has been on Previously Developed Land (‘PDL’ or ‘brownfield land’) in urban areas. Such locations tend to be well served by existing infrastructure and services and can be developed whilst minimising impact on the environment outside urban areas. However, every update of the St Helens Strategic Housing Land Availability Assessment (SHLAA) since 2010 has found that there is

inadequate land in the urban areas to meet housing needs in the longer term. Housing needs are set out in further detail in Policy LPA04.

**Figure 4.1: Key Settlements Plan**



### Spatial Strategy for meeting development needs (including Green Belt review)

- 4.3.8 The Council aims to ensure that the housing and employment needs of St Helens are met in full within the Borough. New development will be guided towards sustainable locations, generally within, on the edge of, or close to Key Settlements (insofar as this is acceptable and practicable). This approach will take account of environmental and infrastructure constraints; the need to maintain an effective Green Belt; settlement size; projected future population growth; past rates of housing delivery in relation to settlement size; and the availability of services and facilities.
- 4.3.9 The Council will also give continued priority to the development of suitable and available sites within urban areas. However, due to the lack of sufficient capacity on these sites to meet needs, and the lack of any scope to help meet the Borough's needs in any neighbouring district, some sites on the edges of existing settlements have been removed from the Green Belt by this Plan and allocated for development in the period up to 2037. Some other sites have been removed from the Green Belt but, rather than being allocated for development, have been safeguarded to meet potential longer term development needs after 2037. This will ensure that the changes to the Green Belt endure well beyond 2037, avoiding the need for another Green Belt review for a substantial period, and giving a clear indication of the potential location of future development and associated infrastructure needs.

- 4.3.10 The Council's SHLAA indicates that there is capacity for substantial housing development on urban sites. However, it also established that Green Belt release would be required to help meet identified housing needs over the Plan period. Likewise, there is a significant shortfall in the urban supply of employment land against the identified needs.
- 4.3.11 In view of the NPPF advice that local authorities work jointly with neighbouring authorities to meet any development requirements that cannot be met within their own boundaries, it should be noted that whilst St Helens shares a housing market area with Halton and Warrington, both have identified shortages of urban land supply for housing. St Helens Borough shares a functional economic market area with Halton, Knowsley, Liverpool, Sefton, West Lancashire, and Wirral, none of which have identified spare capacity for employment development which could help meet the needs of St Helens. Such is the shortage of employment and housing development land in the surrounding areas as a whole that several authorities (Knowsley, Sefton, and West Lancashire Councils) have successfully undertaken local Green Belt reviews to meet their own needs, with further authorities also undertaking them (collectively covering the whole of Greater Manchester, Halton, Warrington, and Wirral). None of these reviews have identified surplus capacity to help meet development needs arising in St Helens.
- 4.3.12 In addition, there are other reasons why it is not desirable for housing or employment development needs arising in St Helens to be met in other authorities. If a neighbouring authority were able to meet such needs, this would (due to the shortage of urban land supply identified in those areas) be through the release of Green Belt, i.e. the prospective loss of Green Belt in St Helens would simply be replaced by a similar loss of Green Belt elsewhere. This would also lead to a risk that residents would need to move out of the Borough, potentially resulting in the loss of economically active residents within local communities. Such an approach would also be unlikely to guarantee delivery of affordable or special housing needs for residents of St Helens. If demand for new employment was required to be met outside the Borough, it would tend to exacerbate net out-commuting. This would prejudice the achievement of sustainable patterns of travel and make it more difficult for residents of St Helens, some of whom are likely to be reliant on public transport to access employment.
- 4.3.13 For all of these reasons, there are considered to be exceptional circumstances at the strategic level to justify the release of Green Belt land to meet identified development needs.
- 4.3.14 The sites that have been removed from the Green Belt have been selected following a comprehensive Green Belt Review. This has identified sites on the basis of their scope to be developed whilst minimising harm to the overall function of the Green Belt, and their suitability for development in other respects. The criteria used have included their physical suitability for development, accessibility by sustainable transport modes to services and facilities, levels of existing or potential future infrastructure provision, their economic viability for development, and the impact that their development would have on the environment. Further details of this process are set out in the St Helens



Green Belt Review 2018. Small changes have also been made to the boundary of the Green Belt to amend minor anomalies, for example where the original Green Belt boundary no longer follows the edge of the built up area.

- 4.3.15 New employment development falling within use classes B2, B8 and for light industrial, offices and research and development uses will be primarily focussed on large previously undeveloped sites in close proximity to the M6 and M62 in order to meet modern requirements and market demand. Due to their peripheral location, improved road, public transport and active travel links will be required between these sites and residential areas in the Key Settlements, in particular to provide links to the proposed new employment areas from areas of deprivation. Existing employment areas will be retained and protected through Policy LPA03 to maintain a distribution of accessible employment sites across the Borough unless they are no longer suitable and viable for this use.
- 4.3.16 The interconnected sites of Parkside West and East benefit from a location at the heart of the north-west motorway network and access to the national rail freight network, presenting an opportunity to provide an employment development that will act as a link to the Southern English ports and Europe, as well as supporting the growth of the Liverpool SuperPort. Policies LPA03, LPA03.1, LPA09 and LPA10 set out details of the proposed development of these sites. The Council will also support steps to improve transport linkages between Parkside, the rest of the Borough and surrounding areas to facilitate sustainable access for the workforce.

#### Protection of remaining areas of Green Belt from inappropriate development

- 4.3.17 Following the adoption of this Plan, over half of the land area of the Borough will remain in the Green Belt. Land remaining in the Green Belt will continue to be strictly protected from inappropriate development, such as most forms of housing and employment development, in accordance with national policy.
- 4.3.18 The Government attaches great importance to the protection of the Green Belt, with the fundamental aim being to prevent urban sprawl by keeping land permanently open. The essential characteristics of Green Belt include its openness and permanence. The NPPF sets out the purposes of Green Belt, which are:
- a) to check the unrestricted sprawl of large built-up areas;*
  - b) to prevent neighbouring towns merging into one another;*
  - c) to assist in safeguarding the countryside from encroachment;*
  - d) to preserve the setting and special character of historic towns; and*
  - e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land."*
- 4.3.19 Many forms of development are classified as being inappropriate within the Green Belt. Inappropriate development is, by definition, harmful to the Green Belt and will not be approved except in very special circumstances. Very special circumstances will not exist unless the potential harm to the

Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

- 4.3.20 In addition, the Council aims to protect and enhance remaining areas of Green Belt by seeking the delivery of compensatory improvement measures. In accordance with paragraph 142 of the NPPF, delivery of compensatory improvement measures will be sought when sites are released from the Green Belt for development as part of this Plan. Such measures should enhance the environmental quality and accessibility of the remaining Green Belt land, amongst other improvements. Further guidance is provided within the National Planning Practice Guidance (Green Belt Land).
- 4.3.21 The delivery of compensatory improvements will be supported by a number of policies within this Plan. For example, policies LPA08, LPC05-10 and LPC12 all have an environmental focus, which will support the delivery of Green Belt compensatory measures. Additionally, Development Management focussed policies, including LPD01-03 and LPD09 will support this.
- 4.3.22 Beyond the policy framework in this Plan to support the delivery of Green Belt compensatory measures, as well as other development plan documents, such as the Bold Forest Park AAP, the Council will continue to build on project improvements delivered to date. Improvements include those at the strategic level, such as at Bold Forest Park, for example the expansion of tree cover and the delivery of improved recreational facilities. A further strategic level project is the Sankey Valley Corridor Nature Improvement Area (NIA), which is focussed on enhancing the aquatic environment as well as the surrounding natural environment within the catchment, and improvements in environmental management practices. Improvements in this location have included accessibility enhancements, including walking, and cycling infrastructure and new signage, enabling increased access to the Green Belt for residents and visitors. It is expected that further improvements can be delivered at these two strategic projects as part of Green Belt compensatory measures.
- 4.3.23 There are further sites around the Borough that could be improved as part of Green Belt compensatory measures including those which form part of the Knowsley and St Helens Mosslands Nature Improvement Area (NIA), comprising three sites in the north of the Borough, near Rainford, one by Parr and one by Newton-le-Willows (see appendix 9). In addition, there are many Local Wildlife Sites (LWS) in the Borough, which are identified on the Policies Map, and appendix 8 of this Plan shows that there are several LWS in each ward of the Borough, with many of these wards having LWS in the Green Belt. There are also three Local Nature Reserves located within the Green Belt. Compensatory measures can also occur at non-designated sites within the Green Belt, for example, initiatives related to alleviating the effects of flooding events, such as those implemented previously in the settlement of King's Moss. Therefore, there are clear opportunities for localised Green Belt compensatory measures to be delivered on such designated and non-designated sites across the entire Borough through the delivery of environmental improvements, in addition to the two identified strategic sites referred to above.

### The role of town, district and local centres

- 4.3.24 The Plan also aims to support existing town, district, and local centres by preventing new development outside their boundaries that may harm their vitality and viability. Proposals for new retail and other town centre uses will be focussed towards existing centres appropriate to their type and scale, thereby maximising their accessibility by existing public transport and active travel provision and facilitating linked trips. The preferred location for new comparison retail and intensive town centre leisure development will be St Helens Town Centre. Further details of these matters are set out in Policies LPB01, LPB02 and LPC04.

### Green infrastructure

- 4.3.25 Within and outside the Key Settlements open space and greenways provide spaces for nature, opportunities for recreation, exercise and relaxation, ecological linkages, and active travel routes. Open spaces and landscaping, including those provided within development sites also provide opportunities to adapt to climate change by storing flood water, reducing urban heat islands, capturing carbon, and improving air quality and therefore support the Council's Climate Change Emergency declaration. Whilst public funding support to create and manage open spaces, flood water storage and greenways is limited, the development of sites for housing or employment uses, including on sites released from the Green Belt, is likely to present opportunities for such provision.

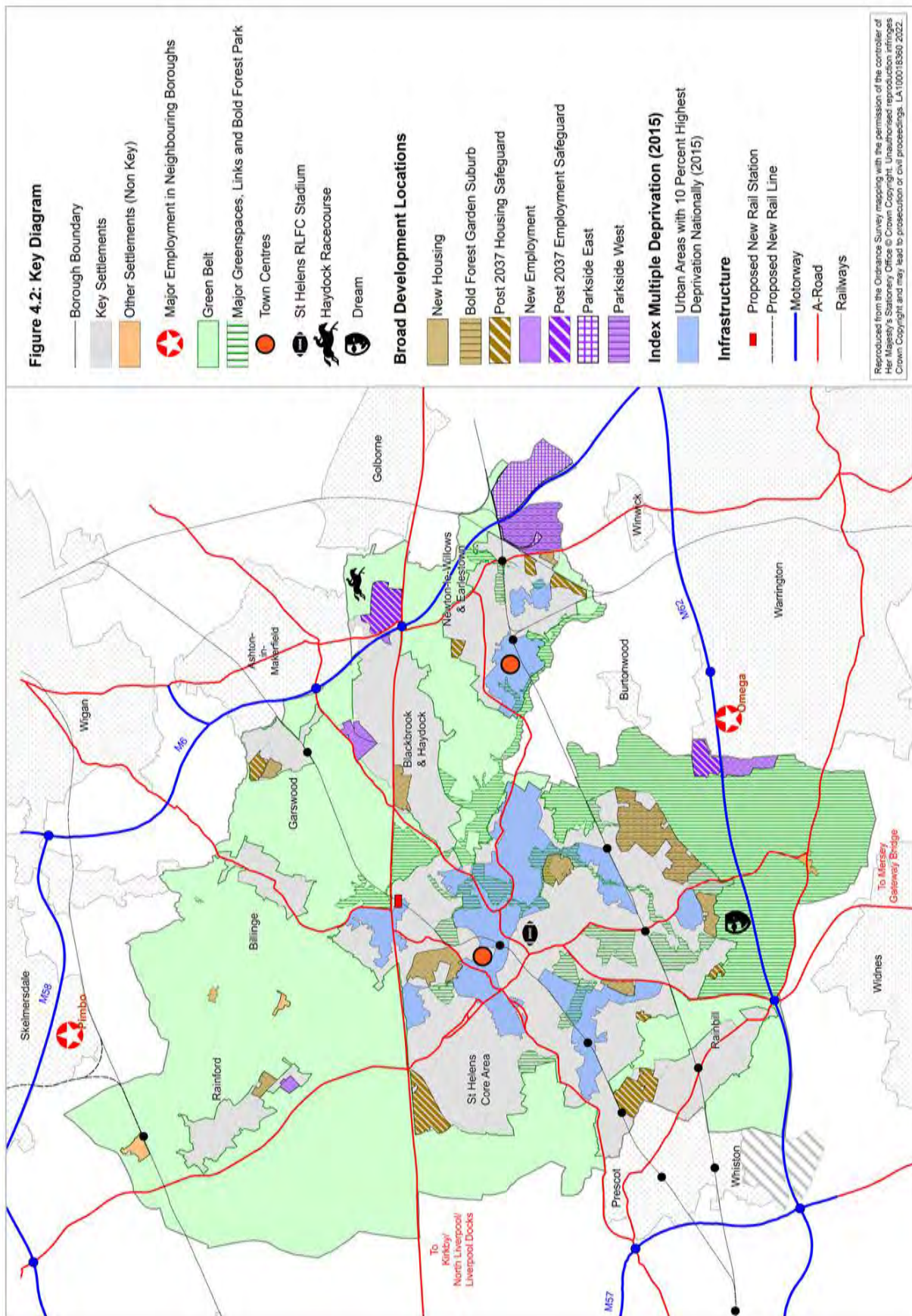
### Transport provision

- 4.3.26 This Plan aims to protect existing transport infrastructure and secure improvements to provide efficient travel linkages within the Borough and to link the Borough with other areas. It also seeks to ensure that development does not prevent improvements to Junction 23 of the M6 and other road and public transport infrastructure from being implemented. Enhancing linkages between areas of deprivation and employment areas particularly by public transport, walking and cycling is a key priority. Such enhancement of sustainable transport modes further supports the Council's Climate Change Emergency declaration through the promotion of active and low carbon travel opportunities. Further details of the Plan's approach to transport issues are set out in Policy LPA06.

### Supporting regeneration

- 4.3.27 As a priority, the Council will continue to work to support the redevelopment of brownfield sites in the urban area.
- 4.3.28 The Council has entered into a formal partnership agreement with the English Cities Fund as the Council's preferred strategic partner to ensure the delivery of a Borough wide regeneration strategy, including economic regeneration and housing. The Council has recognised that a new approach to growing the economy of the Borough is required that seeks to work pro-actively with the private sector and establish a strategic partnership maximising the opportunities presented to deliver significant future growth in St Helens and deliver key priorities including Town Centre regeneration, social wellbeing and providing appropriate infrastructure to support future development.

- 4.3.29 Furthermore, as part of the 'Town Deal' initiative established by the Government in 2019, the Council has successfully secured significant investment of up to £25 million. This funding will be used to help increase economic growth with a focus on land use and regeneration, improved connectivity (both transport and better broadband connectivity), skills and employment, and heritage, arts, and culture for St Helens Town Centre.
- 4.3.30 The Council will prepare SPDs covering specific areas to help implement regeneration where this is considered necessary.



#### 4.4 Policy LPA02: Development Principles

##### **Policy LPA02: Development Principles**

New development in St Helens Borough will be required to support the following development principles where relevant:

1. Create sustainable communities with a strong sense of place.
2. Meet the challenges of population retention and growth by:
  - a) Providing for a mix of types and tenures of quality homes to meet the needs and aspirations of all existing and future residents in sustainable locations;
  - b) Maintaining, and where possible enhancing, accessibility to a good range of services and facilities; and
  - c) Providing and contributing to assessed infrastructure and service requirements where appropriate.
3. Improve the economic well-being of the Borough's residents by:
  - a) Contributing to the creation and retention of a range of employment and training opportunities that are readily accessible by non-car modes of transport to the Borough's residents, including local unemployed and disadvantaged people;
  - b) Contributing to the reduction of socio-economic inequality including health inequalities within St Helens Borough, and between the Borough and other parts of the UK; and
  - c) Contributing to and complementing the regeneration of the Borough.
4. Contribute to inclusive communities by seeking to address the requirements of:
  - a) An ageing population, particularly in terms of housing, health and wellbeing;
  - b) Children, young people and families;
  - c) People with special needs, including those with a disability; and
  - d) The specific identified needs of minority groups in the Borough, including Gypsies, Travellers and Travelling Showpeople.
5. Contribute to a high quality built and natural environment by:
  - a) Securing high quality design in all development and a high standard of amenity for all existing and future occupants of land and buildings;
  - b) Taking account of the Borough's landscape character and townscape, and the distinctive roles and settings of different areas of the Borough, in the location and design of new development;

- c) Protecting, conserving, and / or enhancing the Borough's natural, built and historic environments;
  - d) Protecting and enhancing the quality of the Borough's natural resources including water, air, land, and biodiversity; and
  - e) Making effective use of land, buildings, and existing infrastructure (including through the remediation of contaminated land).
6. Minimise the need to travel and maximise the use of sustainable transport by:
- a) Guiding development to sustainable and accessible locations or locations that can be made sustainable and accessible;
  - b) Encouraging a shift towards more sustainable modes of transport for people, goods and freight and encouraging the use of lower carbon transport;
  - c) Encouraging safe and sustainable access for all, particularly by promoting the use of public transport, walking, and cycling between homes and employment; and
  - d) Supporting the provision and retention of shared space, community facilities and other local services (such as local shops, health facilities, education provision, meeting places, sports venues, cultural buildings, public houses, and places of worship).
7. Promote healthy communities by improving access and opportunities for formal and informal recreation (including through the use of green infrastructure), improving cycling and walking routes, and minimising air, soil, and water pollution.
8. Lower St Helens Borough's carbon footprint and adapt to the effects of climate change by:
- a) Contributing to reductions in carbon emissions from all sources;
  - b) Meeting appropriate standards for sustainability and energy efficiency and promoting the use of renewable energy and sustainable construction;
  - c) Assessing and addressing the impact of climate change through mitigation and / or adaption measures;
  - d) Using water, energy, minerals and waste resources in an efficient and effective way;
  - e) Ensuring that all new development addresses the need to mitigate and, where appropriate, adapt to flood risk; and
  - f) Making best use of existing building materials (including historic features and materials) in order to reduce waste and lower energy consumption.

#### 4.5 Policy LPA02: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	All
<b>Strategic Objectives Met</b>	All
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Bold Forest Park Area Action Plan</li> <li>• Development Management process</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

#### 4.6 Reasoned Justification

- 4.6.1 Policy LPA02 sets out the development principles that underpin this Local Plan. They represent a sustainable and balanced approach to the provision of new development and respond to:
- a) The Strategic Aims and Objectives identified in chapter 3 of this Plan;
  - b) The Borough's key sustainability issues outlined in chapter 2 of this Plan and the St Helens Local Plan Sustainability Appraisal Scoping Report (2015); and
  - c) The requirements of national planning policy and guidance.
- 4.6.2 The principles provide the basis for more detailed policies that follow in this Plan.



## 4.7 Policy LPA03: A Strong and Sustainable Economy

### Policy LPA03: A Strong and Sustainable Economy

1. The Council will work with partner organisations to:
  - a) help meet the Liverpool City Region's needs for economic growth, job creation and skills development;
  - b) maximise the economic opportunities presented by St Helens Borough's location in relation to strategic road and rail routes;
  - c) ensure the necessary infrastructure is provided to support business needs (see Policy LPA07);
  - d) support the creation of and expansion of small businesses; and
  - e) support businesses and organisations in the economic recovery and renewal from the COVID-19 pandemic.
2. The Council will aim to deliver a minimum of 173.24 hectares of land for employment development between 1 April 2021 and 31 March 2037 to meet the needs of St Helens Borough.
3. The sites as shown in Table 4.1 and on the Policies Map are allocated for development for the employment uses indicated.
4. Proposals to develop or re-develop any of the above allocated sites for uses not listed in Table 4.1 will be refused, unless it has been demonstrated that:
  - a) the site is no longer both suitable and viable for an employment use identified in Table 4.1; and
  - b) the site has been offered for employment use on the open market at a reasonable price in a manner and for a period agreed with the Council; and
  - c) the results of the marketing exercise have been transparently shared with the Council; and
  - d) no employment use can be delivered as part of a mixed-use scheme on the site.
5. Other sites and buildings that are currently or were last used for employment use (or for sui generis use generating employment), including those in the employment areas listed in appendix 5, will be protected from changes to other uses, unless justified. Changes of use of such sites and buildings will be justified and permitted where it is demonstrated either that:
  - a) the land or building (or any part of it) is no longer suitable and economically viable for light industrial, offices and research and development, B2 or B8 uses in accordance with the Local Economy Supplementary Planning Document; or

- b) the land use planning benefits of the proposed development would outweigh the benefits of retaining the site or building in its existing use (including vacant buildings and sites).
6. Proposals for the re-use, re-configuration, or re-development for light industrial, offices and research and development, B2 or B8 uses of land or buildings used for light industrial, offices and research and development, B2 or B8 uses (including where such proposals would lead to a more intensive use of the land or buildings) will be supported, subject to compliance with other policies in the Plan.
7. Proposals for Class E uses in locations outside a defined centre will be subject to a condition to prohibit town centre uses (as defined in the glossary of the NPPF) unless the requirements of Policy LPC04 are satisfied.
8. The Council will support proposals to help diversify the rural economy, including through the re-use of suitable buildings in rural areas for appropriate employment uses, subject to other policies in the Plan.
9. The Council will support the protection, creation, enhancement and expansion of tourism, cultural and visitor resources, facilities, and attractions by favourably considering proposals that are appropriate to the local character and appearance of the area and that will:
  - i) increase the range and quality of the accommodation offer in the Borough:  
or
  - ii) enhance an existing tourist or visitor attraction; or
  - iii) attract investment to the Borough and create or safeguard jobs; or
  - iv) enable the economic or physical regeneration of a site or area; or
  - v) improve the quality and diversity of the Borough's visitor offer; or
  - vi) help to maintain existing natural, historical, or cultural assets.
10. The Council will prevent the unjustified loss of existing tourism, cultural and visitor resources and assets.
11. The Council will support the use of local suppliers of goods and services and the creation of apprenticeships and training opportunities for local people in accordance with the requirements of the Local Economy Supplementary Planning Document.

**Table 4.1: Allocations for Employment Development**

Policies Map Site Reference Number <sup>15</sup>	Site Name	Indicative Site Area (hectares)	Appropriate Use(s) <sup>16</sup>
1EA	Omega South Western Extension, Land north of Finches Plantation, Bold (to meet employment land needs arising in Warrington)	31.22	B2, B8
4EA	Land South of Penny Lane, Haydock	2.16	B2, B8
5EA	Land to the West of Haydock Industrial Estate, Haydock	7.75	B2, B8
6EA	Land west of Millfield Lane, south of Liverpool Road and north of Clipsley Brook, Haydock	20.58	B2, B8
7EA	Parkside East, Newton-le-Willows	64.55 <sup>17</sup>	See Policy LPA09
8EA	Parkside West, Newton-le-Willows	79.57 <sup>18</sup>	See Policy LPA10
9EA	Land to the West of Sandwash Close, Rainford	7.70	Light industrial, offices and research and development uses, B2, B8
<b>TOTAL</b>		<b>213.53</b>	

15 Sites 2EA, 3EA, 10EA, and 11EA were **either** completed **or under construction** during the Local Plan Examination and have therefore been removed from the Local Plan allocations and have been counted in **either** the completions **or existing deliverable supply** figures **as at** 31st March 2021.

16 The phrases B2 and B8 in Policy LPA03 refer to use classes in the Town and Country Planning (Use Classes) Order 1987 (as amended).

17 The Parkside East site has a gross area of approximately 124.55ha, of which at least 60ha is reserved for development of a Strategic Rail Freight Interchange or other rail enabled use (see Policy LPA09). The indicative site area of 64.55ha represents the remainder of the site which may be developed for a wider range of employment uses subject to compliance with Policy LPA09. A further 5.58ha of land is included (to the west of the M6) to facilitate the provision of rail access to the site from the north.

18 79.57ha of land is allocated for employment use at the Parkside West site (Policy LPA10). This area excludes the 5.58ha of land which is required to facilitate rail access to site 7EA and a further 12.1ha that is occupied by a spoil heap which is not considered developable.

## 4.8 Policy LPA03: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 5
<b>Strategic Objectives Met</b>	SO 1.1, SO 1.2, SO 5.1, SO 5.2, SO 5.3, SO 5.4
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Maintaining employment land supply</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

## 4.9 Reasoned Justification

- 4.9.1 The Council's City Growth Strategy (2008-18) and Council Plan 2017-2020 recognise the need to work in partnership with local communities and businesses to deliver economic growth, to strengthen the local business base, and to increase aspiration, skills, and employment in the Borough.
- 4.9.2 The Local Plan's vision still stands true as we plan for recovery from the COVID-19 pandemic: By 2037, St Helens Borough will provide through the balanced regeneration and sustainable growth of its built-up areas, a range of attractive, healthy, safe, inclusive, and accessible places in which to live, work, visit and invest. Key to this is a continued focus on the economy, so that St Helens residents are able to access good quality jobs that raise their living standards, whilst also improving physical and mental health.
- 4.9.3 It is anticipated that the English Cities Fund Regeneration Partnership and the Council's successful Town Deal funding bid will also assist in the post COVID-19 economic recovery.
- 4.9.4 The provision of new well-located employment land and floorspace is essential to the Borough's future economic prosperity. Policy LPA03 therefore allocates sufficient land to meet anticipated development needs within the light industrial, offices and research and development uses, B2 (general industrial) and B8 (storage and distribution) use classes during the Plan period. The NPPF requires the Council to plan for and accommodate all foreseeable types of economic growth. Policy LPA03 therefore identifies a range of locations, types, and sizes of employment sites to meet the needs of specific sectors of the business community and to protect existing areas where employment continues to be the most appropriate use.

### Liverpool City Region

- 4.9.5 St Helens Borough's economy is inextricably linked to that of the wider Liverpool City Region. The Council will continue to work alongside its City Region partners to take full advantage of the continued growth of the City Region and to help deliver the economic growth, job creation, and skills development aspirations outlined in the Liverpool City Region Growth Strategy (2016) and Strategic Economic Plan (2016).

### Employment Land Requirement

- 4.9.6 The NPPF requires the Local Plan to address objectively assessed needs (OAN) for economic development, taking account of market intelligence, market signals and the locational needs of different types of business.
- 4.9.7 The Council's Employment Land Needs Study (ELNS) 2015 and the ELNS Addendum Report (2017) indicate that the Borough, due to its location on the M6 and M62 motorways, is ideally positioned to provide a critical role in the North West large-scale logistics and distribution sector. The ELNS suggests that whilst traditionally St Helens Borough has been a manufacturing centre, with the largest land uses including class B2 (general industrial) operations, a strong shift to B8 (storage and distribution) uses is expected to occur during the Plan period.
- 4.9.8 The ELNS Addendum Report identified employment land OAN on the basis of historic trends, the need for a 5-year buffer to ensure choice and flexibility, and the potential for SuperPort<sup>19</sup> and a future Strategic Rail Freight Interchange (SRFI) at the former Parkside Colliery to increase demand for employment land in the Borough, particularly in the large-scale logistics sector. It identifies an employment land OAN of up to 239ha from 2012<sup>20</sup> to 2037. It also splits this overall need indicatively into individual use types, based on sectoral forecasts from Cambridge Econometrics and Oxford Economics and the market drivers underpinning local employment land demand, as set out in Table 4.2.

**Table 4.2: St Helens Borough Estimated Employment Land Needs 2012-2037**

Employment Type	Hectares
Office	10-15
Research and Development	1-4
Light Industry	15-20
B2 General industrial	55-70
B8 Storage and Distribution	110-155
<b>Total employment needs</b>	<b>190-239</b>

- 4.9.9 Based on the ELNS Addendum Report, the OAN requirement for 2012-2037 has been calculated as a minimum of 239ha as shown in Table 4.3. This figure has been calculated by projecting forward the historic 5.8ha per annum growth scenario for the 1997-2012 period (referred to in the ELNS Addendum Report) from the base date of 2012 to the end date of the Plan (2037), and then adding a 5 year buffer to the baseline OAN (to ensure

<sup>19</sup> SuperPort is the collective name given to the enhancement of sea and air ports and freight facilities along the River Mersey and Manchester Ship Canal. It includes the new Liverpool 2 deep water container port at Seaforth.

<sup>20</sup> The ELNS Addendum Report uses a forecasting base date of 2012, as there is evidence to suggest that take-up rates since then have been suppressed by a restricted land supply. Therefore there is a risk that the inclusion of post-2012 take-up rates would distort the historic baseline for predicting needs.

adequate choice and flexibility) and the recommended allowance for SuperPort and Parkside SRFI of 65ha from the ELNS Addendum Report.

**Table 4.3: Objectively Assessed Need for New Employment Land - 2012-2037**

Local Plan Objectively Assessed Needs Requirement 2012-2037	Hectares
Baseline OAN 2012 to 2037 (based on ELNS Period 1997-2012, 5.8ha per annum growth scenario)	145
5 year Flexibility Buffer	29
Allowance for SuperPort and Parkside SRFI	65
<b>Total</b>	<b>239</b>

- 4.9.10 The residual requirement for employment land (i.e., the minimum supply from new sites that must be provided for in the Plan) has then been calculated by allowing for take-up of employment land since 2012 against the OAN (239ha) and the existing supply of developable employment land in the Borough as shown in Table 4.4. Once an allowance of 60.77ha for take up and 4.99ha for the existing developable employment land supply in the Borough has been applied the residual requirement is 173.24ha.

**Table 4.4: Residual Employment Land Requirement 2021-2037 (as of 31.03.2021)**

Local Plan Employment Land Residual Requirement	Hectares
Local Plan OAN 2012-2037 including 5 year buffer and allowance for Parkside SRFI and SuperPort	239
Take-up between 1 April 2012 and 31 March 2021 (includes completions at Florida Farm, Slag Lane Haydock, Land North of Penny Lane, Haydock, and Land at Lea Green Farm West, Thatto Heath)	60.77
Existing Supply of Deliverable Employment Land including allocations under construction currently (31 Mar 2021) (This is made up of Land North of Kilbuck Lane (3.46ha), Pilkingtons Cowley Hill Site (0.58ha) and Gerards Park, College Street, St Helens Town Centre, site allocation 11EA (0.95ha))	4.99
Total Residual Requirement 2021-2037	173.24
Supply from remaining allocations to meet the St Helens residual requirement (from sites 4EA, 5EA, 6EA, 7EA, 8EA and 9EA)	182.31

- 4.9.11 The above residual requirement figure includes no allowance for replacing employment land lost to other uses between 2012 and 2037. This approach is in line with the ELNS Addendum Report and is because the land take-up scenarios (from which the OAN is derived) are based on employment land gains only. It also cannot be assumed that losses of, for example, employment land that is not readily developable for employment uses and / or that has been vacant for a long time, need to be replaced.

[The Liverpool City Region Strategic Housing and Employment Land Assessment \(SHELMA\)](#)

- 4.9.12 The draft Liverpool City Region Strategic Housing and Employment Land Assessment (SHELMA) - published for stakeholder consultation in October 2017 - considers the need for employment development across 7 local authorities in the Liverpool City Region and West Lancashire. Together these authority areas are identified as the Functional Economic Market Area (FEMA).
- 4.9.13 The draft SHELMA identifies that, across the FEMA as a whole, at least 397ha of land is required for large scale B8 development (capable of accommodating units of over 9,000m<sup>2</sup>) between 2012 and 2037. However, it does not apportion this need between local authority areas as it states that such apportionment should be guided by the distribution of suitable sites. The draft SHELMA also assesses the need for light industrial, offices and research and development, B2 and for smaller scale B8 development (of less than 9,000m<sup>2</sup>). Unlike those for large scale B8 uses these needs are apportioned at a district level, and for St Helens Borough are identified as totalling at least 61.4ha of land between 2012 and 2037.
- 4.9.14 Following the finalisation of the SHELMA, the Council will continue to work collaboratively with the Liverpool City Region and West Lancashire authorities in order to progress the matters addressed within it including the required distribution of land for large scale B8 warehousing. Whilst the residual employment land needs in the Borough identified in Table 4.4 (totalling 173.24ha) cover a different time period to the SHELMA they will be sufficient to both meet the Borough's needs for light industrial, offices and research and development, B2 and small scale B8 uses and a substantial proportion of the sub-regional need for large scale B8 uses identified to date in the FEMA as a whole. This reflects the strategic location of St Helens Borough in relation to the motorway and rail networks linking the Liverpool City Region to the rest of the country.

[Employment Land Allocations](#)

- 4.9.15 To strengthen the local economy, St Helens Borough needs to build on those sectors where the Borough enjoys a competitive advantage. As identified above one such sector is logistics and distribution, where the Borough's location in relation to the M6 and M62 motorways and the rail network makes it particularly attractive for development. Market needs for the large-scale distribution sector (for units of above 9,000m<sup>2</sup>) generally focus on sites of 5ha or above and this has been reflected in the size of sites selected for release from the Green Belt and allocation for employment use in this Plan.

- 4.9.16 The total supply of allocated employment sites will (at 182.31ha – excluding site 1EA) slightly exceed the residual employment land requirement identified in Table 4.4. However, this is justified by:
- i) the need to reverse the suppression of employment land take-up the Borough has experienced since 2005, caused by an inadequate supply of market attractive sites; and
  - ii) the need to provide flexibility to respond to any requirement to meet B8 strategic land needs resulting from the SHELMA, over and above that identified in the ELNS Addendum Report and factored into the employment land requirement.

#### Helping to meet Warrington's Employment Land Needs

- 4.9.17 St Helens and Warrington Councils have identified, under the duty to cooperate, that the emerging Warrington Local Plan is unlikely to be able to accommodate all of Warrington's employment land needs for 2017-2037 within its administrative boundary. St Helens Borough Council has therefore agreed to allocate 31.22ha (site 1EA) of land adjoining the existing Omega South employment area to help Warrington Council to meet these needs.

#### Alternative Uses on Employment Sites

- 4.9.18 To ensure the development of the proposed employment allocations for the identified employment uses, the Council will require any applications for alternative uses to demonstrate that the site has been marketed for employment use on the open market for a minimum period of 18 months. Only after this period, and subject to no interest being received for the identified employment uses, will an application for an alternative use be considered further. This applies to site allocations within the Plan, as well as those sites contributing to meeting identified employment needs over the Plan Period, including but not limited to land at Florida Farm North, Land north of Penny Lane, Land at Lea Green Farm West and Gerards Park, College Street.
- 4.9.19 Existing employment sites in urban areas will still have an important role to play in accommodating employment development during the Plan period. Policy LPA03 therefore seeks to protect the employment role of such sites. During the Plan period however some older employment areas may become no longer suitable for this use or may have an altered economic role. Alternative uses on existing or former employment sites may be acceptable where continued employment use would be unacceptable on environmental grounds, or where the site is not well located in relation to the transport network or surrounding land uses, or where the community benefits of the proposed development would outweigh the potential loss of employment on the site caused by ceasing an existing use. The community benefits of a scheme could be wide-ranging, and it is the responsibility of the applicant to clearly set out these benefits to support their proposal. The Council will determine the significance of community benefits of proposals on a case-by-case basis.
- 4.9.20 Alternative uses may also be appropriate where there is no current or likely future market demand for employment uses on the site and / or its



reuse for such purposes would not be viable currently or in the long term. The Local Economy SPD (2013) outlines the evidence applicants will be required to provide in relation to the marketing and viability of employment sites before their loss for other uses can be supported. This outlines the requirement for existing employment sites to carry out a minimum of 12 months marketing for employment uses in order to identify that the site is not viable in the long-term.

#### Use of Local Suppliers and Training and Education

- 4.9.21 The St Helens City Growth Strategy aims to increase economic activity. The Council will seek to achieve this by helping applicants and the end users of suitable development schemes, for example by directing them to local recruitment services and apprenticeship schemes and to sources of information on local suppliers of goods and services. Applicants will also be encouraged to provide training and job opportunities for local people and to use locally sourced goods and services in line with the guidance in the Local Economy SPD (2013).

#### Green Belt Exceptional Circumstances

- 4.9.22 The following paragraphs articulate the exceptional circumstances justifying the removal of land from the Green Belt on a site-by-site basis. This builds on the exceptional circumstances strategic case as set out in the Reasoned Justification to Policy LPA01, and the following should be read in that context.

#### 1EA – Omega South Western Extension, Land north of Finches Plantation, Bold

- 4.9.23 The Green Belt Review (2018) found the sub-parcel reflecting this site to make a ‘medium’ contribution to the Green Belt purposes as whilst the site contains no inappropriate development and has open views across it, it is bordered by large scale-built development at Omega South and the M62, and therefore only has a moderate countryside character. The Review also found the site to have ‘medium’ development potential.
- 4.9.24 The site is adjacent to the Borough’s boundary with Warrington Borough, and its development would form a natural extension of the adjacent Omega employment site. This is particularly important in relation to the exceptional circumstances in the context of this site being allocated to help meet Warrington’s employment needs.
- 4.9.25 The site is within 1km of an area within the 20% most deprived population in the UK, so its development for employment uses would help to reduce poverty and social exclusion. Further, the development of this site, provides the opportunity to improve sustainable transport links between St Helens and this site, as well as the wider Omega employment site, improving access to jobs in this location for residents of St Helens.

#### 4EA – Land south of Penny Lane, Haydock

- 4.9.26 This site forms a relatively small part of a larger parcel of land that the Green Belt Review (2018) found to make a ‘medium’ contribution to the purposes of the Green Belt, with ‘good’ development potential. It should be noted that the parcel of land assessed in the Green Belt Review included the land to both the north and south of Penny Lane. In this

context, a significant part of the assessed Green Belt parcel (11.05ha) has an extant planning permission for employment development, of which the majority has now been developed. This is the land to the north of Penny Lane. The site forms a natural extension to the Haydock Industrial Estate. Indeed, given the development of land to the north of Penny Lane, this site is now surrounded by built development of the Haydock Industrial Estate to the north, east and south, and the M6 to the west. The site is also located in close proximity to an area that falls within the 20% most deprived population in the UK. Therefore, its development for employment use would help to reduce poverty and social exclusion. The development would also reduce the need to travel by making best use of existing transport infrastructure due to its location close to a high frequency bus service.

### 5EA – Land to the West of Haydock Industrial Estate, Haydock

- 4.9.27 The Green Belt Review (2018) found the sub-parcel of land reflecting this site to make a ‘medium’ contribution to the Green Belt purposes. The site adjoins the large built-up area of Haydock but is relatively well contained and strategic gaps between Haydock and elsewhere could still be maintained following the release of this site from the Green Belt. The Review also found the site to have ‘good’ development potential. The removal of this site from the Green Belt in conjunction with site 6EA, and the now developed employment land at Florida Farm North presents the opportunity to provide a stronger, more robust boundary in this location. The site is located within 1km of an area falling within the 20% most deprived population in the UK. Its development for employment use would help reduce poverty and social exclusion and help reduce the need to travel through making best use of existing transport infrastructure due to its location close to a high frequency bus service.

### 6EA – Land West of Millfield Lane, south of Liverpool Road and north of Clipsley Brook, Haydock

- 4.9.28 The Green Belt Review (2018) found the sub-parcel of land reflecting this site to make a ‘medium’ contribution to the Green Belt purposes. At the time the Green Belt Review was undertaken, this site did not adjoin a large built-up area, but was considered in part to prevent ribbon development along Liverpool Road. Since that time, employment development at Florida Farm North has taken place adjacent the southern boundary of the site. This site would form a natural extension to the Haydock Industrial Estate, and its development would provide a stronger, more robust Green Belt boundary. The site is located within 1km of an area falling within the 20% most deprived population in the UK. Its development for employment use would help reduce poverty and social exclusion.

### 7EA – Parkside East, Newton-le-Willows

- 4.9.29 The Green Belt Review (2018) found this site to make a ‘high+’ contribution to the Green Belt purposes due to its significant size, lack of enclosure to the east and strong countryside character with little inappropriate development. On this basis, the site would not ordinarily have progressed to further assessment. However, the Review acknowledged that the site forms part of the wider Parkside site, straddling

the M6, for which there has been a long history of developer interest, including a planning application for a Strategic Rail Freight Interchange (SRFI), the area being highlighted as a potential location for an inter-modal freight terminal in the previous North West RSS and the Core Strategy (2012) identifying the site as a strategic location for a SRFI. Furthermore, the evidence in the Parkside Logistics and Rail Freight Interchange Study (August 2016) found the site to be of regional and national significance in relation to regional and national policy, market demand and the need to deliver new and improved SRFIs, with the site's opportunity for rail access to be second to none in the North West.

- 4.9.30 This site has excellent locational advantages in relation to the delivery of a SRFI and major warehousing and industrial development, including accessibility by rail with north-south and east-west routes immediately adjacent, as well as proximity to the M6, Junction 22. The evidence also indicates that the site is of a sufficiently large scale and layout to provide the necessary operational requirements of a SRFI. The development of a SRFI on this site would support the Government's policy to move freight from road to rail.
- 4.9.31 Therefore, whilst development of this site could have a high impact on the Green Belt, there are exceptional circumstances justifying its release from the Green Belt for development as a SRFI (as well as other forms of B2 and B8 employment use, in principle, provided it is rail served or is of a layout and scale that does not prejudice the ability to develop an effectively laid out SRFI on at least 60ha of the site), and the site is considered to have 'good' development potential. Additionally, Parkside has been included as one of three Tax Sites as part of the Liverpool City Region Freeport. Also, as part of the Secretary of State planning approvals made in respect of the Parkside Link Road in 2021, the Secretary of State acknowledged that development at Parkside will deliver significant economic, regeneration and sustainability benefits.

#### 8EA – Parkside West, Newton-le-Willows

- 4.9.32 The Green Belt Review (2018) found the parcel of land reflecting this site boundary to make a 'medium' overall contribution to the Green Belt purposes, influenced by the relatively high degree of enclosure, brownfield status of part of the site (former colliery and associated uses) and because it does not have a strong sense of openness or countryside character. It also found the site to have 'good' development potential. Its scale and location, particularly in relation to the transport network, makes it ideal for employment uses to meet the identified employment needs. It will also support the delivery of the SRFI on Parkside East (site 7EA).
- 4.9.33 The site is located within 1km of an area within the 20% most deprived population in the UK, so not only will development of the site bring wider economic benefits, but it will also help to reduce poverty and social exclusion, and due to its public transport links, would help to reduce the need to travel by car.
- 4.9.34 The relevance of paragraph 142 of the NPPF should also be noted given the importance of giving "first consideration to land which has been previously developed and / or is well-served by public transport" when a

conclusion has been reached that it is necessary to release Green Belt land for development. The exceptional circumstances for removing land from the Green Belt to meet identified development needs is set out in the Reasoned Justification to Policy LPA01 and given the brownfield nature of much of this site, and for the other reasons set out, there are exceptional circumstances justifying the removal of this site from the Green Belt.

## 4.10 Policy LPA03.1: Strategic Employment Sites

### Policy LPA03.1: Strategic Employment Sites

1. The following sites allocated under Policy LPA03 shall constitute Strategic Employment Sites<sup>21</sup>:
  - 1EA: Omega South Western Extension, Land north of Finches Plantation, Bold;
  - 6EA: Land west of Millfield Lane, south of Liverpool Road and north of Clipsley Brook, Haydock;
  - 7EA: Parkside East, Newton-le-Willows; and
  - 8EA: Parkside West, Newton-le-Willows.
2. Any planning application for development within a Strategic Employment Site must be supported by a comprehensive masterplan covering the whole Site, which must set out details of at least:
  - a) amount of development and proposed uses;
  - b) phasing of development across the whole site;
  - c) indicative layout and design details for the whole site, that must provide for an attractive built form with high quality landscaping when viewed from within the development and elsewhere;
  - d) measures to provide good levels of accessibility to the whole site by public transport, pedestrian and cycling links;
  - e) indicative layout promoting permeability and accessibility by public transport, cycling and walking;
  - f) a Green Infrastructure Plan addressing biodiversity, geodiversity, greenways, ecological network, landscape character, trees, woodland and water storage issues in a holistic and integrated way;
  - g) measures to address any potential flood risk and surface water drainage issues in accordance with Policy LPC12;
  - h) measures to promote energy efficiency and generation of renewable or low carbon energy in accordance with Policy LPC13;
  - i) a comprehensive strategy for the provision of all new, expanded and / or enhanced infrastructure that is required to serve the development of the whole site; and
  - j) how development of the site as a whole would comply with other relevant policies of the Local Plan.

<sup>21</sup> The boundaries of the Strategic Employment sites are identified on the Policies Map.

3. Detailed development proposals within a Strategic Employment Site must be accompanied by a comprehensive package of training schemes and / or other measures to enable local residents (including unemployed and disadvantaged people) to access and benefit fully from the employment opportunities provided at the Site.
4. Development within Strategic Employment Sites will be required, subject to compliance with Policy LPA07, provide or make financial contributions towards the provision, expansion and / or enhancement of transport infrastructure (including road, public transport, cycling and pedestrian infrastructure) and / or other infrastructure to serve the needs of the development. Such provision may be either on-site or off-site and must be provided in time to meet the needs of the development. Where the specific development proposal would only cover part of the Strategic Employment Site, the provision and / or contributions must be in accordance with the comprehensive masterplan for the whole site referred to in paragraph 2 of this Policy.
5. The masterplans for each Strategic Employment Site, and any planning application for development within any other allocated employment site, must address site specific requirements set out in appendix 5 (in the case of sites 1EA and 6EA) and Policies LPA09 and LPA10 (in the case of sites 7EA and 8EA).

#### 4.11 Policy LPA03.1: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 2, SA 3, SA 5, SA 7
<b>Strategic Objectives Met</b>	SO 1.1, SO 2.1, SO 3.1, SO 5.1, SO 5.4, SO 7.1
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Masterplanning process</li> </ul>

#### 4.12 Reasoned Justification

- 4.12.1 The sites covered by Policy LPA03.1 are considered to be strategic as, given their scale, they will play a significant role in the delivery of the overall strategy of the Plan. It is anticipated that during the Plan period these sites will deliver most of the new employment land required to meet need. To ensure that the sites are developed to their full potential it is essential that development proposals within them are informed by a comprehensive and suitable masterplan for the site as a whole. The masterplan must identify any new, expanded, or enhanced infrastructure that is needed to serve the development as a whole. A comprehensive approach will also be followed to securing any necessary developer contributions required to deliver such infrastructure.

- 4.12.2 Non-strategic sites that are allocated in Policy LPA03 are not considered large enough to warrant a strategic allocation. Whilst such sites are anticipated to yield less employment floorspace compared to strategic sites, their allocation will support the overall delivery of employment land, and they will play a key role in ensuring the supply of sites balances the phased delivery that typically results from the build out of large strategic employment sites.

### 4.13 Policy LPA04: Meeting St Helens Borough’s Housing Needs

#### **Policy LPA04: Meeting St Helens Borough’s Housing Needs**

1. In the period from 1 April 2016 to 31 March 2037 a minimum of 10,206 net additional dwellings should be provided in the Borough of St Helens, at an average of at least 486 dwellings per annum.
2. The housing requirement will be met from the following sources:
  - a) Completions;
  - b) Sites with planning permission;
  - c) Housing allocations shown on the Policies Map and listed in Table 4.5;
  - d) Sites without planning permission identified in the Strategic Housing Land Availability Assessment (SHLAA); and
  - e) ‘Windfall’ development, including development on small sites not individually identified in the SHLAA, sub-division of dwellings and conversions / changes of use.
3. New development should optimise the amount of housing developed on a site. New development should therefore aim to achieve the following minimum densities:
  - a) at least 40 dwellings per hectare (dph) on sites that are within or adjacent to St Helens or Earlestown Town Centres; and
  - b) at least 30 dph on all sites outside St Helens and Earlestown town centres.

Densities of less than 30 dph will only be appropriate where they are necessary to achieve a clear planning objective.
4. The delivery of new housing development will be monitored annually to ensure that:
  - a) an adequate supply of new housing is provided at all times in accordance with the Housing Delivery Test set out in national policy; and
  - b) there is a deliverable supply of housing that is sufficient to provide at least 5 years’ worth of new housing development against the housing requirement. The 5-year land supply to be maintained shall include any buffer that is required under national policy. If annual monitoring demonstrates the deliverable housing land supply falls significantly below the required level, taking into account the requirements in relation to housing delivery set out in national policy, a partial or full plan update will be considered to bring forward additional sites.



**Table 4.5: Sites allocated for new housing development**

Site ref.	Name <sup>22</sup>	Area <sup>23</sup> (hectares)	NDA <sup>24</sup>	Minimum Density (units per hectare)	Indicative site capacity (new dwellings)		Total
					Before 31.03.37	After 31.03.37	
1HA	Land South of Billinge Road, East of Garswood Road and West of Smock Lane, Garswood	9.58	75%	30	216	0	216
2HA	Land at Florida Farm (South of A580), Slag Lane, Blackbrook	23.19	75%	30	427	95	522
4HA	Land bounded by Reginald Road/Bold Road/Travers Entry/Gorse Lane/Crawford Street, Bold (Bold Forest Garden Suburb)	132.86	75%	30	510	2,478	2,988
5HA	Land South of Gartons Lane and former St. Theresa's Social Club, Gartons Lane, Bold	21.67	75%	35	562	7	569
6HA	Land East of City Road, Cowley Hill, Town Centre	31.09	75%	47	607	493	1,100
7HA	Land West of the A49 Mill Lane and to the East of the West Coast Mainline railway line, Newton-le-Willows	5.33	75%	35	140	0	140
8HA	Land South of Higher Lane and East of Rookery Lane, Rainford	11.49	75%	30	259	0	259
9HA	Former Linkway Distribution Park, Elton Head Road, Thatto Heath	12.39	75%	38	352	0	352
10HA	Moss Nook Urban Village, Watery Lane, Moss Nook	26.74	75%	40	652	150	802
<b>Totals</b>					<b>3,725</b>	<b>3,223</b>	<b>6,948</b>

22 Site 3HA was partially complete during the Examination and has therefore been removed from the Local Plan allocations and has been counted in the completions and housing supply figures as at 31st March 2021 accordingly.

23 The figures for 'area' are the gross developable area of each site.

24 The NDA (net developable area) for each site is an estimate of the area available to accommodate new housing once an allowance, typically 25%, has been made for features that are not included when calculating density e.g., areas performing a function for the wider area and not just the development, such as significant new landscaping buffers, potential new schools, areas of strategic open space and roads to serve the wider area. Therefore, most sites will have a NDA of 75%.

## 4.14 Policy LPA04: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 4
<b>Strategic Objectives Met</b>	SO 1.1, SO 4.1
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Provision of a 5+ year deliverable housing land supply</li> <li>• Facilitating housing delivery</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

## 4.15 Reasoned Justification

4.15.1 National planning policy requires Local Plans to provide for the delivery of a wide choice of new housing in sufficient quantities to meet needs. The requirement of 10,206 dwellings in total over the Plan period (equating to an average of 486 dwellings per annum) set out in Policy LPA04 is designed to meet the full Objectively Assessed Need (OAN) for new housing in the Borough. To identify the OAN for new housing the Council has taken into account a range of evidence as follows.

### Quantifying the OAN for new housing in St Helens Borough

- 4.15.2 National planning policy requires Local Plans to use the nationally defined standard method to identify housing OAN unless exceptional circumstances justify an alternative approach<sup>25</sup>. It also indicates that alternative approaches identifying a higher need than that indicated by the standard method will in principle be considered sound.
- 4.15.3 The standard method uses household growth projections over a 10-year period as its starting point, to which it applies an 'uplift' to account for affordability issues to derive an annual housing need figure, that can be applied to the whole Plan period<sup>26</sup>.
- 4.15.4 The most recent sub-national household projections, which have a base date of 2016, were published in September 2018. However, the Government has published draft proposals the effect of which (in the context of St Helens Borough) is that calculation of housing need based upon the standard method should be "informed" by the 2014 based and not the 2016 based household projections. Application of the national standard method using this approach would generate a housing need of 399 new dwellings per annum<sup>27</sup>.
- 4.15.5 A key disadvantage of relying on the standard method to identify housing need is that it does not take into account the increased employment

<sup>25</sup> The standard method is available to view at <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>.

<sup>26</sup> Planning Practice Guidance, July 2018.

<sup>27</sup> This figure is derived by applying the standard method to the average household growth indicated in the 2014 based household projections for the 10 years from 2022 to 2032 and the 2021 affordability ratios, with the output extrapolated over the Plan period.

growth that is likely to result from the development of the sites that are allocated for employment development in Policy LPA03. This employment growth is likely to lead to increased housing need. In addition, the long term trend of declining affordability is likely, if continued in the future, to present an upward pressure on the outputs of the standard method. To address these points the Council has considered a range of other evidence to identify the housing OAN, as follows.

- 4.15.6 The Mid Mersey Strategic Housing Market Assessment (SHMA) 2016 confirmed that the local authority areas of St Helens, Warrington and Halton comprise a single Housing Market Area and that St Helens also has significant housing market and migration linkages with Knowsley and Wigan. The draft Liverpool City Region SHELMA, published in 2017, assessed housing needs across the whole City Region and West Lancashire but excluding Warrington.
- 4.15.7 The St Helens SHMA update 2018 used more recently published household and population projections, together with updated data linked to the development of the employment site allocations in Policy LPA03 of this Plan, to assess the housing OAN figures. It did so by assessing a range of demographic and economic led scenarios, for example: using assumptions concerning the expected rate of jobs growth; the numbers of supporting jobs that would be generated; employment rates; and commuting patterns.
- 4.15.8 Whilst the scenarios in the SHMA update 2018 indicate a range of annual housing needs figures, the scenario that is considered to be the most realistic gives rise to a figure of 486 net new dwelling completions per annum<sup>28</sup>.

#### The housing requirement

- 4.15.9 It has been established (see the reasoned justification to Policy LPA01) that the Borough does not need to accommodate any housing needs arising in any neighbouring local authority area, and that no neighbouring local authority has capacity within their urban area(s) to accommodate any of the housing needs arising in St Helens Borough. As a result, and as no constraints have been identified that prevent the OAN from being met in full in the Borough, the housing requirement figure set out in Policy LPA04 equates to the identified OAN (of 486 dwellings per annum) for new housing. This requirement is net of (i.e., in addition to) dwellings required to replace any demolition losses that may take place during the Plan period. As it is an annual average it can be expected that variations in delivery over this period will occur.

#### Housing land supply

- 4.15.10 In accordance with Policy LPA01, a key priority is to maximise housing delivery on previously developed ('brownfield') land within existing urban areas. The St Helens Strategic Housing Land Availability Assessment (SHLAA) 2017 (as updated with the latest information as of 1 April 2021)

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<sup>28</sup> This figure is derived from the 'economic scenario 2', sensitivity option 3 set out in the SHMA Update 2018, albeit extended to cover the whole Plan period to 2037.

identifies that sites in the urban area had a total capacity of 6,114 dwellings. This figure includes sites with planning permission, sites under construction, other sites identified as suitable for housing and an allowance of 93 units per annum from small windfall sites of less than 0.25ha (based upon past delivery rates). The largest SHLAA sites are allocated as sites 9HA and 10HA in Policy LPA04.

- 4.15.11 Some of the SHLAA sites are subject to physical or other constraints that could affect their rate of development, for example due to the need to deal with contamination caused by previous industrial activities. An allowance of 15% has been made for reduced delivery on the SHLAA sites over the later years of the Plan period. Total delivery from sites in the urban area is expected to fall substantially short of the total housing delivery required under Policy LPA04. As a result, the proposed land supply includes a number of allocated sites that have been released from previous designation as Green Belt. This element of the supply includes a contingency of 20% to allow for potential delays in development, for example to allow for the provision of essential infrastructure in currently undeveloped areas and other issues that may affect supply. The overall contribution from the different sources of land is summarised in Tables 4.6 to 4.9.

#### Distribution of housing

- 4.15.12 In accordance with Policy LPA01, the housing land supply will be distributed across the Borough, albeit with a concentration in existing urban areas and the major urban extension planned at Bold. In total, the allocated brownfield sites (6HA, 9HA and 10HA) have an estimated capacity of 1,611 dwellings in the Plan period. The location of sites that have been released from the Green Belt has been determined by the St Helens Green Belt Review. In total, the former Green Belt sites (1HA, 2HA, 4HA, 5HA, 7HA, and 8HA) have an estimated capacity of 2,114 dwellings in the Plan period. Whilst this process has constrained the ability to identify suitable sites in some key settlements, all settlements will have opportunities for housing development either within them or nearby.

#### Density

- 4.15.13 To ensure that land is used efficiently, Policy LPA04 encourages the use of high densities in appropriate locations for example on sites that are close to town or district centres or to public transport facilities. Densities of less than 30 dwellings per hectare (dph) are discouraged except where there is a legitimate planning reason for them, for example to ensure that development integrates successfully with the prevailing built form of the area.
- 4.15.14 The density of development on each allocated site should be at or above the minimum figures given in Table 4.5. The stated capacities of each site listed in the table are indicative, reflecting the minimum densities and anticipated net developable areas set out. The actual capacity will also be determined having regard to the acceptability of specific proposals in relation to relevant national and local policies.

### Small sites

- 4.15.15 The Council is keen to promote the role of small sites in helping to meet its housing requirement. The St Helens Brownfield Register 2017 identifies 62 sites, with a combined capacity of 852 dwellings that are no larger than one hectare in size. This represents just over 10% of the total requirement for new housing from the date of the Register onwards. Further contributions in this respect can be anticipated from small greenfield sites identified (in the St Helens SHLAA 2017) and from the 'small sites' windfall allowance of 93 units per annum set out in the SHLAA.

**Table 4.6: Residual Housing Land Requirement 2021-2037**

Requirements	Dwellings
St Helens housing requirement (21 years from 1 Apr 2016 to 31 Mar 2037) at average of 486 per year	10,206
Net Completions from 1 April 2016 - 31 March 2021	3074
<b>Residual requirement over Local Plan period from 1 April 2021 to 31 March 2037</b>	<b>7132</b>

**Table 4.7: SHLAA Housing Land Supply 2021-2037**

SHLAA Supply 2021 – 2037 (as of 31.03.2021)	Dwellings
Total SHLAA supply– 1 April 2021 until 31 March 2037 (including non-Green Belt Local Plan allocation sites 6HA, 9HA and 10HA)	4626
SHLAA capacity reduction for non-delivery (15% of SHLAA identified capacity for years 6-16 of the Plan period including non-Green Belt Local Plan allocation sites 6HA, 9HA and 10HA) (2957 -15%)	-444
Residual SHLAA capacity over 16-year Plan period 1 April 2021 - 31 March 2037 (including non-Green Belt Local Plan allocation sites 6HA, 9HA and 10HA)	4182
Small sites allowance (93dpa) x 16 years (sites below 0.25ha / 5 dwellings)	1488
<b>Total Plan period capacity on non-Green Belt land</b>	<b>5670</b>

**Table 4.8: Green Belt Land Supply 2021-2037**

Green Belt Land Supply 2021-2037	Dwellings
Required capacity to be found on Green Belt land (7132-5670)	1462
20% increased allowance to be added to Green Belt required capacity (to allow for contingencies e.g.,	292

infrastructure provision, delays, lead-in times to start of housing delivery etc.)	
Overall required capacity of sites to be removed from the Green Belt	1754
<b>Total Plan period capacity of allocated sites removed from the Green Belt (sites 1HA, 2HA, 4HA, 5HA, 7HA and 8HA)</b>	<b>2114</b>

**Table 4.9: Total Supply over the Plan Period 2021-2037**

<b>Total Supply over the Plan Period 2021-2037</b>	<b>Dwellings</b>
Total Plan period capacity on non-Green Belt land	5670
Total Plan period capacity of allocated Green Belt sites	2114
<b>Total housing supply over Plan period (2021-2037)</b>	<b>7784</b>

### Permission in Principle

- 4.15.16 Under recent legislation, Permission in Principle (PiP) provides a new mechanism under which development, including the provision of new homes, may be permitted on suitable brownfield sites. The Council can grant PiP for a site upon receipt of a valid application or by entering a site in Part 2 of its Brownfield Land Register subject to various statutory requirements being met. Whilst this power has not (as at the end of 2018) been applied to any sites in St Helens Borough, the Council will continue to assess the merits of using the PiP mechanism in the future to boost housing delivery.

### Re-use of vacant dwellings

- 4.15.17 Council tax data confirms that in October 2017, 936 dwellings in St Helens Borough met the Government criteria for being long term vacant for six months or longer. The Council uses a number of methods in line with its Empty Homes Strategy to enable and encourage private owners to bring vacant dwellings back into use. As a result, the Council has enabled over 400 vacant dwellings to be brought back into use since April 2014. However, whilst this activity makes a contribution to meeting housing needs it must be balanced against the fact that the Council has only limited control over the overall number of vacant dwellings, which is affected by landowner decisions and other factors. For this reason, the housing supply figures in Tables 4.6 to 4.9 do not include an assumed contribution to the overall supply of housing from trends in the numbers of vacant dwellings.

### Phasing of delivery and housing trajectory

- 4.15.18 To ensure flexibility and choice in the housing market, Policy LPA04 does not phase the release of allocated housing sites into different parts of the Plan period up to 2037. However, in accordance with Policy LPA07 the

timing of delivery of some sites is likely to be influenced by the availability of any necessary infrastructure to serve the needs of the development.

- 4.15.19 The trajectory set out in Table 4.10 identifies at what stages delivery of new housing required over the Plan period can be anticipated. It is assumed that the majority of housing on most sites allocated in Policy LPA04 will be developed within the Plan period. Where a longer delivery schedule is expected (extending beyond 2037) the expected delivery within the Plan period has been estimated on the basis of assumptions concerning the number of developers who would be likely to be active on each site and the likely delivery rates from each.

**Table 4.10: Housing Trajectory**

Year	Allocated Sites (-15% discount to years 6-16 for non-Green Belt sites 6,9 and 10ha)	Other Supply - 15% discount (sites without planning permission (SHLAA), with planning permission and under construction)	Small sites allowance	Total Dwellings
2021/22	0	242	93	335
2022/23	22	318	93	433
2023/24	89	336	93	518
2024/25	219	230	93	542
2025/26	305	162	93	560
2026/27	285	68	93	446
2027/28	307	428	93	828
2028/29	320	305	93	718
2029/30	346	166	93	605
2030/31	277	82	93	451
2031/32	239	184	93	517
2032/33	227	134	93	454
2033/34	227	47	93	366
2034/35	227	26	93	345
2035/36	227	26	93	345
2036/37	227	3	93	322
<b>Total</b>				<b>7784</b>

**Figure 4.3: Housing Trajectory – Year to Year**



4.15.20 A graphical representation of the year-to-year housing trajectory set out in Table 4.10 is shown at Figure 4.3.

4.15.21 The delivery of housing will be monitored over the Plan period. If at any stage delivery falls below 95% of the required level over the previous three years, the Council will prepare an action plan (in accordance with the Housing Delivery Test set out in national planning policy) to address the causes of under-delivery. If delivery or current deliverable land supply falls substantially below the required level, the Council may undertake a Local Plan update to bring forward additional sites such as those that are safeguarded under Policy LPA05.

Five year housing land supply

4.15.22 The following tables provide the current housing land supply position and set out the key assumptions and parameters used to calculate it.

**Table 4.11: Local Plan 5 Year Supply Position 31.03.2021**

Local Plan 5 Year Housing Requirement	
Local Plan Annual Housing Requirement	486
Local Plan Housing Requirement 2016-2037 (486x21)	10206
Net Completions 2016-2021	3074
Local Plan Residual Housing Requirement 2021-2037 (10206-3074)	7132



Local Plan Residual Annual Housing Requirement 2021-2037 (7132/16)	446
Local Plan Housing Requirement 2021 - 2026 (446 x 5)	2230
Local Plan Housing Requirement 2021 - 2026 (5% buffer applied)	2342
Annualised Housing Requirement (2342/5)	468

**Table 4.12: Local Plan 5 Year Supply as of 31.03.2021**

<b>Local Plan 5 year supply as of 31.03.2021</b>	
Large sites - planning permission not started (including SHLAA 2017 sites that have since gained planning permission but not started)	475
Large sites - planning permission under construction (including SHLAA 2017 and new large sites with planning permission and under construction)	605
Large sites - SHLAA sites (including SHLAA 2017 sites with planning permission that has now expired)	208
Local Plan Allocations (including those previously counted as SHLAA sites, 6HA, 9HA and 10HA)	635
Small sites allowance (93 x 5)	465
5 year supply	2,388
Number of years supply of deliverable housing land (2388/468)	5.1

#### Green Belt Exceptional circumstances

- 4.15.23 The following paragraphs articulate the exceptional circumstances justifying the removal of land from the Green Belt on a site-by-site basis. This builds on the exceptional circumstances strategic case as set out in the Reasoned Justification to Policy LPA01, and the following should be read in that context.

#### 1HA – Land south of Billinge Road, East of Garswood Road and West of Smock Lane, Garswood

- 4.15.24 The Green Belt Review (2018) found the parcel of land corresponding to this site to make a 'low' overall contribution to the Green Belt purposes. In summary, all sides of the site have strong boundaries, and it is therefore well contained. The strategic gap between Billinge and Garswood could also be maintained notwithstanding the release of this site from the Green Belt. It also found the site to have 'good' development potential. The site is in a sustainable location within walking distance of a local shop and public transport links, including the nearby railway station. Safe access to the site can be provided, and a suitable sustainable drainage scheme also. Indeed, development of this site could help solve flooding issues in the surrounding urban area. The Sustainability Appraisal (SA) found development of the site would result in a high number of positive effects.

### 2HA – Land at Florida Farm (South of A580), Slag Lane, Blackbrook

- 4.15.25 The Green Belt Review (2018) found the parcel of land generally reflecting this site to make a ‘low’ overall contribution to the Green Belt purposes, with strong permanent boundaries and not having a sense of openness or countryside character. In summary, there is existing residential development on three sides of the site, and the East Lancashire Road (A580) on the fourth side. It also found the site to have ‘good’ development potential. The site is in a sustainable location with good levels of accessibility to key services and jobs (including at the Haydock Industrial Estate). The site presents no technical constraints that cannot be satisfactorily addressed. Indeed, the provision of flood mitigation measures for the site could have the beneficial effect of helping alleviate flooding in the wider area. The SA found development of the site would have a mixed impact on achieving SA objectives, with a high number of positive effects, including good access to public transport and employment opportunities.

### 4HA – Land bounded by Reginald Road / Bold Road / Travers Entry / Gorsey Lane / Crawford Street, Bold (Bold Forest Garden Suburb)

- 4.15.26 The Green Belt Review (2018) found the parcels of land that form this site make a ‘low’ to ‘medium’ contribution to the purposes of the Green Belt, with ‘good’ development potential. The land on which the site is located forms a notable indent in the alignment of the southern edge of the built-up area of St Helens. Whilst there are open views across the parcel, it has strong, robust physical boundaries including existing development to the north, east and west, and Gorsey Lane to the south. The site has good levels of accessibility to jobs in nearby industrial areas, and to public transport services, including via St Helens Junction railway station.
- 4.15.27 The site would be sufficiently large to include new social infrastructure (i.e. a new primary school, local retail centre and potentially health facilities). It is a major strategic opportunity to provide a wide range of new housing in an area that is close to some of the more deprived parts of the Borough and incorporate and deliver the framework and philosophies of the Bold Forest Park Area Action Plan. There are no technical constraints to development of this site that cannot be satisfactorily addressed. Due to its scale and location, development of this site would contribute strongly towards meeting the strategic aims and objectives of the Local Plan.

### 5HA – Land South of Gartons Lane and former St. Theresa’s Social Club, Gartons Lane, Bold

- 4.15.28 The Green Belt Review (2018) found the parcel of land generally corresponding to this site boundary to make a ‘low’ overall contribution to the purposes of the Green Belt, benefitting from a high degree of visual enclosure with strong, robust boundaries. The Review also found the site to have ‘good’ development potential. The site is in a sustainable location with good transport links, including safe, convenient access by foot to the nearest local centre, bus stops and a railway station. It would form a natural expansion of the surrounding settlement and help deliver a range of housing in a relatively deprived area. Development of the site also provides the opportunity to facilitate improvements in line with the Bold

Forest Park Area Action Plan. The SA found development of the site would have a mixed impact on the achievement of SA objectives, with a high number of positive effects.

7HA – Land West of the A49 Mill Lane and to the East of the West Coast Mainline railway line, Newton-le-Willows

- 4.15.29 The Green Belt Review (2018) found the parcel of land containing this site to make a ‘low’ overall contribution to the purposes of the Green Belt, given its strong boundaries, high level of enclosure and the brownfield nature of much of the site. It does not have a strong sense of openness or countryside character. The Review also considered the site to have ‘good’ development potential. The site is in a sustainable location within a convenient walking distance of a local centre, various employment areas (existing and planned), a railway station and other public transport facilities. There are no technical constraints on the site that cannot be satisfactorily addressed. The SA concluded that development of the site would result in a high number of positive effects. This site is of particular significance given its brownfield nature, and the importance of making effective use of such land, where appropriate.

8HA – Land South of Higher Lane and East of Rookery Lane, Rainford

- 4.15.30 The Green Belt Review (2018) found the sub-parcel of land reflecting this site boundary to make a ‘low’ overall contribution to the Green Belt purposes given its limited role in preventing sprawl and the merging of settlements. It also has strong boundaries and a high degree of visual containment. The Review found the site to have ‘good’ development potential. The site is sustainable, with good access to public transport, the local highway network and employment areas. There are no technical constraints that cannot be satisfactorily addressed. The SA found that development of the site will have a mixed impact on the achievement of SA objectives, with a high number of positive impacts. The location of the site also aligns with the Plan’s spatial strategy as Rainford is identified as a Key Settlement.

## 4.16 Policy LPA04.1: Strategic Housing Sites

### Policy LPA04.1: Strategic Housing Sites

1. The following sites allocated under Policy LPA04<sup>29</sup> shall constitute Strategic Housing Sites:
  - 2HA: Land at Florida Farm (South of A580), Slag Lane, Blackbrook
  - 4HA: Land bounded by Reginald Road / Bold Road / Travers Entry / Gorse Lane / Crawford Street, Bold (Bold Forest Garden Suburb)
  - 5HA: Land South of Gartons Lane and former St. Theresa's Social Club, Gartons Lane, Bold
  - 6HA: Land at Cowley Street, Cowley Hill, Town Centre
  - 9HA: Former Linkway Distribution Park, Elton Head Road, Thatto Heath
  - 10HA: Moss Nook Urban Village, Watery Lane, Moss Nook
2. Any planning application for development within a Strategic Housing Site must be supported by a comprehensive masterplan covering the whole site that must set out details of at least:
  - a) amount of development and proposed uses;
  - b) phasing of development across the whole site;
  - c) indicative layout and design details for the whole site that must provide for an attractive built form with high quality landscaping when viewed from within the development and elsewhere;
  - d) measures to provide good levels of accessibility to the whole site from the surrounding area by public transport, walking and cycling;
  - e) indicative layout promoting permeability and accessibility by public transport, cycling and walking;
  - f) a Green Infrastructure Plan addressing biodiversity, geodiversity, greenways, (including any proposed new greenways as referred to in Policy LPC07), ecological network, landscape character, trees, woodland and water storage in a holistic and integrated way;
  - g) measures to address any potential flood risk and surface water drainage issues in accordance with Policy LPC12;
  - h) measures to promote energy efficiency and generation of renewable or low carbon energy in accordance with Policy LPC13;
  - i) a comprehensive strategy for the provision of all new, expanded and / or enhanced infrastructure that is required to serve the development of the whole site; and

<sup>29</sup> Within the list of Strategic Housing Sites, sites 9HA, and 10HA are subject to existing planning permissions for housing led development. The boundaries of the Strategic Housing sites are identified on the Policies Map.

- j) details of how development of the site as a whole would comply with other relevant policies of the Local Plan.
3. Detailed development proposals within a Strategic Housing Site will be required, subject to compliance with Policy LPA07, to provide or make financial contributions towards the provision, expansion and / or enhancement of transport infrastructure (including road, public transport, cycling and pedestrian infrastructure) and / or other infrastructure to serve the needs of the development. Such provision may be either on-site or off-site and must be provided in time to meet the needs of the development. Where a specific development proposal would only cover part of a Strategic Housing Site, the provision and / or contributions must be in accordance with the comprehensive masterplan for the whole site referred to in paragraph 2 of this Policy.
  4. The masterplans for each Strategic Housing Site, and any planning application for development within any other allocated housing site, must address the indicative requirements set out in appendix 5 (in the case of sites 2HA, 5HA, 6HA, 9HA and 10HA) and Policy LPA11 (in the case of site 4HA).

#### 4.17 Policy LPA04.1: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 2, SA 4, SA 5, SA 6
<b>Strategic Objectives Met</b>	SO 1.1, SO 2.1, SO 4.1, SO 5.1, SO 6.2, SO 6.3
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Masterplanning process</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

#### 4.18 Reasoned Justification

- 4.18.1 The sites in Policy LPA04.1 are considered to be strategic as, given their scale (with an indicative capacity of more than 300 dwellings each), they will play a significant role in the delivery of the overall strategy of the Plan. It is anticipated that during the Plan period these sites will deliver the bulk of housing required to meet need. Other sites identified for allocation by Policy LPA04 are not considered large enough to warrant a strategic allocation. Whilst it is anticipated that such sites will yield smaller numbers of homes compared to strategic sites, their allocation will support the overall delivery of housing and they will be a key part of the supply, balancing out the phased delivery that is likely to result from the build out of the large Strategic Housing Sites.

## 4.19 Policy LPA05: Safeguarded Land

### Policy LPA05: Safeguarded Land

1. The sites identified as Safeguarded Land on the Policies Map have been removed from the Green Belt in order to meet longer term development needs well beyond this Plan period. Such Safeguarded Land is not allocated for development in this Plan period. The future uses that the sites are safeguarded for are listed in Tables 4.13 and 4.14.
2. Planning permission for the development of the safeguarded sites for the purposes identified in Tables 4.13 and 4.14 will only be granted following a future Local Plan update (full or partial) that proposes such development based on the evidence showing a need for additional land or issues with the supply of land identified by this Local Plan. Otherwise, proposals for housing and employment development of safeguarded sites in this Plan period will be refused.
3. Other forms of development on Safeguarded Land will only be permitted where the proposal is:
  - a) necessary for the operation of existing permitted use(s) on the land; or
  - b) for a temporary use that would retain the open nature of the land and would not prejudice the potential future development of the land for the purposes stated for each site in Tables 4.13 and 4.14.
4. Development on any other site that would prevent or limit development of Safeguarded Land for its potential future uses identified in Tables 4.13 and 4.14 will not be permitted.

**Table 4.13: Safeguarded Land for Employment**

Reference Number	Site Name	Area (hectares)
1ES	Omega North Western Extension, Bold	29.98
2ES	Land North East of Junction 23 M6, (South of Haydock racecourse), Haydock	55.90
<b>Employment Total</b>		<b>85.88</b>

**Table 4.14: Safeguarded Land for Housing**

Ref.	Site Name	Area (hectares)	NDA <sup>30</sup> (indicative)	Density (dwellings per hectare)	Capacity <sup>31</sup> (indicative)
1HS	Land South of Leyland Green Road, North of Billinge Road and East of Garswood Road, Garswood	12.92	75%	30	291
2HS	Land between Vista Road and Belvedere Road, Earlestown	7.92	75%	30	178
3HS	Former Eccleston Park Golf Club, Rainhill Road, Eccleston	49.00	65%	30	956 <sup>32</sup>
4HS	Land East of Newlands Grange (former Vulcan works) and West of West Coast mainline, Newton-le-Willows	13.51	75%	35	355
5HS	Land West of Winwick Road and South of Wayfarers Drive, Newton-le-Willows	7.29	75%	35	191
6HS	Land East of Chapel Lane and South of Walkers Lane, Sutton Manor	5.04	75%	30	113
7HS	Land South of Elton Head Road (adjacent to St. John Vianney Primary School), Thatto Heath	3.72	75%	30	84
8HS	Land South of A580 between Houghtons Lane and Crantock Grove, Windle	52.69	65%	30	1,027
<b>Housing Total</b>					<b>2,739</b>

<sup>30</sup> 'NDA' is the estimated 'net developable area' of each site.

<sup>31</sup> The capacity of each safeguarded site would be assessed further prior to any decision to allocate it for development in a future Local Plan.

<sup>32</sup> The capacity of 3HS may be capped in the region of 500 until highways capacity issues in the area are addressed.

## 4.20 Policy LPA05: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 4, SA 5, SA 6
<b>Strategic Objectives Met</b>	SO 1.1, SO 4.1, SO 5.1, SO 6.2
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Future update of Local Plan (to consider any need to release safeguarded land for development)</li> </ul>

## 4.21 Reasoned Justification

- 4.21.1 In accordance with Policy LPA01, the sites listed in Tables 4.13 and 4.14 have been safeguarded to meet potential long term development needs. Whilst they have been removed from the Green Belt, they are not allocated for development before 2037. Their purpose is to ensure that the new Green Belt boundaries set by this Plan can endure well beyond 2037. The reasons why specific sites are safeguarded rather than allocated for development before 2037 are set out in the St Helens Green Belt Review 2018. The safeguarded sites are protected from other forms of development that would prevent or significantly hinder their future development for the uses identified in Tables 4.13 and 4.14. This is to ensure that, potentially, they could be used for these purposes in the future.
- 4.21.2 The development of the safeguarded sites for the purposes in Tables 4.13 and 4.14 will only be acceptable if a future Local Plan update, either full or partial, confirms that such development is both acceptable and required, and proceeds to allocate such sites for development in that update. The Council may undertake and bring into effect such a Local Plan update within the current Plan period of 2020-2037, should this be required and justified by the latest evidence. This is likely to be informed by the level of need for housing and / or employment development (whichever use is identified for the specific site) compared to site supply, infrastructure capacity and needs, and any other factors that may affect the delivery of the sites at that time.
- 4.21.3 The estimated combined capacity of the two sites (1ES and 2ES) safeguarded for employment use is 85.88ha. Of these sites, Site 1ES would form an extension to Omega North in Warrington whilst Site 2ES would form an easterly expansion of Haydock Industrial Estate, albeit on the opposite side of the M6. The timing, form and extent of any development that may be acceptable in the future on these sites is likely to be influenced by the need to ensure a phased approach to meeting overall employment needs and the extent to which current constraints affecting these sites have been overcome. In the case of Site 1ES, these include the need to ensure that the site can be satisfactorily accessed from the highway across land outside the site and that the site can be developed, in conjunction with other sites, without causing unacceptable impacts on the



highway network in Warrington. In the case of Site 2ES, the form and extent of any development that may be acceptable in the future is likely to be influenced by its interrelationship with Junction 23 of the M6, where a need for substantial improvements (likely to include enlargement of the junction) to enhance junction capacity within the Plan period has been identified (see Policy LPA06).

- 4.21.4 The estimated combined capacity of the sites safeguarded for housing is 2,739 dwellings. To this can be added the indicative post-2037 delivery of 3,223 dwellings projected on the allocated housing sites 2HA, 4HA, 5HA, 6HA and 10HA (see Policy LPA04, Table 4.5) the delivery of which is expected to continue well beyond 2037. Further contributions are likely to be made from windfall sites and other sources after 2037. It should also be noted that household growth rates in St Helens Borough are currently projected to reduce in the years up to, and after, 2037, meaning that it is likely that post-2037, housing needs may be lower than between 2020 and 2037.
- 4.21.5 The safeguarded housing sites have been identified in a range of locations across the Borough. Although the safeguarded sites may be suitable for development in the future, they are not identified for development in the Plan period due to the need to ensure a suitably phased release of housing sites to meet needs, and the need to overcome specific constraints affecting individual sites. Further information concerning these constraints is set out in the St Helens Green Belt Review 2018.

#### Green Belt Exceptional circumstances

- 4.21.6 The following paragraphs articulate the exceptional circumstances justifying the removal of land from the Green Belt on a site by site basis for safeguarding for development beyond the end of the plan period. This builds on the exceptional circumstances strategic case as set out in the Reasoned Justification to Policy LPA01, and the following should be read in that context.

#### Employment safeguarded sites

##### 1ES – Omega North Western Extension, Bold

- 4.21.7 The Green Belt Review (2018) found the sub-parcel of land reflecting this site boundary to make a ‘medium’ overall contribution to the Green Belt purposes as it contains no inappropriate development and has open views across the site, but it is bordered by large scale built development at Omega North and the M62 and therefore only has a moderate countryside character. It should be noted that this contrasts with the scoring of other Green Belt parcels in this area which were found to make a ‘high’ or ‘high+’ contribution to the Green Belt purposes.
- 4.21.8 The site has potential to form a logical extension to the Omega employment site. However, there are current highway and accessibility constraints that would require mitigation, including the provision of access across land in separate ownership. Further, as Junction 8 of the M62 experiences congestion and capacity issues, the cumulative impacts of development of this site would need to be addressed in conjunction with Warrington Borough Council and National Highways. Due to the location

of the site within 1km of an area of 20% of the most deprived population in the UK, development of this site would help to reduce poverty and social exclusion. This site therefore has clear potential to meet longer term employment needs, and by safeguarding it, there is time to address the highways and access issues noted.

2ES – Land North East of Junction 23 M6 (South of Haydock racecourse), Haydock

- 4.21.9 The Green Belt Review found the parcel of land generally reflecting this site boundary to make a ‘high’ overall contribution to the Green Belt purposes. Whilst ordinarily a site with such a score would not be considered further, there is a clear need to provide sufficient land for employment both within the plan period, and beyond it. Given the importance of meeting such needs, coupled with the potential of the site to meet the size and locational requirements of the market, there are exceptional circumstances to safeguard this site for longer term needs beyond the Plan period. Whilst there are clear harms in relation to the development of this site, including harm to Green Belt and adverse landscape impacts, it should also be noted that the site is located within 1km of an area with the 20% most deprived population in the UK, so development here in the longer term would help to reduce poverty and exclusion. Whilst the site did not score as well as the allocated employment sites through the Green Belt Review, the need to make provision for employment land beyond the Plan period forms the basis for the exceptional circumstances to justify the removal of this site from the Green Belt for safeguarding.

Housing safeguarded sites

1HS – Land south of Leyland Green Road, North of Billinge Road and East of Garswood Road, Garswood

- 4.21.10 The Green Belt Review (2018) found the sub-parcel of Green Belt land containing this site to make a ‘medium’ contribution to the Green Belt purposes and has a ‘medium’ development potential. The site is within walking distance of a local convenience shop and is readily accessible by bus and rail. There are not considered to be any technical constraints to delivering development on this site that cannot be satisfactorily addressed over the necessary timeframe. However, as the site projects further into the countryside than housing allocation 1HA, it is considered to be a less logical extension to the village within the Plan period. On that basis, site 1HA is allocated for development within the Plan period, and this site is safeguarded for development subsequent to that, beyond the end of the Plan period to meet longer term needs, creating a logical phased extension of the village both within and beyond the Plan period.

2HS – Land between Vista Road and Belvedere Road, Earlestown

- 4.21.11 The Green Belt Review (2018) found the sub-parcel of land that contains this site to make a ‘medium’ contribution overall to the Green Belt purposes, and also found the site to have ‘good’ development potential. The site proposed for safeguarding sits within a notable indentation in the existing urban edge and benefits from clearly defined boundaries. There are not considered to be any technical constraints that cannot be

addressed satisfactorily to enable this site to meet development needs beyond the end of the Plan period.

### 3HS – Former Eccleston Park Golf Club, Rainhill Road, Eccleston

- 4.21.12 The Green Belt Review (2018) found the parcel of land that generally reflects the boundary of this site to make a 'low' overall contribution to the Green Belt purposes, due to its strong boundaries and because of the extent of urban development around its boundaries and its limited role in preventing the merging of settlements. However, the site is identified as being affected by a number of constraints that will have a significant impact on its net developable area and deliverability of development within it, including its use as a golf course, constraints in relation to the highway network and some physical constraints within the parcel itself, including electricity pylons, the proximity of the railway line in noise terms, woodland to the north of the parcel and some infrastructure assets running through the parcel as advised by United Utilities.
- 4.21.13 Notwithstanding this, the site has good accessibility to a range of services, jobs, and public transport (including Eccleston Park railway station). The safeguarding of this site is justified to help meet development needs beyond the Plan period and will provide sufficient time to satisfactorily address the identified constraints, and exceptional circumstances are therefore justified.

### 4HS – Land East of Newlands Grange (former Vulcan works) and West of West Coast mainline, Newton-le-Willows

- 4.21.14 The Green Belt Review (2018) found the parcel of land that contains this site to make a 'low' overall contribution to the purposes of the Green Belt and has 'medium' development potential. The site is in a sustainable location, within walking distance of a local convenience shop and public transport facilities. However, the highway network in the surrounding area has a number of constraints, and further work is required prior to development coming forward. Further, attenuation measures will be required to limit noise from the railway line running along the eastern site boundary. However, the site is considered able to contribute to potential development needs beyond the end of the Plan period, and by safeguarding the site, there is sufficient time for the above issues to be addressed.

### 5HS – Land West of Winwick Road and South of Wayfarers Drive, Newton-le-Willows

- 4.21.15 The Green Belt Review (2018) found the sub-parcel of land within which this site sits to make a 'low' overall contribution to the Green Belt purposes and have 'medium' development potential. The site is within a sustainable location, close to a railway station. The site is affected by a number of constraints, which will require further investigation before development can be brought forward, including the difficulty of providing a secondary access to the site, the proximity to a Local Wildlife Site and a historic landfill site in close proximity to the site (to the south), and associated potential contamination issues. There is also a railway line to the east of the site, so noise attenuation measures would be required. The sub-parcel is

considered suitable to help meet needs in the longer term beyond the Plan period, and the safeguarding of the site will enable the required further investigation in relation to the above constraints to make efficient use of land within the site.

#### 6HS – Land East of Chapel Lane and South of Walkers Lane, Sutton Manor

- 4.21.16 The Green Belt Review (2018) found the sub-parcel of land that reflects this site to make a 'low' overall contribution to the Green Belt purposes as it is well contained with strong boundaries and does not significantly contribute to the wider strategic gap. The site has 'medium' development potential. The site does project notably outwards into the countryside from the current urban edge and is considered more suitable as a longer term extension of the urban area, contributing to meeting housing needs after the end of the Plan period. Other technical constraints on the site (such as the presence of protected woodland and a Local Wildlife Site) are considered able to be satisfactorily addressed.

#### 7HS – Land South of Elton Head Road (adjacent to St. John Vianney Primary School), Thatto Heath

- 4.21.17 The Green Belt Review (2018) found the sub-parcel that broadly reflects this site boundary to make a 'low' contribution to the Green Belt purposes as it is well contained with strong boundaries and does not significantly contribute to the wider strategic gap. The site was also considered to have 'medium' development potential. The site is sustainably located within walking distance of a local convenience shop and accessible by public transport users and the local highway network. As the surrounding area includes opportunities for redevelopment of previously developed sites, to ensure an appropriate phasing of development within the Thatto Heath area, it is appropriate to delay any development on this site until after the end of the Plan period. Therefore, it is safeguarded to meet development needs for the longer term.

#### 8HS – Land South of A580 between Houghtons Lane and Crantock Grove, Windle

- 4.21.18 The Green Belt Review (2018) found the parcel of land that reflects this site boundary to make a 'low' overall contribution to the Green Belt, with a 'medium' development potential. The site comprises a significant greenfield site that forms a sizeable outward extension of the urban area into the countryside. The site also has a number of technical issues which would need to be addressed prior to development, including required significant improvements to highways infrastructure and suitable ecological evidence in relation to the potential of the site to provide functionally linked habitat for bird species, which may require a mitigation strategy. Such issues could take some time to address. Furthermore, given the scale of the site, some social infrastructure (such as a primary school) is likely to be required. There are further physical constraints in relation to the site, which could likely be addressed satisfactorily. On the basis of the above, this site provides the opportunity to meet longer term development needs and safeguarding the site will provide sufficient time to address the identified issues.

## 4.22 Policy LPA06: Transport and Travel

### Policy LPA06: Transport and Travel

1. The Council's strategic priorities for the transport network are to facilitate economic growth, enable good levels of accessibility between homes, jobs and services, improve air quality and minimise carbon emissions. To achieve these priorities, it will seek to:
  - a) Secure the delivery of new or improved road, rail, walking, cycling, and / or bus infrastructure where required;
  - b) Ensure that new development is sufficiently accessible by road transport, walking, cycling and public transport;
  - c) Secure improvements to existing motorway capacity and infrastructure with particular priority being given to the M6 Junction 23 and M62 Junction 7;
  - d) Improve the accessibility to jobs, homes and services by all modes of transport and protect opportunities to achieve such improvements;
  - e) Secure the delivery of:
    - i) a new rail station at Carr Mill;
    - ii) any necessary improvements to local stations and rail lines;
    - iii) the proposed Skelmersdale Rail Link; and
    - iv) any infrastructure required to deliver HS2 or HS3 (Northern Powerhouse Rail);
    - ... and
  - f) Protect former railway lines and corridors from development that could hinder their future re-use for sustainable modes of transport.
2. All proposals for new development that would generate significant amounts of transport movement must be supported by a Transport Assessment or Transport Statement, the scope of which must be agreed by the Council.
3. New development will only be permitted if it would:
  - a) maintain the safe and efficient flow of traffic on the surrounding highway network. Development proposals will not be permitted where vehicle movements would cause severe harm to the highway network;
  - b) be located and designed to enable a suitable level of access (having regard to the scale and nature of the proposal) to existing and / or proposed public transport services;
  - c) provide appropriate provision of charging points for electric vehicles;
  - d) enable good levels of accessibility by walking and cycling between homes, jobs and services;
  - e) provide for safe and convenient pedestrian, cycle and vehicular access and movement to, from and within the development;
  - f) include adequate access arrangements for emergency, service and refuse collection vehicles; and

- g) provide sufficient on-site parking for persons of limited mobility, service vehicles, and cycles that must at least meet the Council's minimum standards, and adequate parking for all other vehicles.
4. To minimise air and noise pollution and carbon emissions, non-residential forms of development that would generate a significant amount of transport movement by employees or visitors must be supported by suitably formulated Travel Plans. Conditions and/or legal agreements will be used to ensure that Travel Plans submitted in such cases are fully implemented and monitored.
  5. Development that would generate significant movement of freight must be located where there is a safe, convenient, and environmentally acceptable access route to a suitable part of the Key Route Network. The part of the Network that is marked as 'Key Route Network – non freight' on the Policies Map shall not be regarded as suitable in this context. Access into a new development (of any land use) directly from the Key Route Network will only be allowed if this would not unduly restrict the capacity of the road or cause harm to highway safety, and where no more suitable alternative exists or would be provided by the development.
  6. Direct access from new development on to the Strategic Road Network will only be permitted as a last resort, where agreed by National Highways and where the necessary levels of transport accessibility and safety could not be more suitably provided by other means.
  7. Where rail facilities are available or would be made so as part of a development generating significant movement of freight, this will be regarded as a benefit.
  8. Development proposals must not prevent or jeopardise the implementation of planned transport schemes unless it has been demonstrated to the satisfaction of the Council that:
    - a) the transport scheme is no longer required;
    - b) there is a feasible and viable alternative to it; or
    - c) the benefits of the proposed development would outweigh those of the planned transport scheme.

Planned transport schemes include but are not limited to proposals for new or upgraded footpath, cycle path, bridleway, road, rail, bus and / or other public transport facilities that would be on the same site as, adjacent to or be otherwise affected by the development.

9. Further details of the operation of this Policy, for example those related to the Council's vehicle and cycle parking standards, standards for vehicle charging point provision, and to the requirements concerning transport assessments, transport statements and travel plans will be set out in a future review of the Council's Ensuring a Choice of Travel Supplementary Planning Document.

#### 4.23 Policy LPA06: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 3
<b>Strategic Objectives Met</b>	SO 3.1
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Liverpool City Region: A Transport Plan for Growth and supporting strategies</li> <li>• Merseyside Local Transport Plan 2011</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

#### 4.24 Reasoned Justification

- 4.24.1 An effective transport network is needed to support a strong economy and a strong community. Quality environments that are conducive to walking and cycling can contribute to a healthier lifestyle. The measures and priorities identified in Policy LPA06 should help support economic growth, improve access to employment and services and support a healthier lifestyle. These priorities reflect those in A Transport Plan for Growth (published by the Liverpool City Region Combined Authority) and its supporting strategies.

##### Carbon Emissions and air quality

- 4.24.2 Transport is a major source of carbon emissions that, in turn, are a major cause of climate change. Therefore, transport can play a key part in the development of a low carbon economy. Many of the priorities identified in this Policy will play an important part in helping to reduce carbon emissions resulting from transport and therefore supporting the Council's Climate Change Emergency declaration. Measures to reduce the need to travel, widen travel choice and reduce dependence on the private car, alongside investment in low-carbon vehicle technologies are an important part of helping to meet national climate change targets. Similarly, they form an important part of the Council's drive to tackle air quality issues, particularly (but not exclusively) within Air Quality Management Areas, some of which adjoin major roads (see Policy LPD09 for further details).

##### Transport Assessments

- 4.24.3 Development proposals that are likely to generate a significant number of journeys require close scrutiny to identify the highway issues and potential solutions associated with them. In such cases, a more detailed assessment of the extent to which the development will contribute to the following aims, in the form of a Transport Assessment, may be requested:
- a) Enabling access by all users or occupiers of the development to a suitable range of viable means of transport;
  - b) Limiting any harm from traffic in respect of safety issues, noise, and air pollution or to local amenity; and

- c) Ensuring safe and easy access to and from the development for all of its users.

### Travel Plans

- 4.24.4 A Travel Plan can help reduce the number of car trips to a development. Travel Plans aim to reduce the number of journeys needed, where possible, and to encourage choice and the use of sustainable means of transport by the occupiers of new developments. This includes, for example, car-sharing, working from home, awareness-raising campaigns, or subsidised public transport season tickets. Travel Plans should be used to ensure that travel demand arising from new development will make the best use of sustainable transport.

### Merseyside Local Transport Plan

- 4.24.5 The Merseyside Local Transport Plan 3 (LTP3) provides a long-term strategy and delivery programme of transport investment and service improvements for the period 2011-2024. It aims to give Merseyside a safer, more sustainable, efficient, and integrated transport network that is accessible to all. As well as St Helens Borough it covers Liverpool, Knowsley, Sefton, and Wirral.
- 4.24.6 LTP3 has the following vision:

*“A city region committed to a low carbon future, which has a transport network and mobility culture that positively contributes to a thriving economy and the health and wellbeing of its citizens and where sustainable travel is the option of choice”*

### A Transport Plan for Growth

- 4.24.7 The Liverpool City Region Combined Authority document A Transport Plan for Growth, aims to improve the social, environmental, and economic wellbeing of the City Region, by delivering a world-class transport network. It brings together the existing Local Transport Plans of Merseyside and Halton. The Transport Plan for Growth has been developed to provide a clear vision for a successful transport provision in the City Region, and act as an investment plan to promote and support economic growth. The City Region authorities will continue to work together to produce a new Local Transport Plan for the whole area from 2025.

### Key Route Network

- 4.24.8 The Liverpool City Region Key Route Network establishes, for its most important roads, the same standards of road and traffic management; thereby providing a consistent and integrated network. The Key Route Network in St Helens Borough includes lengths of the A570, A580 and A58. Whilst much of it is suitable for the movement of freight, this does not apply to the length of the A58 linking St Helens to Prescot. The Network is substantially based upon the Strategic Freight Route identified in the Merseyside Freight Strategy (LTP3 Annex 4, 2011), and is shown on the Policies Map and illustrated on the Key Diagram.



### Proposed Major Road Network

- 4.24.9 As part of the Transport Investment Strategy published in 2017, the Government committed to creating a Major Road Network (MRN). Draft proposals were issued for consultation, outlining how a new MRN would help the Government deliver a number of objectives, including supporting housing delivery and economic growth. The creation of an MRN will allow for dedicated funding from the National Roads Fund to be used to improve this middle tier of the busiest and most economically important local authority 'A' roads. Parts of the A58 and A570, and the whole of the length of the A580 which falls in St Helens, have been proposed for inclusion in the MRN.

### Supporting Supplementary Planning Guidance

- 4.24.10 A new SPD will be prepared to support the implementation of this Policy. The existing Ensuring Choice of Travel SPD will be updated as part of this process.

## 4.25 Policy LPA07: Infrastructure Delivery and Funding

### **Policy LPA07: Infrastructure Delivery and Funding**

#### Protection, improvement and provision

1. The Council will seek to ensure satisfactory provision of all forms of infrastructure that are required to serve the needs of the local community by:
  - a) Protecting existing infrastructure from being lost where there is an identified need for it;
  - b) Supporting the improvement of existing infrastructure where there is an identified need for such improvement;
  - c) Safeguarding land for planned new or improved infrastructure where there is an identified need for it;
  - d) Seeking developer contributions in accordance with paragraphs 2 to 7 of this Policy; and
  - e) Requiring new community facilities and other social infrastructure to be located where they would be accessible by a choice of sustainable modes of transport and, where possible, clustered with other such facilities.

#### Developer Contributions

2. Subject to compliance with relevant legislation and national policy, development proposals will be expected to include or contribute to the provision, improvement or replacement of infrastructure that is required to meet needs arising from the development proposal. This may include direct provision of on-site or off-site infrastructure and / or financial contributions that will be secured by:
  - a) Section 106 planning obligations (or other legally binding agreements); and / or
  - b) A tariff based system such as the Community Infrastructure Levy.
3. Where the suitability of development depends upon the provision of additional or improved infrastructure or service capacity, that development should be phased to coincide with the provision of such infrastructure or capacity.
4. In applying this Policy, regard will be had to relevant evidence including the latest version of the St Helens Infrastructure Delivery Plan.

Economic Viability

5. When assessing planning proposals, the Council and other decision makers will pay due regard to any impact that developer contributions towards infrastructure provision or other policy requirements may have on the economic viability of new development. In this context, consideration will be given to economic viability evidence including any site specific development appraisal that may have been submitted to determine the ability of the development scheme to support the required level of contributions. In light of the viability evidence, where a developer can demonstrate that meeting all policy requirements would not be viable, a pragmatic approach will be taken to s106 contributions on sites within zone 1.

Hierarchy of Developer Contributions

6. Decision makers will, as a general rule, apply the following hierarchy for developer contributions in cases where viability constraints can be demonstrated (with i) being the highest priority):
- i) contributions that are essential for public safety (for example essential highway works or flood risk mitigation) or to achieve a minimum acceptable level of design quality;
  - ii) contributions that are necessary to provide affordable housing or to address a local infrastructure requirement or deficiency that would be caused or exacerbated by the development, depending on site surroundings and the level of existing infrastructure, for example education needs or green space provision in areas of deficit; and
  - iii) contributions that would not fall into categories i) or ii) as set out above.
7. Decisions on planning applications may deviate from the above hierarchy where a specific need to do so has been identified. The Council will provide further guidance in a future Developer Contributions Supplementary Planning Document and in the Infrastructure Delivery Plan (including any future updates to this).

#### 4.26 Policy LPA07: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	All
<b>Strategic Objectives Met</b>	All
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Public and private sector investment plans</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

## 4.27 Reasoned Justification

- 4.27.1 The provision of high-quality infrastructure is a key element in the delivery of successful, sustainable communities. In this context, the term 'infrastructure' includes:
- i) physical infrastructure such as roads, railways, sewers and water supplies;
  - ii) social infrastructure such as education and health establishments, neighbourhood retail or leisure uses, built sports and recreation facilities, cultural, emergency service and community facilities and institutions;
  - iii) green Infrastructure such as parks and playing fields; and
  - iv) digital infrastructure such as telephone and internet facilities.
- 4.27.2 Working with infrastructure providers and other partner organisations, the Council will seek to ensure that sufficient infrastructure is available to support new development. This will be done by supporting the effective protection and management of existing infrastructure (including effective demand management) and, where necessary, the provision of new or improved infrastructure; particularly in areas that are expected to accommodate major development. This can include the provision of wholly new road or other infrastructure, or investment in existing infrastructure to cope with additional demand, for example the expansion of local schools to cope with additional students arising from a large new housing development in the local area.
- 4.27.3 Where proposed development would result in the loss of built sports and recreational facilities, decision makers will follow the approach set out in the NPPF informed by the most up-to-date local needs assessment for built sports facilities.
- 4.27.4 Infrastructure may also need to be replaced or repaired during its operational lifetime, or to be upgraded to take account of new technologies, for example in relation to energy production and digital infrastructure. It will be necessary for local delivery partners to work closely together to ensure that a sufficient level of infrastructure provision is available.
- 4.27.5 Many forms of development have some impact on the need for infrastructure, services and amenities and should therefore (subject to national legislation and policy) contribute towards their costs of provision. Hence, it is appropriate for the Council and other decision makers to consider the mechanisms by which such contributions can be sought from developers.
- 4.27.6 The Council has no proposals, at the time of adoption of this Plan, to introduce a Community Infrastructure Levy (CIL). This means that in most cases developer contributions will be sought via planning obligations entered into under Section 106 of the Planning Acts. The National Planning Practice Guidance sets out further details of the circumstances in which planning obligations can be used to fund infrastructure provision.

- The Council will comply with the up-to-date version of national guidance in operating Policy LPA07.
- 4.27.7 To support Policy LPA07 and comply with national policy, the Council, through a process of engagement with key infrastructure providers, has prepared the St Helens Infrastructure Delivery Plan. This will be updated and revised in future years in line with opportunities to provide, and the Borough's changing needs for, required infrastructure.
- 4.27.8 The Mid Mersey Water Cycle Study 2011<sup>33</sup> identified that further investigation is required to determine headroom capacity within the St Helens wastewater treatment plant. United Utilities has a responsibility to ensure that there is sufficient water treatment capacity to accommodate the needs of the area in a way that protects environmental assets, including the coastal and estuarine designated European ecological sites (see Policy LPC06 for further details). The Council will continue to identify any development pressures at an early stage so that appropriate steps can be taken to ensure that sufficient capacity is provided for the future levels and locations of development identified within the Plan.
- 4.27.9 To support Policy LPA07, the Council has published a Borough-wide economic viability assessment. This helps to identify the level and range of developer contributions (including 'in kind' contributions or financial contributions) that can be sought without prejudicing the financial viability of different types of development in different areas. It is anticipated that in some cases, development-level economic viability assessments may also be submitted by developers to account for site-specific circumstances and costs. Developers will be expected to fund these assessments, which must be undertaken objectively and transparently, and will be scrutinised before a decision is taken on the proposal.

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<sup>33</sup> Mid Mersey Water Cycle Study (Outline Phase), Entec on behalf of Warrington and St Helens Councils, 2011

## 4.28 Policy LPA08: Green Infrastructure

### **Policy LPA08: Green Infrastructure**

1. Green Infrastructure in St Helens Borough comprises a network of multi-functional natural assets, including green space, trees, woodlands, mosslands, grasslands and wetlands, located within urban, semi-urban and rural areas. This network is capable of delivering a wide range of environmental and quality of life benefits for local communities and forms an important element of the Liverpool City Region (LCR) Ecological Network.
2. The Council will work with other organisations where necessary to:
  - a) expand tree cover in appropriate locations across the Borough to improve landscape character, water and air quality and the value of trees to wildlife;
  - b) strengthen and expand the network of wildlife sites, corridors and stepping stone habitats to secure a net gain in biodiversity;
  - c) improve and increase the connectivity of the Greenway network;
  - d) increase the accessibility of open space within walking distance of housing, health, employment and education establishments to promote healthy lifestyles;
  - e) reduce the risk of flooding, improve river water quality and riverine and riparian habitats within the Sankey Catchment; and
  - f) ensure that development proposals on strategic employment and housing sites incorporate holistic Green Infrastructure Plans.
3. Developers will be required to provide long-term management arrangements for new and existing green infrastructure within development sites.
4. Development that would contribute to or provide opportunities to enhance the function of existing green infrastructure and its connectivity from residential areas, town, district and local centres, employment areas and other open spaces, will be encouraged. Development that would result in the loss, fragmentation or isolation of green infrastructure assets will be refused. The only exceptions to this will be where it has been demonstrated that:
  - a) appropriate protection or retention of Green Infrastructure assets cannot be achieved in the pursuit of wider planning objectives;
  - b) the development would bring benefits that would override the resultant harm; and
  - c) there are no realistic alternatives to the proposed development that would avoid such harm.

In such cases, mitigation, for example, in the form of incorporating the identified Green Infrastructure assets into the scheme design and layout through a masterplanning process to maintain the key Green Infrastructure assets and connections, and / or as a last resort compensatory provision will be required.

#### 4.29 Policy LPA08: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2, SA 6
<b>Strategic Objectives Met</b>	SO 2.1, SO 2.2, SO 6.2, SO 6.3
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Bold Forest Park Area Action Plan</li> <li>• Creation of new Local Nature Reserves</li> <li>• Mersey Forest Plan/Town in the Forest Initiative</li> <li>• Development Management process</li> <li>• Development of the Sankey Canal Corridor as a multi-functional green corridor</li> <li>• Enhancement and restoration of the Liverpool City Region (LCR) Ecological Network and the LCR Nature Improvement Area</li> <li>• Sankey Catchment Action Plan</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

#### 4.30 Reasoned Justification

- 4.30.1 Policy LPA08 aims to protect, enhance, and sustain the Borough's natural assets and increase accessibility to them and connectivity between them, whilst protecting and enhancing landscape character, to ensure that the natural environment underpins the quality of life. The Green Infrastructure network in the Borough has a wide range of functions and values for recreation and tourism, air quality (supporting the Council's Climate Change Emergency declaration), public access, health, heritage, biodiversity, water management and landscape character, providing a sense of place, distinctiveness, and quality of life. Much of the network (such as Bold Forest Park and the Sankey Valley Park) is influenced by the town's industrial past of coal mining, glass making and chemical production and has a strong heritage value. Mossland has historically been drained for agriculture and the remnant stock provides multi-functional benefits for water management, carbon storage and biodiversity. The Liverpool City Region Ecological Network (see Policy LPC08 for further details) and the 25-year Environment Plan target habitat creation and restoration of mossland areas in the Borough.

- 4.30.2 In implementing Policy LPA08 (in both urban and rural areas) the Council will seek to liaise closely with, and where necessary work in partnership with, landowners.
- 4.30.3 Open space forms a part of Green Infrastructure and for the purposes of this policy includes formal intensively managed open space such as parks, sports grounds, amenity greenspace, play areas, allotments, cemeteries, and church yards. It also includes natural and semi-natural open space that are less-intensively managed with more attention given to natural habitats of value to wildlife. Many of these form greenway links between the countryside and urban areas. The NPPF states that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.
- 4.30.4 St Helens Borough Council commissioned studies in 2006<sup>34</sup> and 2016<sup>35</sup> to examine the provision of open space in the Borough. In accordance with the NPPF, the studies have identified specific needs and local standards of provision (that are informed by community and stakeholder consultation concerning existing levels of provision and accessibility). These studies have also identified surpluses and deficits against these standards.
- 4.30.5 The 2016 study concluded that in overall terms there is a sufficient quantity of open space; however, there are areas where there are deficiencies in the quantity, quality and / or accessibility of open spaces. Policy LPA08, in combination with other Plan policies (e.g., Policy LPC05) address this by seeking to ensure the protection and provision of open space to meet the communities' needs and safeguard the visual amenity and character of the built-up area.
- 4.30.6 The NPPF 2021 requires development plans to *“take a strategic approach to maintaining and enhancing networks of habitats and green infrastructure; and plan for the enhancement of natural capital at a catchment or landscape scale across local authority boundaries.”* The local authorities in the Liverpool City Region (LCR) have worked together to prepare the LCR Ecological Network as a joint evidence base and to plan for biodiversity at a landscape-scale.
- 4.30.7 The Government's 25-year Environment Plan<sup>36</sup> has a target to increase the coverage of woodland in England by up to 12% by 2060. This would involve planting 180,000ha by the end of 2042. The Government supports the development of the Northern Forest along the M62 Corridor, through the partnership of the Community Forests and the Woodland Trust. The Mersey Forest Plan<sup>37</sup> sets local targets for woodland cover including in St Helens Borough. Policy LPA08 seeks to promote a joined-up approach that will support delivery of these other strategies.

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34 The St Helens Open Space Study (PMP, 2006)

35 St Helens Borough Council Open Space Assessment (Knight Kavanagh Page, 2016)

36 A Green Future: Our 25 Year Plan to Improve the Environment HM Government 2018

37 More From Trees: The Mersey Forest Plan 2014



### 4.31 Policy LPA09: Parkside East

#### **Policy LPA09: Parkside East**

1. The Parkside East site (identified as Site 7EA in Policy LPA03) shall be considered suitable in principle for development of a Strategic Rail Freight Interchange (SRFI) with the primary purpose of facilitating the movement of freight by rail and its on-site storage and transfer between rail and other transport modes.
2. The site is also considered suitable in principle for other forms of B2 and B8 employment use provided that they would:
  - a) bring significant inward investment, local employment, and training benefits for the local community; and
  - b) (i) be rail served (i.e., requiring on-site access to a railway); or  
(ii) be of a layout and scale that would not prejudice the ability to develop an effectively laid out SRFI or other rail served employment development (including any necessary rail and road infrastructure, buildings, and landscaping), on at least 60ha of the site, at any time in the future.
3. Proposals for development within site 7EA will be required to:
  - a) satisfy the masterplanning requirements set out in Policy LPA03.1;
  - b) create safe and convenient access from Junction 22 of the M6 for Heavy Goods Vehicles and other vehicles;
  - c) mitigate any adverse impacts on the surrounding strategic and local road network;
  - d) comply with Policy LPC11 in relation to the protection of designated heritage assets;
  - e) achieve direct rail access to and from the Liverpool / Manchester ('Chat Moss') and the West Coast Main Lines (unless agreed otherwise by the Council);
  - f) be designed to minimise impacts on residential amenity;
  - g) establish and implement a Travel Plan that incorporates measures to encourage travel to / from the development using sustainable transport modes, including access by public transport, cycle and foot, in accordance with Policy LPA07;
  - h) make provision for the positive management of existing and new environmental assets;

- i) put training schemes in place (where practicable) to increase the opportunity for the local population to obtain access to employment at the site; and
  - j) ensure the timely delivery of the rail terminal infrastructure of the SRFI or other rail served employment development, in accordance with the comprehensive masterplan to be prepared for the whole site as required by Policy LPA03.1, section 2. Within this, details of the phasing for the whole site must include a clear and justified employment floorspace trigger for the delivery of the rail terminal infrastructure.
4. That part of site 7EA which falls to the west of the M6 is safeguarded from all forms of development unless it can be shown that such development within it will not prejudice, or may provide, effective and deliverable future siding facilities in connection with the development of an SRFI or other rail-enabled development within the part of the site which falls to the east of the M6 (see Policies Map).

### 4.32 Policy LPA09: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 3, SA 5
<b>Strategic Objectives Met</b>	SO 1.1, SO 3.1, SO 5.1
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Liverpool City Region Combined Authority funding</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

### 4.33 Reasoned Justification

4.33.1 There is a long-standing history of developer interest in providing a Strategic Rail Freight Interchange (SRFI) on land within and close to the former Parkside Colliery. There have been a number of planning applications for such a use and the area was highlighted as a potential location for this use in the former Regional Spatial Strategy for the North West (2008).

[National Policy Statement for National Networks \(2015\)](#)

4.33.2 The National Policy Statement for National Networks (NPS) 2015 recognises that the railway network forms a vital part of the UK's transport infrastructure that must:

*“... provide for the transport of freight across the country, and to and from ports, in order to help meet environmental goals and improve quality of life”.*

- 4.33.3 The NPS strongly supports the development of an expanded network of SRFIs to help promote economic development (by responding to the changing needs of the logistics sector and addressing growth in movement of freight by rail) and address climate change. The NPS also stresses that SRFIs should be located near to business markets such as major urban centres or groups of centres and be linked to key supply chain routes. It suggests that SRFI capacity needs to be provided at a wide range of locations to provide the flexibility needed to match the changing demands of the market.

#### Transport for the North

- 4.33.4 The Transport for the North (TfN) Freight and Logistics Report (2016) concludes that 850ha of land should be developed for rail and / or water connected Multimodal Distribution Parks (MDPs) between 2016 and 2033. This is required to reduce the cost of freight transport, expand market share in the logistics sector and attract private inward investment to the North.
- 4.33.5 The Draft TfN Strategic Transport Plan (2018) identifies that the growth of the freight and logistics sector will be crucial to support the transformational economic growth ambitions of the North. It also identifies the need for improvements in the arrangements for interchanging goods movements between road and rail and supports the development of sites with multi-modal access.
- 4.33.6 The TfN Freight and Logistics Enhanced Analysis Report (2018) forecasts that the amount of freight moved in the North of England will grow significantly between 2016 and 2050 (by 33% based on tonnes lifted or 60% based on tonne kilometres). The report identifies four main principles for investing in and enhancing rail freight interchange infrastructure, including north-south and east-west connectivity and intermodal connectivity. These principles will be used to guide Strategic Development Corridor studies to be undertaken by TfN to produce a prioritised programme of investment.

#### Liverpool City Region Growth Plan and Strategic Economic Plan (2016)

- 4.33.7 The LCR Growth Plan and Strategic Economic Plan (2016) identifies logistics as one of six growth sectors. Due to its location with good access to the M6 and two major railway lines, the Parkside site has substantial scope to help grow the logistics sector by being developed as an SRFI. The LCR Freight and Logistics Strategy is being prepared to maximise the contribution made by the freight and logistics sector to the economic growth of the City Region. This is expected to present a suite of interventions to capitalise on this opportunity. The LCR Combined Authority is also continuing to explore options to progress the design of the required rail connections to the Parkside site.

### Parkside Link Road scheme

- 4.33.8 The Parkside Link Road will comprise a 3.5km length of single / dual carriageway road that will provide access to the Parkside East and West sites (sites 7EA and 8EA) from M6 Junction 22 and the local road network, using the existing A573 Parkside Road bridge over the M6. The Council has secured funding to progress the delivery of the link road scheme.

### Parkside Logistics and Rail Freight Interchange Study (AECOM and Cushman & Wakefield 2016)

- 4.33.9 The Parkside Logistics and Rail Freight Interchange Study 2016 investigated delivery options for road and rail-linked logistics development on land at Parkside East and West. It confirmed, having regard to the results of consultation with relevant industry stakeholders, that there is a clear demand for a new SRFI in the North West. It also identified that, due to its geographical location and specific characteristics Parkside is uniquely placed to satisfy this demand. In particular the opportunities for rail access from the site are considered to be second to none in the North West with access being easily achievable to both the West Coast Mainline and to the East-West ('Chat Moss') line between Liverpool and Manchester. This will allow train movements to / from the north, south, east and west to be catered for at the site.
- 4.33.10 The Study also identified that the development of an SRFI at Parkside would bring substantial benefits in terms of modal shift of freight movement (from road to rail) and therefore of reducing carbon emissions, when compared with the development of purely road-based logistics uses of an equivalent scale.
- 4.33.11 Based on evidence available when it was completed, the Study indicates that the Parkside site could viably deliver a medium (8 trains per day) to large (12 trains per day) facility. The Study concludes that to deliver a viable SRFI at Parkside, land on both the west and east side of the M6 must be allocated for the SRFI use and its associated rail infrastructure.

### Other potential employment uses

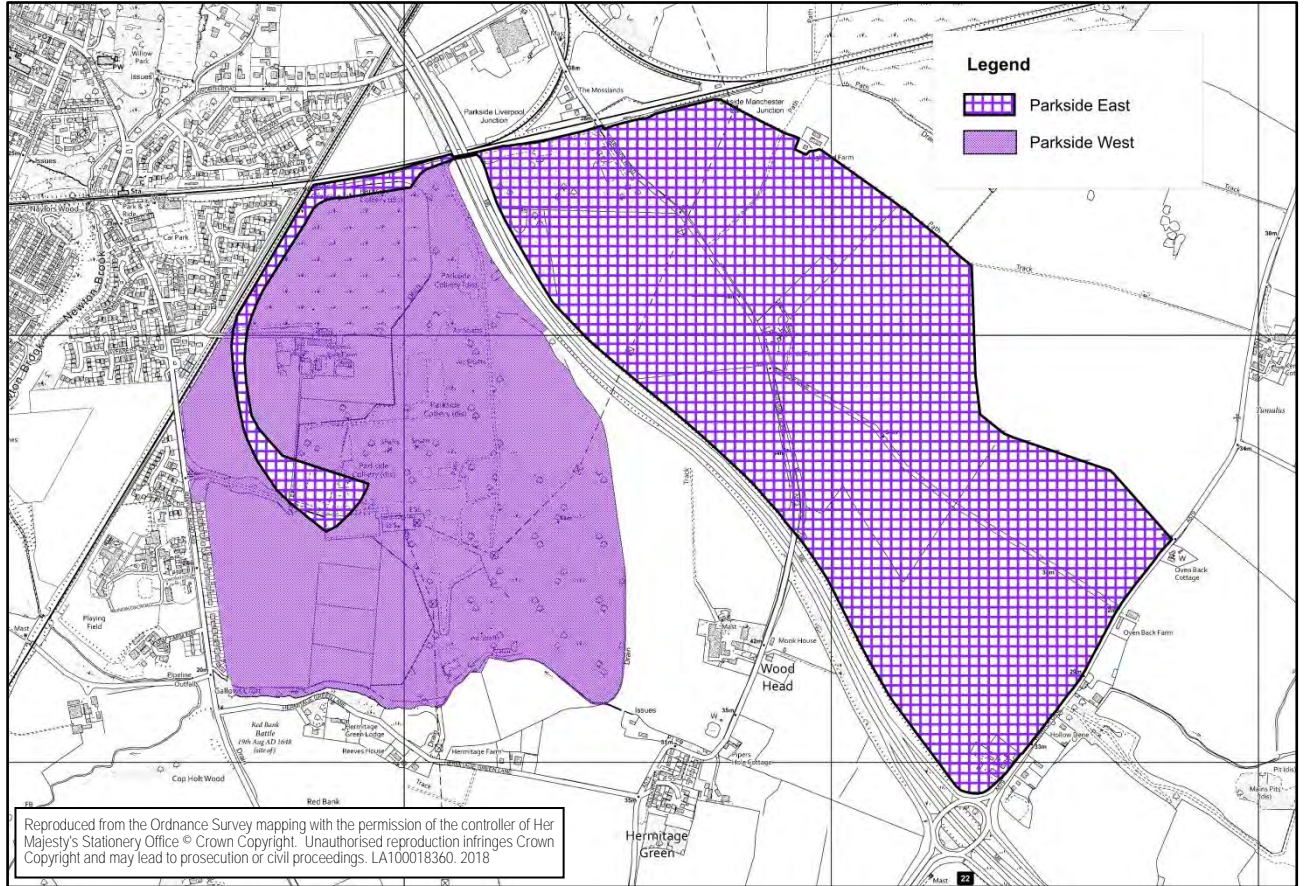
- 4.33.12 The strategic location of the Parkside East site next to major north-south and east-west rail routes also makes it attractive to a range of other rail-enabled uses such as the manufacture and maintenance of rolling stock, and other industrial uses that require access to rail to serve their markets. The Parkside East site will be considered suitable in principle for these uses provided they bring significant inward investment and / or local employment and training opportunities, the benefits of which would outweigh any impact that the proposal would have on the scope to develop an SRFI at this location.
- 4.33.13 The site is, due to its size (of over 124ha) also considered sufficiently large to accommodate other forms of Class B2 and B8 employment development on part of the area. However, for such uses to be accepted it must be demonstrated that the layout of the site as a whole would enable the effective development of a nationally significant SRFI or other form(s) of major rail-enabled employment use(s) on at least 60ha of the

site. The figure of 60ha equates to the threshold above which an SRFI use is identified as being 'nationally significant' under the Planning Act 2008.

#### Justification for removing Site7EA from the Green Belt

- 4.33.14 Site 7EA was (until adoption of this Plan) located in the Green Belt. However, its development in accordance with Policy LPA09 (linked to the unique locational benefits set out above) would strongly support the Government's aims of building a robust northern economy, promoting the use of the national rail infrastructure, and reducing carbon emissions and congestion by limiting freight movement by road. The potential to develop an SRFI at this site is reflected in the TfN Northern Freight and Logistics Report Technical Appendices (2016) and would play a key role in delivering the objectives of the Liverpool City Region Growth Plan and Strategic Economic Plan (2016).
- 4.33.15 In combination with Parkside West (Site 8EA), the Parkside East site provides the single largest economic development opportunity in the Borough. The parts of the site that are not directly required to provide rail or road infrastructure or landscaping will also make an important contribution to meeting needs for employment development.
- 4.33.16 Taking into account the above factors, the land identified in Figure 4.4 has been removed from the Green Belt. Out of a total of 124.55ha of land at Parkside East it is estimated that 64.55ha will contribute to the Borough's needs for employment development with the remaining 60ha being required to provide related rail and road infrastructure and landscaping. A further 5.58ha of land to the west of the M6 is safeguarded to facilitate rail access to/from the north to the Parkside East site.

Figure 4.4: Parkside East and Parkside West



#### 4.34 Policy LPA10: Parkside West

##### **Policy LPA10: Parkside West**

1. The Parkside West site (identified as site 8EA in Policy LPA03) shall be considered suitable for B2 and B8 uses.
2. Proposals for development within site 8EA will be required to:
  - a) Satisfy the masterplanning requirements set out in Policy LPA03.1;
  - b) Provide safe and convenient access to and from the M6 for Heavy Goods Vehicles and other vehicles:
    - i. Access to an initial phase of development can (subject to detailed assessment) be provided off the A49 (Winwick Road)
    - ii. Later phases of development should be served by a new link road from the east (linking to Junction 22 of the M6)
    - iii. The amount of development achievable within each phase must be determined using a comprehensive transport assessment to be approved by the relevant highway authorities;
  - c) Suitably mitigate any adverse impacts on the M6 (Junction 22) or other parts of the highway network (strategic and local);
  - d) Include suitable measures to control impact of increased traffic movement or uses within the site on residential amenity, noise and / or air quality in the surrounding area;
  - e) Include measures to mitigate any adverse impacts on the Battle of Winwick Registered Battlefield and other heritage assets in the area;
  - f) Secure suitable access to the site by walking and cycling, such as, the provision of segregated walking and cycling routes which must run through the site and link to nearby highways; and improved bus provision, including upgraded bus stops;
  - g) Establish and implement a Travel Plan incorporating measures to encourage travel to / from the development by sustainable modes;
  - h) Make provision for the positive management of existing and new environmental assets; and
  - i) Put training schemes in place (where practicable) to increase the opportunity for the local population to obtain access to employment at the site.

The development of Parkside West (site 8EA) must ensure that the part of site 7EA (Parkside East) which falls to the west of the M6 (as shown on the Policies Map) is safeguarded from all forms of development unless it can be shown that such development within it will not prejudice, or may provide, effective and deliverable future siding facilities in connection with the development of an SRFI or other rail-enabled development on land to the east of the M6 (site 7EA).

## 4.35 Policy LPA10 Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 3, SA 5
<b>Strategic Objectives Met</b>	SO 1.1, SO 1.3, SO 3.1, SO 5.1, SO 5.4
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Liverpool City Region Combined Authority funding</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

## 4.36 Reasoned Justification

- 4.36.1 The Core Strategy (2012), Policy CAS 3.2 identified the site of the former Parkside Colliery and immediately adjacent land as a strategic location with the potential to facilitate the transfer of freight between road and rail. It was considered that a deliverable and viable SRFI could be developed on the western side of the M6, provided a number of criteria were met. On that basis, the principle of delivering a Strategic Rail Freight Interchange (SRFI) in this location was supported.
- 4.36.2 Furthermore, Policy CAS 3.2 recognised that there may be a need for a larger area of land, extending to the east of the M6 to accommodate an enlarged SRFI, on the basis of operational, viability and commercial reasons. Therefore, the Policy supported the development of land to the east of the M6 provided that 1) the area of land to the west of the M6 was developed first, and 2) that the SRFI would be undeliverable without the additional land to the east of the M6.
- 4.36.3 Since the Core Strategy, the policy in relation to Parkside has evolved to reflect the latest evidence. The Council commissioned consultants AECOM to undertake the Parkside Logistics and Rail Freight Interchange Study (2016). The findings of this Study informed the proposed approach to Parkside in this Plan: The development of Parkside East as the location of a SRFI (together with other industrial and logistics uses), and the development of Parkside West as a separate, though linked, employment site for logistics use, which will be served by road only, although it will accommodate rail siding facilities for incoming trains linked to Parkside East. Parkside West could also potentially be served from the SRFI by tractor units.
- 4.36.4 Accordingly, Parkside West is allocated for 79.57ha of employment land for B8 and B2 uses. This area excludes 5.58ha of land at Parkside West required to facilitate rail access to Parkside East (7EA) and a further 12.1ha of land occupied by a spoil heap, which is not considered developable.
- 4.36.5 The delivery of this site will be supported by the delivery of the Parkside Link Road, which will provide access to the M6 Junction 22 from both the Parkside West and East sites. The Council has secured the funding to



progress the delivery of the link road scheme. On 11 November 2021, the SoS granted planning permission for the development of Parkside Phase 1 and the link road.

- 4.36.6 The allocation of Parkside West will contribute to meeting the identified employment needs over the Plan period as set out in Policy LPA03 and explained in the associated Reasoned Justification. The site also contains a significant amount of Previously Developed Land, and so its allocation will contribute to the effective use of land in the Borough to meet identified development needs.
- 4.36.7 The site is located within close proximity of an area within the 20% most deprived population in the UK, and therefore offers not only wider economic benefits, but also presents the opportunity to help reduce poverty and social exclusion in the local areas and provide regeneration benefits.
- 4.36.8 The exceptional circumstances justifying the removal of this site from the Green Belt is set out in the Reasoned Justification of Policy LPA03.

### 4.37 Policy LPA11: Bold Forest Garden Suburb

#### **Policy LPA11: Bold Forest Garden Suburb**

The Bold Forest Garden Suburb site (identified as site 4HA in Policy LPA04) is allocated for housing development, with an indicative site capacity of 2,988 dwellings, of which a minimum of 510 dwellings will be delivered during the plan period. The site boundaries are set out in the appendix 5 site 4HA profile and on the Policies Map.

1. Development of the site should deliver the following requirements:

#### Housing

- a) At least 30% of homes to be delivered on site should fall within the definition of 'affordable housing' in accordance with Policy LPC02, with the affordable housing mix reflecting Policy LPC02, part 3), unless up-to-date and robust evidence indicates otherwise;
- b) Provide an appropriate mix and standard of housing to meet local needs in accordance with policy LPC01;
- c) Deliver at least 10% of the site's energy needs from renewable and / or other low carbon energy sources in accordance with Policy LPC13, part 4), unless this is shown to not be practicable or viable;

#### Design and Layout

- d) The development of this site should be consistent with the vision, aims, objectives and policies of the Bold Forest Park Area Action Plan (2017);
- e) The layout must avoid causing excessive noise or disturbance to occupiers of existing dwellings and businesses within or around the site and for users of walking and cycling routes and open spaces;

#### Social Infrastructure

- f) Contributions towards primary and secondary school provision in the area, to meet the identified need for additional school places, through the extension of existing schools and / or delivery of new school facilities;
- g) Provision of a new GP surgery within the development, which could be in the form of the relocation and expansion of an active practice onto the site;
- h) Provide a small local centre containing community and retail facilities;

#### Play, Open Space and Green Infrastructure

- i) Provision of an accessible, comprehensive, high quality and connected network of multi-functional green spaces in accordance with a Green Infrastructure Plan to be provided as part of the comprehensive masterplan approach for the whole site as required by Policy LPA04.1, section 2 f);
- j) Retention of existing and provision of new high quality, well designed and accessible open space and play space provision in accordance with Policies LPC05 and LPD03. Details of how open spaces will be subsequently maintained will need to be considered through the masterplanning process;

Landscape and Biodiversity

- k) The development must provide a well landscaped setting including extensive green links through and around the site, and tree planting to reduce impact on the landscape and promote the objective of the BFPAAP to increase tree cover by 30% across the Bold Forest as a whole;
- l) Any adverse impacts on biodiversity interests within the existing Local Wildlife Site (LWS 108 as indicated on the Policies Map) and the proposed extension to this must be either avoided or minimised. Any resultant harm must be adequately mitigated;

Access and Highways

- m) Provision of safe access arrangements for the site;
- n) Creation of a permeable layout with a range of highways provided through the site with access via the B5204, Neills Road and Gorsey Lane;
- o) Provision of a bus service through the site between Clock Face and St Helens Junction, and the layout of the site must be compatible with this;
- p) Provision of a permeable network of foot, bridleway, and cycle routes through the site to facilitate access between homes, workplaces, recreational facilities, and other key services in the area. These must, where necessary, be segregated to ensure safety and include new provision in line with Policy INF6 “Creating an Accessible Forest Park” of the Bold Forest Park Area Action Plan 2017;
- q) Provision of any other measures necessary to secure suitable access to the site by walking, cycling and public transport such as:
  - i. The provision of new accessible bus stops to an agreed specification through the site so that none of the proposed dwellings are more than 400 metres walking distance from a bus stop; and
  - ii. A financial contribution towards the improvements of St Helens Junction station;
- r) Masterplanning of site must take into account the opportunity to expand the Greenway network, and make provision for this in line with Policy LPC07, and the accompanying Figure 7.1; and
- s) Masterplanning of the site must be informed by the findings of the Bold Forest Garden Suburb Transport Review (August 2019) and any other relevant evidence.

2. As above, financial contributions or the provision of on-site infrastructure for education, health and offsite highway works may be required. The detailed infrastructure requirements to support the delivery of the site will be further assessed through the comprehensive masterplanning process.

3. In accordance with Policy LPA04.1, section 2), any planning application for development within the site will need to accord with a single comprehensive masterplan covering the whole of the Bold Forest Garden Suburb site, and to be approved by the

Council, which will need to set out the listed details in sub-sections a) to i) as a minimum. Any proposal will need to demonstrate how it complies with this masterplan in order to ensure a comprehensive, co-ordinated, and well-designed development is delivered with the necessary supporting infrastructure.

#### 4.38 Policy LPA11: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 2, SA 3, SA 4, SA 6
<b>Strategic Objectives Met</b>	SO 1.1, SO 1.2, SO 2.1, SO 2.3, SO 3.1, SO 4.1, SO 6.1, SO 6.3
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Masterplanning process</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

#### 4.39 Reasoned Justification

- 4.39.1 The Bold Forest Garden Suburb (BFGS) is the largest allocation identified in the Plan. It comprises a large area of undeveloped agricultural land, located on the urban edges of Clock Face, Sutton and Bold. The site contains a scattering of farm buildings, a transmitter station and some limited areas containing trees and hedges. A line of electric pylons run through the site along the north-western boundary, and a Local Wildlife Site 108 (LWS) (Tunstalls Farm), lies to the north-western side of the site, beyond the site boundary. Existing residential development surrounds the site on three sides, including Reginald Road Industrial Estate; the southern edge, for the most part, is defined by Gorsey Lane.
- 4.39.2 The Green Belt Review (2018) informed this allocation. The Review identified that land at Bold forms a major strategic opportunity to provide a wide range of new housing in an area that is close to some of the more deprived parts of the Borough, contributing to the balanced growth of the Borough. It also has good accessibility to jobs and services and high levels of compliance with other aspects of the Green Belt Review methodology. This land therefore forms a substantial element within the overall housing strategy, striking the right balance between meeting housing and employment development needs, while protecting the most valuable environmental resources and the overall function of the Green Belt.
- 4.39.3 The Review concluded that the BFGS site as a whole should be allocated for development, noting that it *“forms a notable indent in the alignment of the southern edge of the built-up area of St Helens.”* It added that due to *“the size of the parcel, it has the potential to form a ‘garden suburb’ extension to the south of Bold, which would be sufficiently large to include*

*new social infrastructure (such as a new primary school, local retail centre and potentially health facilities). It would constitute a major strategic opportunity to provide a wide range of new housing in an area that is close to some of the more deprived parts of the Borough.”*

- 4.39.4 The BFGS is located within the Bold Forest Park, and therefore the development of this site allocation must be consistent with the vision, aims, objectives and policies of the Bold Forest Park Area Action Plan (BFPAAP) (2017), which forms part of the Development Plan. The requirements set out in this policy provide a strong and robust foundation in developing the vision and objectives for the Bold Forest Garden Suburb, which will be further refined through the masterplanning process.
- 4.39.5 Throughout the preparation of the Local Plan, the Council have consulted with various internal and external infrastructure providers, including the Council’s Schools Support Services Team, National Highways, and St Helens Clinical Commissioning Group (CCG) to ascertain the level of infrastructure required to support the BFGS. This work will continue through the masterplanning process for the site.

### Housing

- 4.39.6 The site has an indicative capacity of 2,988 dwellings (in accordance with Table 4.5), of which it is anticipated that some 510 dwellings would be completed within the Plan period (i.e., by 31 March 2037).
- 4.39.7 Given the size of the BFGS site, a lead in time of seven years on adoption of the Plan has been applied for the BFGS to allow for a thorough masterplanning process. This work may then form the basis of a site-specific SPD.
- 4.39.8 A build-out rate assumption of 60 units per annum has been used for the BFGS, reflecting a cautious approach due to uncertainties in relation to uncertainty on the economic impacts of the Covid-19 pandemic and the supporting infrastructure required to deliver the site. Actual build-out rates will depend on the number of housebuilders and sale centres that are operational at any one time on the site.

### Social Infrastructure

- 4.39.9 The Council’s School’s Support Services Team have considered capacity at the existing schools in the area, both in terms of primary and secondary provision. It is likely that the BFGS will necessitate the expansion and / or provision of new school facilities. Work to consider school needs is ongoing in terms of determining which schools may be capable of extension and where a new school may be required, and this will feed into the BFGS masterplanning process.
- 4.39.10 St Helens CCG advised that there is a deficiency of healthcare practitioners to the south of the Borough, particularly in Bold. Therefore, there could be a need for a new general practice surgery to be constructed within the BFGS to accommodate the increased demand for healthcare in Bold (and from surrounding areas). The CCG have indicated that this new practice could be in the form of relocating and expanding an active practice onto the site. This need will be further refined through the masterplanning process.

- 4.39.11 The BFGS is not within walking distance of a local or district centre. However, due to its size it is considered that it could support a small local centre containing community and retail facilities, which will make the development more sustainable. Retail provision will be looked at in more detail through the comprehensive masterplanning process and in any subsequent SPD.

### Transport

- 4.39.12 Consultants WSP undertook an initial transport review to understand the likely impact of the BFGS on the wider highways network and to consider transport initiatives that could support development of the site. The Review consists of two key elements: a) examination of the likely trip generation, distribution, and route assignments on the local highway network, based on a core and alternative scenario; and b) preparation of a study report setting out the findings of a review of local transport infrastructure. It also identifies strategic network improvements and likely masterplanning design requirements.
- 4.39.13 In its initial findings, the Review anticipates that there will be highways junctions that will experience impact in terms of traffic flow as a result of development but that there are opportunities to achieve a significant modal shift towards sustainable travel that would reduce the impact of the proposed development on the local highway network. National Highways have provided initial comments on the Review and the Council will continue to engage with National Highways throughout the BFGS masterplanning process.
- 4.39.14 The Review is an initial element of the masterplanning process that will be required prior to the site being developed.

### Masterplanning

- 4.39.15 The site is under the control of multiple landowners, and it is therefore particularly important that an appropriate mechanism is in place to ensure a comprehensive, well connected, and well-designed development is delivered on the site, with the necessary supporting infrastructure. Section 2 of Policy LPA04.1 provides for this mechanism in the form of any planning application for development within the site needing to accord with a comprehensive masterplan covering the whole site, which sets out a wide range of details, as listed in sub-sections a) to i). This masterplan will need to be approved by the Council in advance of any planning applications and will be prepared in consultation with a range of stakeholders. In the case of the BFGS, this is particularly critical to ensure that a high quality development is delivered in a comprehensive manner, and the various phases of development can be delivered in accordance with an overarching, agreed masterplan, and in a timely manner.

#### 4.40 Policy LPA12: Health and Wellbeing

##### **Policy LPA12: Health and Wellbeing**

The Council will work with its health and wellbeing partners to promote public health principles, maximise opportunities for people to lead healthy and active lifestyles, and reduce health inequalities for residents within the Borough. Through the planning system, the Council will seek to:

1. encourage improved access to a choice of homes and jobs that meet the needs of the area;
2. ensure the provision of easy-to-maintain, safe and attractive public areas and green spaces to serve new development that minimise the opportunity for and fear of crime and anti-social behaviour and that promote social cohesion and mental wellbeing;
3. encourage people to be physically active by providing opportunities for walking, cycling, outdoor recreation and sport including, where appropriate, the provision of opportunities for physical activity within the design of new development;
4. guide the location of food and drink uses such as hot food takeaways, drinking establishments, restaurants, cafes and other uses that may have negative health impacts having regard to their impact on other land uses in the local area;
5. maximise the levels of accessibility between homes, educational establishments, jobs, public transport services, health and other services, recreational opportunities and community, cultural and leisure facilities;
6. encourage measures to achieve affordable warmth;
7. promote Active Design principles as established by Sport England; and
8. manage air quality and pollution.

#### 4.41 Policy LPA12: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2, SA 6
<b>Strategic Objectives Met</b>	SO 2.2, SO 6.1
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Hot Food Takeaway SPD</li> </ul>

## 4.42 Reasoned Justification

- 4.42.1 Decisions that influence how the built and natural environment is managed and developed can have both negative and positive impacts on the health and wellbeing of local people. The planning process can help to promote the health and wellbeing of residents, workers, and visitors in the Borough through its role in shaping the built and natural environment. This can influence people's ability to follow healthy behaviours and can have positive impacts by reducing inequalities. Therefore, it is important that health matters are considered at an early stage in the design of development schemes.
- 4.42.2 The NPPF requires Local Plans to enable and support healthy lifestyles and encourages local planning authorities to engage relevant health organisations in the preparation of Local Plans.
- 4.42.3 Key health and wellbeing issues faced by the Borough's residents include:
- life expectancy levels that are lower than the national averages;
  - an ageing local population (which is associated with a variety of health related problems);
  - economic activity rates that are lower than regional and national averages;
  - limited levels of physical activity and rising levels of obesity (in adults and children);
  - mental health issues;
  - in-work poverty; and
  - incidences of alcohol-related harm.
- 4.42.4 There are also significant inequalities in health outcomes and lifestyle factors between people living in different areas of the Borough<sup>38</sup>. The St Helens People's Board (which covers the statutory functions of the Health and Wellbeing Board and the Community Safety Partnership) is responding to these issues in a variety of ways. These include the implementation of the St Helens People's Plan 2017-2020, within which a key focus is the establishment of the "*St Helens Cares*" integrated operating model for health and social care in the Borough.
- 4.42.5 Policy LPA12 sets out a range of measures that the Council will use to address health and wellbeing related issues. In combination with other policies within this Plan, such as LPA01, LPA06, LPA07, LPA10, LPD09 and LPD10, Policy LPA12 seeks to promote healthier communities and reduce health inequalities in the Borough.
- 4.42.6 Active Design has been developed by Sport England supported by Public Health England and sets out ten principles. These are arranged under the headings of:
- Activity for all;

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<sup>38</sup> As set out in the St Helens Joint Strategic Needs Assessment (2017): <https://info4.sthelens.gov.uk/strategic-assessments/isna>



- Walkable communities;
- Connected walking & cycling routes;
- Co-location of community facilities;
- Network of multifunctional open space;
- High quality streets and spaces;
- Appropriate infrastructure;
- Active buildings;
- Management, maintenance, monitoring & evaluation; and
- Activity promotion & local champions.

4.42.7 Further details of Active Design are set out in the Sport England document Active Design: Planning for Health and Wellbeing through Sport and Physical Activity 2015. Active Design principles will be applied as appropriate to new development proposals in the Borough to help provide opportunities for active and healthy lifestyles.

4.42.8 Further guidance to support the implementation of Policy LPA12 may be set out in a future SPD.

## 5. Area Policies

### 5.1 Policy LPB01: St Helens Town Centre and Central Spatial Area

#### **Policy LPB01: St Helens Town Centre and Central Spatial Area**

1. The Council will promote the Central Spatial Area as an accessible and welcoming destination for new development that accords with paragraphs 2 to 9 of this Policy and that would help create a high quality built environment. Development that would support the delivery and implementation of the Council-led strategy for the future regeneration and development of St Helens Town Centre will be supported.
2. The English Cities Fund Regeneration Partnership will help deliver a comprehensive redevelopment of the Town Centre and Central Spatial Area, including new commercial activity, upgraded infrastructure, the provision of quality housing, and the overall improvement of the social and economic viability of the area.
3. Proposals for retail and leisure development will be directed to suitable locations within the Town Centre and then other sequentially preferable sites in line with Policy LPC04 and national policy. A town centre 'area of opportunity' for future retail, leisure and cultural development is shown indicatively on the Policies Map. Development that would result in significant harm to the Town Centre's vitality and viability or prejudice planned investment within it will be resisted.
4. Proposals for change of use of units in the Primary Shopping Area in St Helens Town Centre will be refused unless they would be to a main town centre use or uses that would contribute positively to the overall vitality and viability of the centre.
5. New development proposals will be required, where appropriate having regard to their location, nature, and scale, to facilitate linked trips between the Primary Shopping Area and other existing and proposed developments within the St Helens Central Spatial Area, including Asda on Kirkland Street; The Range on Chalon Way; St Helens and Ravenhead Retail Parks; Linkway West; Tesco Extra on Linkway; and St Helens RLFC Stadium.
6. Regular health checks will be undertaken to monitor the vitality and viability of St Helens Town Centre.
7. Proposals for housing or a mix of housing and other suitable use(s) within or on the edge of the Town Centre will be supported where they would avoid prejudicing the retail and service role of the Town Centre.

8. New development in the vicinity of St Helens Canal will be required to, as appropriate, improve the public realm by retaining and enhancing the existing waterway, positively integrating with the canal, and securing improvements to Green Infrastructure in line with Policy LPA08.
9. Pedestrian and vehicular accessibility within and around the Town Centre will be managed in line with the road-user hierarchy set out in the Liverpool City Region: Transport Plan for Growth in order to:
  - a) maintain pedestrian priority within the Town Centre and extend pedestrian links to adjacent areas;
  - b) make suitable provision for cyclists;
  - c) support the Town Centre as the hub of the public transport network in St Helens Borough; and
  - d) make appropriate provision for cars and service vehicles.

## 5.2 Policy LPB01: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 3, SA 5, SA 6
<b>Strategic Objectives Met</b>	SO 1.1, SO 3.1, SO 5.2, SO 5.3, SO 6.1
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• St Helens Infrastructure Delivery Plan</li> <li>• St Helens Town Centre Strategy</li> <li>• Transport investment programmes</li> </ul>

## 5.3 Reasoned Justification

- 5.3.1 The St Helens Central Spatial Area (as shown in appendix 11 and on the Policies Map) includes the Town Centre and its surrounding hinterland. This includes residential, retail and leisure uses' that link to the central retail core.
- 5.3.2 The St Helens Borough Council Retail and Leisure Study Final Report May 2017 assessed the Borough's future retail and leisure needs. It found that the Town Centre's market share for comparison goods expenditure has decreased from 28.2% in 2011 to 20.4% in 2017 whilst the market shares for Ravenhead and St Helens Retail Parks have increased significantly.
- 5.3.3 Based on an assessment of the expected levels of population and expenditure growth, a requirement for additional comparison goods floorspace across the Borough is identified from 2023 onwards. This will correspond to an approximate need for between 3,000m<sup>2</sup> and 6,200m<sup>2</sup> of new floorspace by 2028 rising to between 9,200m<sup>2</sup> and 21,200m<sup>2</sup> by 2033

(it should be noted however that long term estimates should be viewed cautiously due to the difficulties in predicting the economy's performance over time).

- 5.3.4 To meet this need and address the weakening of the town centre's comparison goods market share in recent years, the Council will continue to pursue 'town centre first' principles in line with national policy and seek to accommodate as much of this additional floorspace within St Helens Town Centre as possible. A health check of the town centre carried out as part of the study reported that 15.8% of the total units were vacant, which is significantly greater than the national average vacancy rate of 11.2%. Therefore, it is sensible in the first instance to prioritise the re-occupation of vacant units to boost the health of the town centre.
- 5.3.5 The same 'town centre first' approach will apply to locating future leisure-based development to provide for diversification in the town centre's offer to the public and so improve its vitality and viability.
- 5.3.6 A Town Centre Strategy<sup>39</sup> to provide a comprehensive approach to the future of St Helens Town Centre underwent public consultation during August - October 2017. The Strategy set out a vision for the future of the town centre detailing thematic initiatives to deliver this. In January 2020 the Council successfully received an initial £173,029 capacity fund as part of the Governments Town Deal initiative. The Council has now successfully secured significant investment of up to £25 million. This funding will be used to help increase economic growth with a focus on land use and regeneration, improved connectivity (both transport and better broadband connectivity), skills and employment, and heritage, arts, and culture. A Town Investment Plan will be developed and will sit alongside the Town Centre Strategy.
- 5.3.7 The Council's future aspirations to improve the offer of St Helens Town Centre as set out within the Strategy include the provision of new retail and leisure floorspace, subject to the appropriate policy tests. It is considered that this approach, along with steps to encourage the reuse of vacant floorspace, will address the identified quantitative and qualitative needs of residents in the Borough.
- 5.3.8 The Council will support initiatives and schemes that will help to implement the Strategy by revitalising and enhancing the Town Centre's retail, leisure, and cultural offer. The 'Area of Opportunity', referred to in the Strategy, has been identified due to the potential to reconfigure and / or redevelop land and premises close to Church Square and Chalon Way for suitable town centre uses. To support this initiative and to assist in the regeneration of the area, the Council has entered into a regeneration partnership with the English Cities Fund to deliver a comprehensive redevelopment of the Town Centre (and wider Borough on a phased basis).
- 5.3.9 The first preference for the location of new Class E and Sui Generis retail main town centre uses development is within the Primary Shopping Area.

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<sup>39</sup> St Helens Transforming our Town - Planning for the future of St Helens Town Centre (Sept 2017)

Proposals for Class E and Sui Generis retail main town centre uses that are in an edge-of-centre or out-of-centre location in relation to the Primary Shopping Area will require a Sequential Assessment in accordance with national policy and Policy LPC04.

- 5.3.10 For all non-retail Main Town Centre uses (as defined by the NPPF) the preferred location is within the Town Centre. Proposals for such uses in an edge-of-centre or out-of-centre location in relation to the Town Centre boundary will require a Sequential Assessment in accordance with national policy and Policy LPC04.
- 5.3.11 All Main Town Centre uses in an edge or out-of-centre location that meet the thresholds in Policy LPC04 will also require an Impact Assessment in accordance with national policy.
- 5.3.12 Within the Central Spatial Area, facilities such as the Asda on Kirkland Street, The Range on Chalon Way, Ravenhead Retail Park, St Helens Retail Park, Linkway West, Tesco Extra on Linkway and St Helens Rugby League Football Club's Stadium perform a key function in retaining local retail expenditure and attracting visitors to the town. The Council will continue to promote better integration of these outlying facilities with the Town Centre and its retail core by, for example, encouraging the provision of improved pedestrian routes and bus services.
- 5.3.13 Continuous monitoring of the vitality and viability of the Town Centre will provide the Council with regular and up-to-date data on occupancy and vacancy rates and enable effective monitoring of policies to ensure they are performing effectively.
- 5.3.14 To enhance the vitality of the Town Centre and promote the health of the local community in line with the NPPF, the Council will support mixed-use schemes where they would not restrict the availability of viable retail floorspace. In particular, schemes that would upgrade the quality of the existing office stock will be encouraged even where this would lead to an overall net loss of office floorspace.
- 5.3.15 The Liverpool City Region: Transport Plan for Growth and associated documents set out a road-user hierarchy in order to reduce carbon emissions, reduce the risk of road traffic incidents and promote active travel. In line with this hierarchy the Council will, insofar as this is practicable and consistent with safety considerations, promote measures to prioritise road traffic within and around the town centre in the following order (highest priority first):
- a) pedestrians;
  - b) cyclists;
  - c) public transport users; and
  - d) access traffic.

The objectives of this approach are to support the amenity of the town centre, encourage visitors and attract further businesses to the area.

## 5.4 Policy LPB02: Earlestown Town Centre

### Policy LPB02: Earlestown Town Centre

1. The Council will seek to safeguard and enhance the function and role of Earlestown Town Centre as the second town centre within the Borough.
2. Main town centre uses will be directed to suitable locations within the defined Town Centre first and then other sites in accordance with the sequential approach set out in Policy LPC04 and national policy. The preferred location for new retail development shall be within the defined Primary Shopping Area.
3. Development that would result in a significant adverse impact on the Town Centre’s vitality and viability or planned investment within it will be resisted in accordance with Policy LPC04 and national policy.
4. The delivery and implementation of a Council-led strategy to provide a framework for the future regeneration and development of the town centre will be supported. The English Cities Fund Regeneration Partnership will help deliver a mix of residential, leisure, business and retail development all centred around the Town Centre.

## 5.5 Policy LPB02: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 5
<b>Strategic Objectives Met</b>	SO 1.1, SO 5.3
<b>Is this a ‘strategic’ or ‘local’ policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Earlestown Town Centre Strategy</li> </ul>

## 5.6 Reasoned Justification

- 5.6.1 Earlestown is recognised as the second town centre in the Borough’s hierarchy of centres as set out in Policy LPC04. It is highly accessible from the surrounding residential areas and from other parts of the Newton-le-Willows area. Earlestown Town Centre contains a railway station and bus station that provide access to local and regional destinations.
- 5.6.2 The St Helens Retail and Leisure Study (WYG, 2017) identified that the town has a reasonable provision of goods and services for a centre of its size, although it has a relatively limited comparison goods offer. Its convenience goods offer is significantly strengthened by the presence of the Tesco supermarket in the town centre that generates linked trips to other activities. Earlestown is, however, poorly represented by national multiple retailers. The Study concluded that the town centre provides a

local community focus, and its retail and service offer is sufficient to meet the day to day needs of the surrounding community.

- 5.6.3 The Council will seek to safeguard and build upon this important role and function by applying the 'town centre first' approach to ensure that Earlestown remains the Borough's second centre providing a highly sustainable location for retail and other services. Through its partnership with the English Cities Fund the Council will work towards creating a mix of residential, leisure, business and retail development all centred around the Town Centre.
- 5.6.4 A Primary Shopping Area (PSA) has been defined to direct retail uses, in the first instance, to the 'heart' of the town centre, this is considered important for Earlestown. The PSA reflects Earlestown's core shopping area, which is situated along the pedestrianised Market Street and the adjoining Bridge Street. These two streets contain the highest density of retail and service uses within the town centre. The PSA also includes Tesco, Wilkinsons and Home Bargains and incorporates Market Square. These retailers act as key drawing factors to the centre and are considered to function as part of the retail core.
- 5.6.5 The preferred location for new retail development is within the Primary Shopping Area. Proposals for retail uses that are in an edge-of-centre or out-of-centre location in relation to the PSA will require a sequential assessment in accordance with national policy and Policy LPC04.
- 5.6.6 The preferred location for all non-retail main town centre uses (as defined in Annex 2 of the NPPF) is within the town centre boundary. Proposals for non-retail main town centre uses that are in an edge-of-centre or out-of-centre location in relation to the town centre boundary will require a sequential assessment in accordance with national policy and Policy LPC04.
- 5.6.7 All main town centre uses in an edge-of-centre or out-of-centre location that meet the thresholds in Policy LPC04 will also require a town centre impact assessment in accordance with national policy and Policy LPC04.
- 5.6.8 To provide a focus for future development of the town centre and positively promote Earlestown as a location to live, through the English Cities Fund Regeneration Partnership, the Council and its partners intend to bring forward a dedicated Town Centre strategy, which may form the basis for an SPD. This will include initiatives to:
- enhance the Town Centre as a shopping destination and increase the vibrancy of the town's market;
  - protect and enhance the town's built heritage;
  - promote Earlestown as a key commuter settlement with direct rail connectivity to Liverpool, Manchester and Chester;
  - increase the number and variety of residential units by encouraging mixed use development that makes a positive contribution to the economic role of the town centre; and
  - link the town centre with the new homes to be provided through the residential redevelopment of Deacon Trading Estate and other housing developments.

## 6. Homes and Communities

### 6.1 Policy LPC01: Housing Mix

#### **Policy LPC01: Housing Mix**

1. New market and affordable housing should be well designed to address local housing need and include a range of types, tenures and sizes of homes as informed by up-to-date, relevant evidence including the Borough's latest Strategic Housing Market Assessment (SHMA).
2. Where a proposal for new housing would be on a greenfield site on which the site as a whole would deliver 25 or more new homes, the Council will apply optional standards as set out in Parts M4(2) and M4(3)(2)(a) of the Building Regulations 2010 (as amended) so that:
  - a) at least 20 % of the new dwellings across the whole site must be designed to the "*accessible and adaptable*" standard set out in Part M4(2); and
  - b) at least 5% of the new dwellings across the whole site must be designed to the "*wheelchair user adaptable*" dwellings standard set out in Part M4(3)(2)(a).

If the standards in Part M4(2) or Part M4(3)(2)(a) are amended or superseded by new standards, the Council will apply the relevant amending or superseding provisions in the same proportions as set out above.

3. Exceptions to paragraphs 1 and 2 of this Policy may be made where the applicant has submitted an independent viability assessment, prepared by a suitably qualified person, which clearly demonstrates that meeting the requirements would render the scheme un-viable. In such cases the Council will weigh any benefits of allowing the scheme in the form submitted against the extent of any failure to meet the requirements in full.
4. The Council will work with partners to facilitate the provision of bungalows, and specialist and supported housing for elderly and vulnerable people. Provision of sheltered housing, extra care housing, retirement accommodation and residential care homes should be easily accessible by walking and public transport to a suitable range of services to meet the needs of future occupiers.
5. The Council will support the delivery of suitably designed and located self-build and custom-build schemes in the Borough where they would conform with all relevant local and national policies.
6. Proposals for the change of use or sub-division of existing buildings to form flats or Houses in Multiple Occupation (HMOs) will be granted permission provided they would:
  - a) retain a suitable mix of housing types to meet needs in the area;



- b) avoid harming the character and / or appearance of the area;
- c) avoid harming the amenities enjoyed by occupiers of neighbouring residential properties;
- d) provide satisfactory levels of amenity for their future occupier(s) in terms of outlook and natural light; and
- e) comply with parking standards referred to in Policy LPA06 and to be set out in the future review of the Council's Ensuring a Choice of Travel Supplementary Planning Document.

## 6.2 Policy LPC01: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 4
<b>Strategic Objectives Met</b>	SO 4.1
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Responding to housing needs identified in SHMA updates</li> <li>• Partnership working e.g., with Registered Providers</li> </ul>

## 6.3 Reasoned Justification

- 6.3.1 National planning policy requires the Council to plan for the delivery of a wide choice of high-quality homes within sustainable, inclusive, mixed communities, based on sound evidence and to identify the size, type, tenure and range of housing that is required. The Council is seeking to achieve a mix of housing that reflects St Helens Borough's housing needs. In accordance with national planning policy, this includes providing housing for different groups including those who require affordable housing, families with children, older people, people with disabilities and people wishing to commission or build their own homes.
- 6.3.2 The Mid Mersey Strategic Housing Market Assessment (SHMA) 2016 assessed the need for different types of housing in the Borough. This has been updated by the St Helens SHMA Update 2018<sup>40</sup>.

### Split between market and affordable homes

- 6.3.3 The St Helens SHMA Update 2018 identifies that there is a need for 1,987 affordable housing units to be delivered in the Borough between 2016 and 2033 at an average of 117 units per year. It is considered reasonable at this stage to extend this assessment of annual need up until the end of the

<sup>40</sup> St Helens Strategic Housing Market Assessment (SHMA) Update, GL Hearn 2018

Plan period (2037). Of the overall housing provision of 10,206 dwellings (set out in Policy LPA04) it is therefore anticipated that about 2,457 (24%) should be affordable. The amount of affordable housing to be delivered is also likely to be affected by economic viability issues. Policy LPC02 sets out in further detail the requirements for affordable housing of different tenures and in different areas of the Borough.

### Size of homes needed

- 6.3.4 The St Helens SHMA Update 2018 identifies that the greatest need within the market and affordable home ownership sectors is for dwellings of 2 and 3 bedrooms; whilst within the affordable rented sector the greatest need is for dwellings of 1 or 2 bedrooms. It is acknowledged, however, that these are minimum sizes to meet the range of needs that are identified. Table 6.1 summarises the range of sizes identified as being needed in the SHMA update that will guide the Council’s assessment of planning applications in line with paragraph 1 of Policy LPC01. These needs will be kept under review as the Plan period progresses and each planning application will be considered on its own merits, taking into account relevant evidence including the most up-to-date SHMA.

**Table 6.1: Estimated Size of Homes Needed 2014-2037<sup>41</sup>**

	1-bed	2-bed	3-bed	4+ bed
Market	0-5%	25-30%	50-55%	15-20%
Low-cost home ownership	10-15%	35-40%	40-45%	5-10%
Affordable housing (rented)	30-35%	30-35%	25-30%	5-10%

### Special needs housing (including ‘accessible and adaptable’ and ‘wheelchair user’ housing)

- 6.3.5 National planning policy and legislation also encourages the Council to ensure that a proportion of new homes are accessible and can be readily adapted for the needs of all population groups. The St Helens SHMA update 2018 identifies that, between 2016 and 2033, the population of the Borough that is aged 65+ is likely to increase by 27.3% and that at least 85% of the Borough’s population growth over this period will be in this age group (Table 6.2).
- 6.3.6 The SHMA Update 2018 also identifies that between 1,215 and 1,241 specialist housing units for older people are needed between 2016 and 2033 and that there is a need for 6-7% of all dwellings to be for wheelchair users.
- 6.3.7 National Planning Practice Guidance advises that, to effectively address the needs for specialist housing, it is necessary to balance the scale of the needs against the impact that making suitable provision can have on the viability of new housing development.

<sup>41</sup> St Helens SHMA Update 2018

**Table 6.2: Projected Change in Population of Older Persons (2016 to 2033)<sup>42</sup>**

	Under 65	65-74	75-84	85+	Total	Total 65+
St Helens Borough	-1.9%	13.2%	33.4%	83.7%	4.0%	27.3%
North West	-1.2%	21.2%	37.9%	68.8%	5.0%	32.5%
England	2.6%	26.2%	44.5%	73.1%	9.0%	38.3%

- 6.3.8 Having regard to these factors (including the findings of the St Helens Local Plan Economic Viability Assessment 2018), Policy LPC01 requires that in new developments on a greenfield site of 25 or more dwellings, at least 20% of the new homes will be constructed to ‘accessible and adaptable’ standards, as contained in Part M4(2) of the Building Regulations, and that at least 5% of the new homes should be designed to the ‘wheelchair user adaptable’ dwellings standards set down in Part M4(3)(2)(a) of the Building Regulations. This will ensure that a proportion of all homes available in the Borough will be suitable and / or can be adapted, without undue difficulty, for occupation by residents who are wheelchair users and to ensure that these homes will also be accessible to visitors with limited mobility. A 12-month transition period will be applied from the adoption date of the Plan, following which time this requirement will apply to all relevant sites subject to a planning application, unless an exception as outlined in section 4 of the Policy is demonstrated by site specific evidence.
- 6.3.9 The SHMA Update 2018 also identifies that bungalows are often the first choice for older people seeking suitable accommodation and there is generally high demand for such accommodation when it becomes available. As the population ages, many older residents wish to downsize locally but have a limited range of suitable housing stock to move into. Therefore, the Council will require that, as a general guideline, at least 5% of the market homes provided on developments of 25 or more dwellings on greenfield sites should be bungalows.

### Self and Custom Build

- 6.3.10 Self-build and custom house-building are defined in the Housing and Planning Act 2016 as:
- “ ... the building or completion by— (a) individuals, (b) associations of individuals, or (c) persons working with or for individuals or associations of individuals, of houses to be occupied as homes by those individuals ...”*
- 6.3.11 Although the terms are used interchangeably, “*custom build*” is where a person commissions a specialist developer to help to deliver their home, while “*self-build*” is where a person is more directly involved in organising and constructing their home. Both routes require significant input from the prospective homeowner in the design of the dwelling.

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<sup>42</sup> St Helens SHMA update 2018 table 19

- 6.3.12 In accordance with the Self-build and Custom Housebuilding Act 2015, the Council maintains a register of individuals and associations of individuals who wish to acquire serviced plots of land to bring forward self-build and custom housebuilding projects<sup>43</sup>.
- 6.3.13 The Mid Mersey SHMA 2016 and the St Helens SHMA update 2018 did not identify a specific quantum of demand for self-build in the Borough and as of August 2018 there has been very limited demand to be included on the Self-Build Register. However, it is anticipated that as the Register becomes more established, demand for self and custom build plots could increase. Further evidence of need for self and custom build plots will be informed by future SHMAs and updates to the Register. In accordance with national planning policy, legislation and guidance, the Council will support the delivery of housing to meet the needs of people wishing to build their own homes on suitable sites that meet all other applicable policy requirements.

#### Flats and Houses in Multiple Occupation

- 6.3.14 The sub-division of existing dwellings into flats or to form Houses in Multiple Occupation (HMOs) can make an important contribution to meeting specific needs, for example for single persons or couples. However, it is important that such proposals should be consistent with the latest evidence of housing needs in the area and avoid causing an unacceptable loss of family housing. It is also important that they avoid harming the character or appearance of the area for example by leading to excessive hard surfacing of garden areas to form car parking. Such proposals should also be suitably designed to provide acceptable living conditions for their occupants, for example in terms of outlook and daylight/sunlight and avoid harming the living conditions of neighbouring occupiers. Further guidance concerning such proposals will be set out in a future SPD.

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<sup>43</sup> The Council's Self-Build and Custom Build Register is available on its website and further information is available via the Government endorsed self-build portal at <http://www.selfbuildportal.org.uk/custombuild>

## 6.4 Policy LPC02: Affordable Housing

### Policy LPC02: Affordable Housing

1. The Council will support the delivery of affordable housing by encouraging new provision by Registered Providers of Social Housing.
2. Proposals for new open market housing developments of 10 units or more, or when the number of units is not known, sites of 0.5ha or more, will be required to contribute as follows:
  - i) at least 30% of new dwellings provided on greenfield sites in Affordable Housing Zones 2 and 3 must fall within the definition of 'affordable housing'; or
  - ii) at least 10% of new dwellings provided on brownfield sites in Affordable Housing Zone 3 must fall within the definition of 'affordable housing'.
3. The types of affordable housing to be provided on any site must be informed by the latest evidence concerning need. Where an affordable housing requirement is triggered in line with paragraph 2 of this Policy:
  - a) at least 10% of the overall number of homes to be provided should be available for affordable home ownership<sup>44</sup> (unless this would significantly prejudice the ability to meet the identified needs of specific groups); and
  - b) any remaining proportion of the affordable housing to be provided should be for affordable rented accommodation.
4. The provision of affordable housing may vary on a site-by-site basis taking into account evidence of local need and where appropriate, the economic viability of the development. Any relaxation of the affordable housing requirements set out in paragraphs 2 or 3 of this Policy will only be supported if:
  - a) it is fully justified by an independent site-specific viability appraisal; and
  - b) the benefits of proceeding with the development outweigh the failure to provide the full affordable housing contribution.
5. Any affordable housing provision must be within the application site unless the applicant has demonstrated either that:
  - a) insufficient local need exists to justify on-site provision; or

<sup>44</sup> The term 'affordable home ownership' as defined in Annex 2 of the National Planning Policy Framework (July 2021) includes 'starter homes', 'discounted market sales housing' and 'other affordable routes to home ownership'.

- b) there would be overriding benefits by making alternative provision ‘off site’ in which case a commuted sum in lieu of on-site provision will be required. The level of any such commuted sum should be in accordance with guidance set out in the Affordable Housing Supplementary Planning Document.
6. Where affordable housing is to be provided on site, adequate provisions must be made, for example through conditions and / or a Section 106 agreement, to ensure that such housing is made available in perpetuity for occupation by persons who are in affordable housing need, or for any subsidy to be recycled to support affordable housing provision elsewhere.

**6.5 Policy LPC02: Strategic Aims, Objectives and Key Delivery Mechanisms**

<b>Strategic Aims Met</b>	SA 4
<b>Strategic Objectives Met</b>	SO 4.1
<b>Is this a ‘strategic’ or ‘local’ policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Partnership working e.g., with Registered Providers</li> <li>• Affordable Housing SPD</li> </ul>

**6.6 Reasoned Justification**

6.6.1 The National Planning Policy Framework confirms that planning policies should identify the amount and type of affordable housing that is required. It also confirms that policies for developer contributions (including towards affordable housing) should not undermine the deliverability of the Plan. As stated earlier<sup>45</sup>, the St Helens SHMA Update 2018 has identified a need for 117 new affordable units per year between 2016 and 2033. Policy LPC02 sets out the circumstances in which affordable housing provision to help meet this need will be required and indicates the quantities that will be sought from open market housing development.

Economic Viability

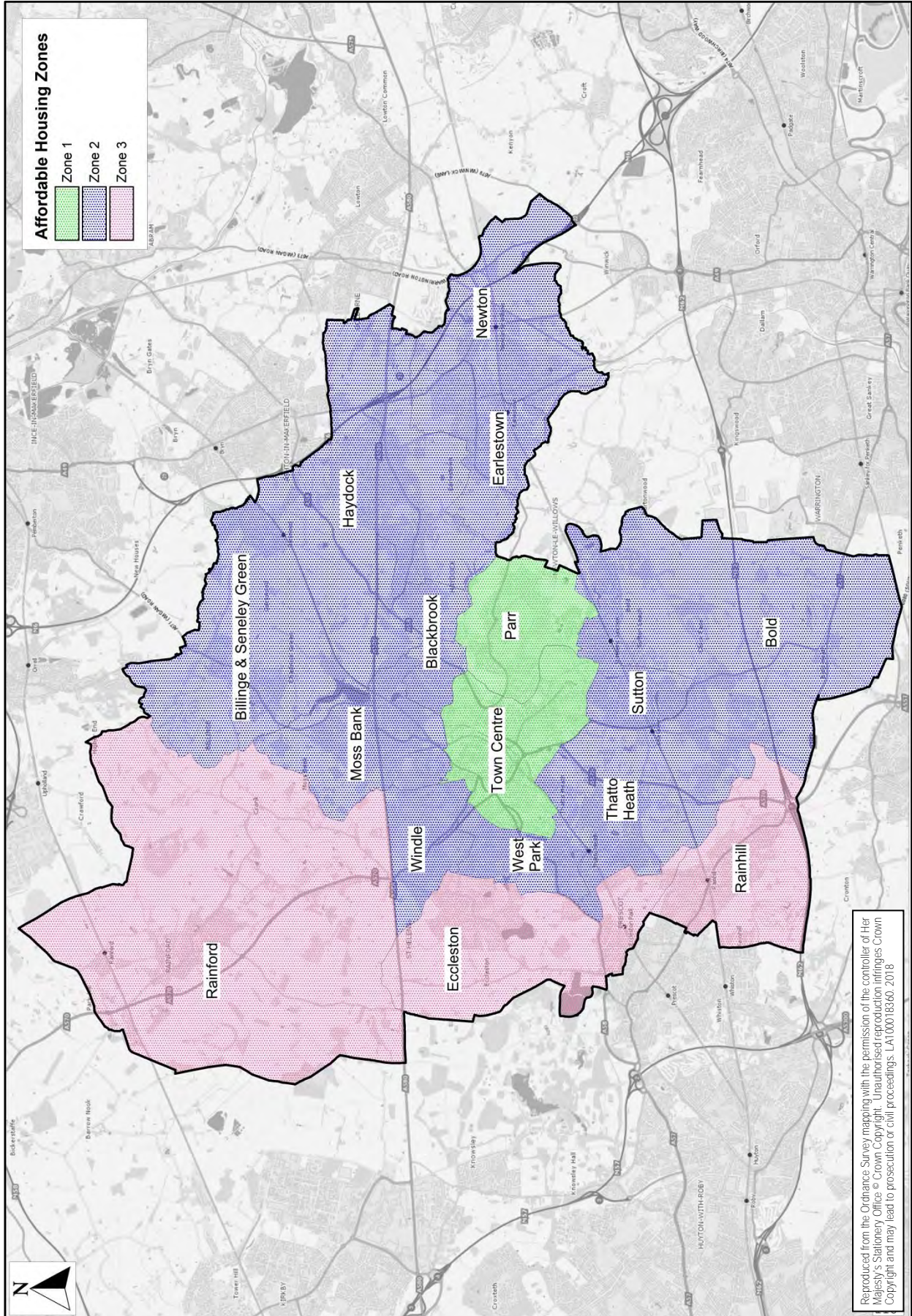
- 6.6.2 The provision of affordable housing linked to open market housing development must be realistic with regard to economic viability, but flexible to variations between sites and changes in market conditions over the Plan period.
- 6.6.3 The St Helens Local Plan Economic Viability Report 2018 demonstrates that there are geographical disparities in viability, and this has informed

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<sup>45</sup> See the Reasoned Justification to Policy LPC01

the zonal approach proposed. Policy LPC02 contains three separate affordable housing zones that follow ward boundaries as presented in Figure 6.1 and Table 6.3.

Figure 6.1: Affordable Housing Zones





**Table 6.3: Affordable Housing Zone Requirements**

Affordable Housing Zone	Areas include	Affordable Housing Requirement
1	Town Centre, Parr Wards	No affordable housing requirement due to viability constraints
2	Blackbrook, Bold, Earlestown, Haydock, Sutton, Thatto Heath, West Park, Billinge & Seneley Green, Moss Bank, Newton, Windle	<ul style="list-style-type: none"> <li>• 30% requirement on greenfield sites</li> <li>• 0% requirement on brownfield sites</li> </ul>
3	Eccleston, Rainford, Rainhill	<ul style="list-style-type: none"> <li>• 30% requirement on greenfield sites</li> <li>• 10% requirement on brownfield sites</li> </ul>

### Tenure of affordable housing to be provided

- 6.6.4 Annex 2 of the NPPF defines the term ‘affordable housing’ as including (in summary): affordable housing for rent; starter homes; discounted market sales housing; and other affordable routes to home ownership.
- 6.6.5 St Helens has for many years had an identified need for further provision of social and affordable rented housing. This is confirmed in the St Helens SHMA 2016 and SHMA update 2018. More recently, however, the revised NPPF (July 2021) has widened the definition of affordable housing to include a greater range of affordable home ownership products. The revised NPPF (July 2021) also states that where major development involving the provision of housing is proposed (subject to various exclusions) at least 10% of the homes should be available for starter homes or other forms of affordable home ownership. The Housing and Planning Act 2016 requires the Council to promote the delivery of starter homes in its area. Currently starter homes are broadly defined as market housing with a 20% reduction on the normal market price, with specific age restrictions and the cost of which is capped at £250,000.
- 6.6.6 The St Helens SHMA update 2018 indicates that the additional categories of affordable home ownership introduced in the revised NPPF (July 2021) are likely to make only a limited contribution towards meeting affordable housing needs in the Borough (due to the availability of existing second-hand homes at affordable prices). However, it acknowledges that providing some affordable home ownership properties could assist in helping households move out of the private rented sector. The SHMA 2016 also identified a need for intermediate housing (that can provide a form of affordable home ownership).
- 6.6.7 Having regard to all these factors Policy LPC02 requires that – where affordable housing is to be required (or contributed towards) as part of a wider scheme – at least 10% of the overall housing provision resulting from the proposals should be for affordable home ownership. In assessing the precise types of affordable housing to be provided on each site, the Council will take into account the SHMA, any other evidence of

need, and the latest definition of affordable housing set by the Government. It is anticipated that there will be an on-going need for affordable rented housing, as starter homes and other forms of affordable home ownership are unlikely to replace the need for these forms of rented accommodation.

#### Site specific viability assessments

- 6.6.8 If a developer considers that the affordable housing requirements set out by this policy are not viable on a specific site, then this will need to be justified through a robustly prepared, transparent, and independent financial appraisal.

#### Implementation of Policy LPC02

- 6.6.9 The St Helens Affordable Housing SPD (2010) will be updated as necessary to assist the implementation of Policy LPC02. Furthermore, it is acknowledged that 'First Homes' have been introduced by the Government and fall within the definition of 'affordable housing'. However, as this Plan is being progressed under the First Homes transitional arrangements, it is not required to reflect the First Homes policy requirement. Instead, this will be addressed in a future update of the Plan.

## 6.7 Policy LPC03: Gypsies, Travellers and Travelling Showpeople

### Policy LPC03: Gypsies, Travellers and Travelling Showpeople

- The following sites are allocated for the provision of pitches to help meet the Borough's identified need for Gypsy and Traveller accommodation of 18 pitches over the Plan period, and are identified on the Policies Map:

Site Ref	Site Location	Size (hectares)	Type of Site	Indicative Number of Pitches
GTA01	Land north of Sherdley Road and west of Sutton Heath Road, Sherdley Road, Thatto Heath	0.39	Permanent	8
GTA02	Land adjacent to land east of Sherdley Road Caravan Park, Sherdley Road, Thatto Heath	0.09	Transit (Limited length of stay)	3

- Site GTA01 is suitable for the provision of permanent Gypsy and Traveller pitches including amenity buildings. Site GTA02 is suitable for the provision of transit (limited length of stay) accommodation for Gypsies and Travellers. Development, either within these sites or on adjacent land, will not be permitted if it would not be compatible with the intended use of site GTA01 or GTA02 for Gypsy and Traveller Accommodation.
- The loss of an existing site or pitch that is or was last used to provide accommodation for Gypsies or Travellers, or for Travelling Showpeople, to another land use will not be permitted unless:
  - The level of provision of the type of facility that would be lost would, following implementation of the proposal, significantly exceed the Council's latest assessment of need (across the Borough as a whole) and remain so for the remainder of the Plan period, and the site has been marketed for its existing or most recent use for a substantial period of time and in a manner agreed with the Local Planning Authority; or
  - The proposed loss of the existing site, pitch or plot is necessary to provide essential improvements to the accommodation for gypsies, travellers or for travelling show-people within the site; or
  - The site is unsuitable for its existing use and alternative accommodation, of a scale, quality, and suitability to meet needs at least equivalent to those that would be lost, would be provided.

4. Proposals for new, re-configured or expanded sites for Gypsies and Travellers or Travelling Showpeople will only be permitted where they would:
  - a) have a suitable and safe site layout and design, including adequate internal circulation, parking and amenity spaces, marked pitches and amenity buildings/facilities, all of which should accord with any relevant national government guidance and be informed where possible by the outcome of consultation with local users;
  - b) provide for suitable physical environmental conditions within the site for example in relation to ground conditions and flood risk;
  - c) provide adequate levels of amenity and privacy for occupiers of each plot/pitch;
  - d) avoid causing harm to the living conditions of occupiers of neighbouring properties;
  - e) respect the character of the local built and / or natural environment;
  - f) provide for access by road that would be suitable for all types of vehicles and caravans likely to access the site; and
  - g) be served by safe and convenient access by walking or public transport to a local, district or town centre, education and health facilities, and employment opportunities in the surrounding area.
5. In addition to meeting the criteria in paragraph 4 of this Policy, any proposals to provide accommodation for Travelling Showpeople must:
  - a) be located and designed so as to avoid causing disturbance to occupiers of adjacent properties for example due to noise from the maintenance and / or testing of equipment;
  - b) avoid prejudicing the operations of any existing employment uses; and
  - c) allow for the provision of suitable space and storage for rides and associated equipment, where applicable.

Conditions and / or Section 106 obligations may be used to limit the hours within which equipment can be tested.

## 6.8 Policy LPC03: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 2, SA 3, SA 4, SA 6
<b>Strategic Objectives Met</b>	SO 1.1, SO 2.1, SO 3.1, SO 4.1, SO 6.2
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Funding of additional Gypsy &amp; Traveller permanent pitch provision</li> <li>• Funding of Gypsy &amp; Traveller transit pitch provision</li> </ul>

## 6.9 Reasoned Justification

- 6.9.1 National Planning Policy for Traveller Sites (PPTS) requires local authorities to assess Gypsy and Traveller and Travelling Showpeople accommodation needs and ensure steps are taken to meet those needs, including where necessary through the allocation of sites in the Local Plan.
- 6.9.2 The Merseyside and West Lancashire Gypsy & Traveller Accommodation Assessment (GTAA) was undertaken in 2014 and included extensive fieldwork by interviewers to understand current and future housing need from the members of the Gypsy & Traveller community living in caravans and in “bricks and mortar” houses.
- 6.9.3 The GTAA found that across Merseyside and West Lancashire as a whole there was a need for 42 net additional permanent pitches between 2013/14 and 2032/33, of which 8 should be in St Helens Borough. Of the 8 permanent pitches required in the Borough: 6 were required between 2013 and 2018; 1 between 2018 and 2023; and 1 between 2023 and 2033. The GTAA also found a need for 3 transit pitches to be provided (capable of accommodating 6 touring caravans) for Gypsies and Travellers for the period 2013 to 2033. The GTAA did not identify a need for accommodation for Travelling Showpeople.
- 6.9.4 A permanent pitch acts as a main place of residence, with the occupier being able to go off site to travel for periods of time during the year. Each pitch should have enough space on which to site a permanent static caravan and a touring caravan, and adequate access to utilities and an amenity building (containing a toilet, bathroom and possibly a utility/sitting room) and space for vehicles (including a commercial vehicle). A transit pitch is for occupation on a short term, temporary basis by Gypsies and Travellers who are travelling away from their ‘home’ pitch. A transit pitch needs to have enough space for a touring caravan plus a towing vehicle and access to utilities provision.
- 6.9.5 In August 2015, the Government changed the definition of ‘travellers’ for planning purposes so that it no longer includes persons who have given up a nomadic way of life. However, it is still necessary to give adequate weight to the preferences of many Gypsies, Travellers and Travelling Showpeople to live in caravans. Whilst the Housing and Planning Act

2016 removed the need for a separate GTAA to be undertaken, it did not remove the need to assess the accommodation needs of Gypsies, Travellers and Travelling Showpeople as part of the plan-making process. The Merseyside and West Lancashire GTAA remains an important source of evidence to underpin the St Helens Borough Local Plan.

- 6.9.6 Planning permission was granted in 2016 for 12 pitches on land east of the Sherdley Road Caravan Park. This would more than meet the need for 8 permanent pitches identified in the GTAA. However, the net need for new pitches changes each year as occupancy of sites alters and pitches are gained and lost, and a rise in the numbers of occupiers on non-authorised sites indicates that the overall (net) need for new pitches in the Plan period is likely to have risen to about 18 by 2016. This is comprised of the 8 pitches identified within the GTAA, 4 private pitches which are not authorised but tolerated, an additional 2 unauthorised pitches and 4 pitches provided for the loss of pitches at Berry's Lane which is a closed site and at Suez Street due to the construction of a bungalow on the site. The existing permission for 12 pitches would therefore be likely, on its own, to fall short of meeting needs. For this reason, Policy LPC03 allocates an additional site (referenced GTA01 - to the west of the existing Council owned Sherdley Road Caravan Park) for the delivery of additional permanent provision.
- 6.9.7 Site GTA01 satisfies the criteria for site provision set out in Policy LPC03 and is considered to be deliverable by the Council. Its estimated capacity of 8 pitches is capable, in combination with the site with existing planning permission, of meeting the total estimated net need for permanent site provision over the Plan period. However, the Council will keep the need and supply of sites under regular review to ensure that needs can be met over the Plan period. Site GTA02 has been allocated to meet the need for transit site provision set out in the GTAA.
- 6.9.8 No provision has been made to meet needs beyond the Plan period as the GTAA found that looking ahead that far to assess needs was difficult. Accordingly, the preferred approach is for needs beyond the Plan period to be reviewed in the future taking account of relevant circumstances at the time.

## 6.10 Policy LPC04: Retail and Town Centres

### **Policy LPC04: Retail and Town Centres**

1. Proposals for retail, leisure and other main town centre uses will be directed towards the Borough's defined centres as listed below and as shown on the Policies Map:
  - a) Principal Town Centre: St Helens
  - b) Town Centre: Earlestown
  - c) District Centres: Rainhill and Thatto Heath
  - d) Local Centres: Billinge; Chain Lane; Clipsley Lane; Denton's Green; Eccleston; Fingerpost; Marshall's Cross; Newton-le-Willows; Newtown; Rainford; and Sutton.
2. The development of main town centre uses within the defined centres will be supported. Proposals for other uses in such locations will be considered having regard to the scale and nature of the proposal and the role and function of the centre. Planning permission will be granted for development that is appropriate in terms of its scale and nature relative to the role and function of each centre.
3. Proposals for main town centre uses will be subject to a sequential approach to development in line with national policy. This will require development for such uses to be located as a first preference in suitable locations within town, district, or local centres and then (as a second preference) in edge-of-centre locations. Only if suitable sites in such locations are not available should out-of-centre sites be considered. The Primary Shopping Area (PSA) shall be the preferred location for proposed retail development in St Helens and Earlestown, with edge-of-centre in the context of such proposals being defined as locations that are well connected to and up to 300m from the PSA.
4. When considering proposals in out-of-centre locations, preference will be given to accessible sites that are well connected to a defined centre as listed in paragraph 1 of this Policy.
5. The sequential approach will not apply to applications for small scale rural offices or other small scale rural development.
6. All proposals for retail development that would not be located within a defined centre must be accompanied by an assessment of their likely impact on existing centre(s) if they would be above the floorspace threshold for the area in which they would be located as set out below:

Location of proposal	Floorspace threshold (gross)
Within 800m of the boundary of Earlestown Primary Shopping Area or of a District Centre	300m <sup>2</sup>
Within 800m of the boundary of a Local Centre	200m <sup>2</sup>
All other cases	500m <sup>2</sup>

7. All proposals for leisure uses that would fall outside of a defined centre must be accompanied by an assessment of their likely impact on existing centre(s) if they would be above the size threshold for the area in which they would be located as set out below:

Location of proposal	Floorspace threshold (gross)
Within 800m of the boundary of Earlestown Town Centre or of a District Centre	300m <sup>2</sup>
Within 800m of the boundary of a Local Centre	200m <sup>2</sup>
All other cases	500m <sup>2</sup>

8. Where more than one impact threshold applies, the lower impact threshold will take precedence.
9. Impact assessment thresholds will apply to applications for new floorspace, changes of use and variations of condition to remove or amend restrictions on how units may operate.

## 6.11 Policy LPC04: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 1, SA 5
<b>Strategic Objectives Met</b>	SO 1.1, SO 5.3
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Earlestown Town Centre Strategy</li> <li>• St Helens Town Centre Strategy</li> <li>• Town centre health checks</li> </ul>



## 6.12 Reasoned Justification

### Network and Hierarchy of Centres

- 6.12.1 In defining the Borough's Town, District and Local centres, the Council recognises the importance that these centres play at the heart of local communities, and it will seek to support appropriate investment within them. The boundaries of each centre are shown on the Policies Map and in appendix 11. The network and hierarchy of centres within the Borough are defined in accordance with the findings of the St Helens Retail and Leisure Study 2017, which undertook health checks of each centre to assess their role and functionality. Centre boundaries will be kept under review, in line with the NPPF, to reflect changing needs.
- 6.12.2 St Helens remains the top tier town centre performing an important role and containing a good representation of retail, leisure, and civic uses that cater for many of the needs of the Borough's residents. As such, it forms the Principal Town Centre in the Borough. Earlestown, as a second tier Town Centre, contains a reasonable provision of goods and services, and is highly accessible from the surrounding residential areas. Rainhill and Thatto Heath District Centres provide accessible locations with sufficient levels of retail and service provision and community facilities to meet day-to-day needs of local residents. The 11 Local Centres cater for day to day shopping needs of the local communities providing an important local service to meet the needs of residents within the surrounding catchments.

### Sequential Approach

- 6.12.3 To ensure the vitality and viability of the Borough's centres are maintained and enhanced the Council will continue to apply the 'town centre first' principle. When considering development proposals for retail and other main town centre uses, that will be directed to defined centres in the first instance.
- 6.12.4 In line with the NPPF, a sequential assessment will be required to support any planning application for a main town centre use that is not in an appropriate location within an existing centre.
- 6.12.5 The preferred location for retail proposals in St Helens or Earlestown (i.e., the 'in-centre' location for the purposes of operating the sequential approach) shall be the Primary Shopping Area. Within the District and Local Centres, the preferred location for retail development shall comprise all areas within the defined centre boundary. For all non-retail main town centre use proposals, the preferred location shall comprise all areas within the defined Town, District or Local Centre boundaries.
- 6.12.6 This approach is consistent with NPPF definitions. A sequential assessment must, where required, set out why sequentially preferable (i.e., more central) locations have been ruled out. When considering alternative sites, the suitability, availability, and viability of the site should be assessed, with particular regard to the nature of the need that is to be addressed.
- 6.12.7 When considering how the sequential test should be applied, the Council will take account of planning practice guidance and only require

assessments that are proportionate and appropriate to the size and scale of the development proposed.

- 6.12.8 It is recognised that certain main town centre uses have particular market and locational requirements that mean that they may only be accommodated in specific locations. In the case of proposals for small scale shops and services in predominantly residential areas serving a localised catchment, it may not be reasonable to expect the same customer base or market to be served from premises within a defined centre or on the edge of it. Where this can be fully justified, and the proposal is in a highly and safely accessible location (including by walking and cycling) a sequential assessment of alternative locations may not be required.

### Impact Assessment

- 6.12.9 In line with the NPPF, the St Helens Retail and Leisure Study 2017 recommends that a range of locally set thresholds be used to identify when proposals for main town centre uses outside existing centres must be accompanied by a town centre impact assessment. These thresholds relate to the size and proximity of the proposal to the centres as set out in paragraphs 6 and 7 of Policy LPC04.
- 6.12.10 In the case of District and Local Centres the lower local impact thresholds of 200m<sup>2</sup> and 300m<sup>2</sup> referred to in Policy LPC04 will apply to proposals on sites that are less than 800m from the nearest part of the boundary of the relevant centre. The distance of 800m is broadly commensurate with the potential walk-in catchments of smaller centres and is identified by Guidelines for Providing for Journeys on Foot (The Institution of Highways & Transportation, 2000) as being the 'preferred maximum' acceptable walking distance to a centre. Beyond 800m from the District and Local centres, the higher threshold of 500m<sup>2</sup> will apply.
- 6.12.11 Where an impact assessment is required, the applicant should agree its scope with the Council at an early stage to ensure it is proportionate to the scale of the proposed development and provides the required information to identify the effects of the development on the centre. The Council will take account of planning practice guidance when considering such assessments.

## 7. Environment and Resources

### 7.1 Policy LPC05: Open Space

#### Policy LPC05: Open Space

1. The Council will seek to ensure that the Borough's network of open spaces is protected, managed, enhanced and where appropriate expanded. To achieve this, it will support the implementation of programmes and strategies to manage and enhance all forms of open space, including where applicable through the use of Green Flag or similar designations.
2. Development proposals that would result in the loss of open space will only be permitted where:
  - a) it has been clearly demonstrated that the open space (having regard to the standards referred to in Table 8.1) is surplus to requirements; or
  - b) the open space that would be lost would be replaced by new provision that is equivalent or better in terms of quantity and quality in a suitable location; or
  - c) the proposed development is for alternative sports and / or recreational provision, the benefits of which would clearly outweigh the loss of the existing open space.
3. New residential development will be required to contribute towards the provision, expansion and / or enhancement of open space to meet needs in accordance with Policies LPA07 and LPD03.

### 7.2 Policy LPC05: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2, SA 6
<b>Strategic Objectives Met</b>	SO 2.1, SO 6.2, SO 6.3
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Bold Forest Park Area Action Plan</li> <li>• Developer Contributions SPD</li> <li>• Development Management process</li> <li>• Ongoing assessment of need for open spaces</li> <li>• St Helens Open Space Sport and Recreation Assessment (OSSRA) and the St Helens Playing Pitch Strategy</li> </ul>

## 7.3 Reasoned Justification:

- 7.3.1 Policy LPC05 seeks to ensure the protection and management of the Borough's existing open spaces in the most effective way. It also enables the provision and / or enhancement of open space where this is needed. Planning can be a key mechanism in the delivery and implementation of strategies and programmes to maintain and enhance open spaces, directing any improvements to the right places. Where relevant, the Council will seek to ensure that development proposals support the vision, aims and objectives of any such strategy or programme.
- 7.3.2 Open space fulfils a variety of important functions of value to the public. For example, it provides opportunities for: formal and informal recreation and activities; play and social interaction; environmental enhancement and attractiveness; wildlife conservation; education; food growing; and quiet contemplation. It provides strong health and well-being benefits for local people. Furthermore, provision of new and / or enhancement of existing open spaces will support the Council's Climate Change Emergency declaration.
- 7.3.3 The Borough's open spaces, many of which are identified on the Policies Map, are categorised under the following typologies:
- parks and gardens;
  - natural and semi-natural greenspaces;
  - amenity greenspace;
  - provision for children and young people (including equipped play areas);
  - allotments;
  - cemeteries and churchyards; and
  - outdoor sports and recreation facilities (such as playing fields, golf courses, bowling greens, tennis courts and recreational water bodies).
- 7.3.4 The Council will resist development proposals that would result in the loss of open space unless at least one of the criteria in paragraph 2 of Policy LPC05 has been satisfied. When assessing if a proposal would comply with these criteria, the Council will take account of the most recent assessment of the Borough's open space, sports and recreation provision and needs. As at the date of this Local Plan's adoption, the St Helens Open Space Sport and Recreation Assessment (OSSRA), completed in 2016, provides the most up-to-date evidence. It comprises: an Open Space Assessment; a Playing Pitch Assessment, Strategy and Action Plan; and a Built and Indoor Sports Facilities Assessment with Golf Course Addendum.
- 7.3.5 With regard to criterion 2a), the onus will be on the applicant to demonstrate clearly that the open space is surplus to requirements. To decide whether a surplus exists, consideration will be given to the quantity, quality, and accessibility of existing open space provision in relation to the application site, having regard to the standards set out in Table 8.1 and

the most recent open space assessment. Proposals for new development on open space, that is in use or was most recently used for outdoor sport, will be determined with regard to the most recent assessment of existing and future demand for the sport(s) concerned within an appropriate catchment and the current capacity to meet this demand. For residential development proposals, any impact on existing open space provision that would be caused by the resultant increased population must be factored into the assessment. The Council will keep the standards of provision referred to herein under review and if necessary publish revised standards in a future Local Plan or SPD.

- 7.3.6 With regard to criterion 2b), any replacement open space provision will be expected to be of equivalent (or greater) quantity and quality, and capable of serving a similar catchment in terms of accessibility to that which would be lost. In determining if a proposal to provide replacement open space would be acceptable, consideration will be given to the most up-to-date qualitative and quantitative assessment of open spaces and accessibility levels. For proposals involving replacement outdoor sports provision, the latest evidence on sports facilities provision and needs (including, where relevant, the most up-to-date playing pitch strategy) will be considered to determine if the new provision is appropriate to meet any displaced demand for the sport(s) involved. Where appropriate, the Council may seek to secure replacement open space provision through a Section 106 agreement in line with Policy LPA07.
- 7.3.7 With regard to criterion 2c), proposals for the replacement of existing outdoor sports provision with alternative sports facilities will need to demonstrate that sufficient benefits to sport will result that clearly outweigh any harm caused by loss of the existing facility. In determining the acceptability of such proposals, consideration will be given to the most recent evidence on sports facilities provision and needs (including, where relevant, the most up-to-date playing pitch strategy), to ensure that the new alternative provision is appropriate to meet identified sport facilities needs of the Borough.
- 7.3.8 As a matter of good practice and in accordance with legal requirements, the Council will consult Sport England concerning relevant development proposals affecting playing fields and other sporting facilities.
- 7.3.9 It should be noted that some open space sites, including for example many small areas of amenity greenspace or natural and semi-natural greenspace of under 0.2ha in size, are not shown on the Policies Map. All open spaces that are of public value, whether or not they are shown on the Policies Map, are protected by Policy LPC05. This will also apply to any new areas of open space to be created as a result of new residential development.
- 7.3.10 Although Policy LPC05 only applies to outdoor areas and facilities, in accordance with national planning policy, built (i.e., indoor) sports and recreation facilities are afforded equal protection. Where development proposals would result in the loss of built sports and recreational facilities, Policy LPA07 will apply, and the Council will follow the approach set out in

the NPPF informed by the most up-to-date local needs assessment for built sports facilities.

- 7.3.11 The Council intends to set out further guidance regarding its requirements for open space provision and enhancement in a future SPD.

## 7.4 Policy LPC06: Biodiversity and Geological Conservation

### Policy LPC06: Biodiversity and Geological Conservation

1. In accordance with NPPF paragraph 174, the Council is committed to ensuring the protection and enhancement of St Helen's biodiversity and geological assets and interests. In order to do this, the Council will have regard to the following hierarchy of nature conservation sites when making planning decisions, according to their designation as follows:

- International and European Sites
- Sites of Special Scientific Interest
- Local Wildlife Sites
- Local Nature reserves
- Local Geological Sites
- Priority Habitat(s)
- Impact on Legal Protected Species and/or priority Species

The following hierarchy of sites and habitats are found in the Borough:

- I) International
  - Functionally Linked Land (FLL) for sites of international nature importance (European Sites) including the Ribble and Alt Estuaries Special Protection Area (SPA), Martin Mere SPA, the Mersey Estuary SPA, Liverpool Bay SPA.
- II) National
  - Sites of national nature importance, which in St Helens Borough include 2 Sites of Special Scientific Interest, Stanley Bank Meadow and Highfield Moss.
- III) Local
  - Sites of local nature and geological importance, which in St Helens Borough include Local Nature Reserves (LNRs), Local Wildlife Sites (LWSs) and Local Geology Sites (LGSs).

In addition, priority habitats and species, and legally protected species.

#### European sites

2. Development that is likely to have a significant effect (either alone or in combination with other plans or projects) on one or more internationally important site(s), including any areas of supporting habitat that are functionally linked to the site(s), must be accompanied by sufficient evidence to enable the Council to make a Habitats Regulations Assessment. Adverse effects should be avoided, or where this is not possible, be mitigated to protect the integrity of the site(s). Development that would adversely affect the integrity of one or more internationally important site(s) will only be permitted where there are no alternative solutions and there are imperative reasons of overriding public interest, and where suitable compensatory provision has been made. Any mitigation or compensatory provision must be assessed in a project-related Habitats Regulations Assessment and be fully functional before any likely adverse effect arises.

### Other protected sites, habitats and species

3. Development that would cause significant harm to a Site of Special Scientific Interest (SSSI), Local Wildlife Site, Local Nature Reserve, Local Geological Site, Priority Habitat(s), legally Protected Species and / or Priority Species, without adequate mitigation, will be refused.

4. Development that would be likely to cause any harm to ecological or geological interests will only be permitted in:

a) Sites of Special Scientific Interest where there are no alternatives and where the benefits of the development would clearly outweigh any harm to the nature conservation value of the site and its broader contribution to the Liverpool City Region (LCR) ecological network; and

b) Local Sites (Local Wildlife Sites, Local Nature Reserves and Local Geological Sites) and Priority Habitats: where the benefits of the development would clearly outweigh any harm to the nature conservation value of the site (or Priority Habitat) and its broader contribution to the LCR Ecological Network.

### Mitigation, replacement or other compensatory provision

5. Where necessary to avoid harm, appropriate mitigation, replacement or other compensatory provision will be required. The location of such measures will be targeted, using the following sequential approach (with (a) being the preferred approach and (d) being the least preferred):

a) on the development site;

b) locations within the immediate locality and /or supporting LCR Ecological Network;

c) locations that fall within the LCR Nature Improvement Area and within the Borough; and lastly

d) locations that fall within the LCR Nature Improvement Area but outside the Borough.

This sequential approach will also apply to the delivery of Biodiversity Net Gain improvements to be delivered in line with new development, in accordance with the Environment Act.

### Evidence requirements

6. Development proposals that would affect a nationally or locally designated nature conservation site, Priority Habitat(s), legally protected species or Priority Species must be supported by an Ecological Appraisal and include details of any necessary avoidance, mitigation and / or compensation proposals, and of any proposed management measures.

7. Further details concerning the implementation of this policy will be set out in the Council's proposed Nature Conservation Supplementary Planning Document.



## 7.5 Policy LPC06: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2, SA 6
<b>Strategic Objectives Met</b>	SO 2.1, SO 2.2, SO 6.2, SO 6.3
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Bold Forest Park Area Action Plan</li> <li>• Creation of new Local Nature Reserves</li> <li>• Mersey Forest Plan/Town in the Forest Initiative</li> <li>• Development Management process</li> <li>• Development of the Sankey Canal Corridor as a multi-functional green corridor</li> <li>• Enhancement and restoration of the Liverpool City Region (LCR) Ecological Network and the LCR Nature Improvement Area</li> <li>• Sankey Catchment Action Plan</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

## 7.6 Reasoned Justification:

- 7.6.1 The Liverpool City Region (LCR) authorities have identified an Ecological Network that includes a Core Biodiversity Area of designated nature and geological sites, Priority Habitats, wildlife corridors and stepping stone habitats. The LCR Nature Improvement Area (NIA) identifies opportunities for further habitat restoration, creation, or enhancement, focussed within 17 Nature Improvement Focus Areas, 2 of which are located wholly or in part within St Helens Borough.
- 7.6.2 Policy LPC06 sets out how the hierarchy of sites, habitats and species will be protected and managed with the objective of ensuring that there will be no net loss of the ecological resource. The policy will also guide how appropriate mitigation, replacement or other compensation measures should be identified.

### Internationally important sites

- 7.6.3 Paragraph 1 of Policy LPC06 sets out the requirements for developments that fall within St Helens Borough but that may affect the internationally important nature sites in nearby districts. Any development that may affect such a habitat (for example by affecting an area of supporting habitat, some of which cover parts of the Borough) must be accompanied by sufficient information to enable a Habitat Regulations Assessment to be undertaken. This process includes 'Appropriate Assessment' of any significant effects and specific monitoring and / or mitigation or compensation where required. Alternative solutions to be considered may include alternative locations for the proposed development, different scales or designs of development, alternative processes, or not going ahead with the development and should be considered at the earliest

stage. Planning proposals should also consider potential impacts arising from, for example, other sources of pollution, increased human disturbance (including the impact of cumulative recreational pressure on the internationally important sites) or hydrological changes.

- 7.6.4 The Local Plan includes several site allocations for development that have been identified (in the Habitats Regulations Assessment of the Plan) as being most likely to provide functionally linked land connected to an internationally important site. These include sites 6EA, 7EA and 8EA (allocated for employment development), site 8HA (allocated for housing development) and sites 1HS, 4HS, 5HS, 7HS and 8HS (safeguarded for housing development). It is possible that other sites may also provide such habitat. Where it is possible that a site may provide supporting habitat, proposals for development will be required to contain sufficient evidence (such as a wintering birds survey), to enable their significance to the European sites to be ascertained, and any necessary mitigation or compensation measures to be identified.
- 7.6.5 It has been identified that new housing development in the Liverpool City Region, particularly when considered cumulatively, is likely to cause significant ecological effects on the Sefton Coast SAC and other designated European sites around the City Region due to increased recreational pressure. The Council is working with other local authorities and partner organisations in the City Region to quantify these effects and to identify, through the preparation of a City Region wide Recreation Mitigation Strategy, a consistent approach to any mitigation that is required. This may include the use of developer contributions (if these are shown to be necessary to mitigate the effects of development in different parts of the City Region on the European sites). Any such contributions linked to development in St Helens Borough will be proportionate to the identified scale of its impacts. The Council will use this approach, subject to agreement of its details, to address this issue.
- 7.6.6 The City Region Recreation Mitigation Strategy referred to in paragraph 7.6.5 above has yet to be completed. However, within St Helens any developer contributions are likely to be focussed at least in part on the delivery of strategic greenspace enhancements in the local area, for example at Bold Forest Park. The Bold Forest Park (BFP) Area Action Plan forms part of the St Helens Development Plan and provides a framework for the development of the BFP area, which covers about 1,800ha of land in the southern part of the Borough. Due to its location on the urban fringe of St Helens, the BFP is potentially accessible to a large sub-regional population and is capable of playing an important role as an alternative recreational destination. The Council will continue to promote the BFP as a sub-regional greenspace and to seek opportunities for additional funding to help improve the functionality and management of the BFP.

#### Nationally and locally important sites and species

- 7.6.7 Paragraphs 3-5 of Policy LPC06 set out the requirements for development that would affect nationally and locally important sites and species, including how any benefits from such development will be weighed against

its impact on nature conservation interests and the ecological network as a whole.

- 7.6.8 As of October 2020, there are seven LNRs in St Helens Borough which collectively cover an area of 11.27ha. These are listed below.

**Table 7.1: Local Nature Reserves in St Helens**

Local Nature Reserve (LNR)	O/S Grid Reference	Principle Habitats
Stanley Bank	SJ534,971	Neutral Wet grassland, Ancient Semi-Natural Woodland
Siding Lane	SD463,020	Broadleaf Woodland
Thatto Heath Meadows	SJ508,936	Neutral grassland, Stream, Hedgerows
Parr Hall Millennium Green	SJ527,961	Marshy Grassland, Wetland Reedbed, River
Colliers Moss Common (North)	SJ543,939	Lowland Heath, Raised Bog, Reedbed, Wetland, Scrub
Clinkham Wood	SJ515,980	Broadleaf Woodland
Mill Brow consisting of: <ul style="list-style-type: none"> <li>• Mill Wood</li> <li>• Mill Brook Parish Nature Reserve</li> </ul>	SJ486,955 SJ488,957	Wet Woodland, River, Marshy Grassland, Wetland, River

St Helens Borough includes 116 Local Wildlife Sites. These are listed in appendix B of the Nature Conservation SPD.

- 7.6.9 For Sites of Special Scientific Interest, significant harm includes adverse effects on the site's notified special interest features. The advice of suitably competent persons should be sought by applicants and the decision maker in relation to this policy. The focus of significant harm and the approach regarding avoidance, mitigation, replacement, or other compensatory provision to secure no net loss of biodiversity is in line with principles set out in the NPPF, Planning Practice Guidance 06/2005 Biodiversity and Geological Conservation, and Biodiversity 2020: A strategy for England's wildlife and ecosystems services.
- 7.6.10 The Priority Species in St Helens Borough include Great Crested Newt, Brown Hare, Hedgehog, and Common Lizard. Legally protected species are those that have specific protection under legislation and include badgers, bats, and water voles.
- 7.6.11 Development proposals and decisions on planning applications should also take into account the fact that some habitats such as ancient woodland and veteran trees are irreplaceable because of their age and complexity and cannot be re-created once they are lost.

### Mitigation and Compensation

- 7.6.12 Paragraph 5 of Policy LPC06 sets out the approach to mitigation, and as a last resort, compensation. Here, compensation means compensatory provision and may include a financial contribution towards delivery of compensatory measures where appropriate. It is crucial to the priority of

‘no net loss’ that appropriate mitigation or, as a last resort, compensatory provision is made. The Nature Conservation SPD will set out in more detail how this should be achieved.

- 7.6.13 It is important that the location of appropriate mitigation, replacement or other compensatory provision follows the sequential approach set out in the Policy. This seeks to target measures as closely as possible to the development site. In some instances, the immediate locality may include nearby sites outside the Borough.
- 7.6.14 As stated earlier, some proposed development sites have been identified as supporting species important to the designation of internationally important sites. The Nature Conservation SPD will set out more detail about how the provision of functionally linked compensatory habitat for the loss of supporting habitat for Pink Footed Geese and other bird species should be achieved.
- 7.6.15 To comply with the Conservation of Habitats and Species Regulations 2017, compensation for internationally important sites must be made before development begins. More information is set out in the Habitats Regulation Assessment of the Local Plan and will be included in the St Helens Nature Conservation SPD. For other designated sites, habitats or species, mitigation, replacement, or compensation can take place during the development process. This compensation may be provided by the applicant or through another person or organisation, such as a local land manager and is sometimes termed ‘biodiversity offsetting’. The Nature Conservation SPD will include examples of how habitat for mitigation or compensation can be provided and managed.

### Enhancement

- 7.6.16 The Local Plan encourages opportunities to secure measurable biodiversity gain within development sites, for example through the design of open space, landscaping, or sustainable drainage schemes. These opportunities range, for example, from significant habitat creation within larger sites to bat boxes or tree planting on smaller urban sites. The sequential approach for the location of appropriate mitigation, replacement or other compensatory provision should be followed for such enhancements. The LCR ecological framework provides more information about the LCR Nature Improvement Area (NIA) and NIA Focus Areas.

### Information requirements and further guidance

- 7.6.17 An Ecological Appraisal, which should be carried out in accordance with up-to-date British Standards by a suitably experienced ecologist, must support planning applications for development that would affect one or more of: a site that is designated for its nature importance; a Priority Habitat; or a Priority or Protected Species. Further guidance concerning the operation of Policy LPC06 will be set out in the Council’s Nature Conservation SPD.

### Monitoring

- 7.6.18 Monitoring of Biodiversity Net Gain is likely to be undertaken in response to Government requirements outside the scope of the Local Plan. Further clarity on this is awaited at the national level.

## 7.7 Policy LPC07: Greenways

### **Policy LPC07: Greenways**

1. The Council will work with other organisations to protect and enhance the strategic network of greenways shown on the Policies Map. Its objectives in this regard will be to:
  - a) provide a continuous off-road network of footpath, cycle and bridleway routes that will be publicly accessible and that will provide linkages between main urban areas and between urban areas and the countryside;
  - b) give additional definition and protection to the network of wildlife corridors and historic and archaeological resources;
  - c) contribute to the sub-regional network of cross boundary green infrastructure corridors; and
  - d) support economic development by improving the appearance of the area and helping people to travel sustainably between homes and workplaces.
2. Development proposals that would affect a Greenway will be refused if they would:
  - a) prejudice the continuity of public access to the greenway;
  - b) harm the integrity of the Greenway in terms of off-road linkages, character or amenity;
  - c) harm the appearance of the Greenway; or
  - d) impair the integrity of the Greenway as a wildlife corridor or its resilience to development pressures and climate change.
3. The Council will support the expansion of the Greenway network, including through the provision of new routes, such as those set out in Figure 7.1, subject to the availability of funding and other feasibility requirements being met.

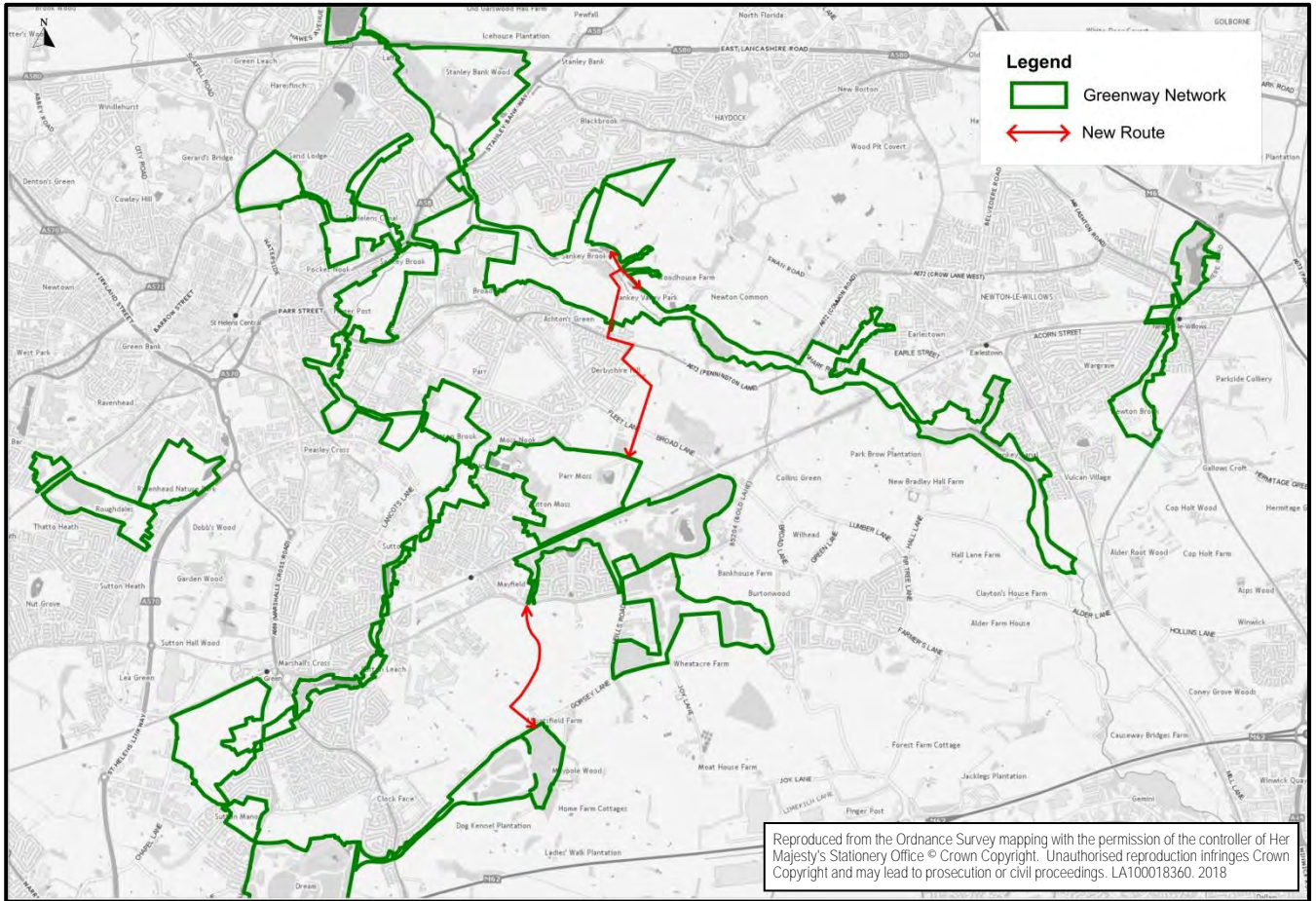
## 7.8 Policy LPC07: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 6
<b>Strategic Objectives Met</b>	SO 6.2, SO 6.3
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Funding for new greenways</li> </ul>

## 7.9 Reasoned Justification

- 7.9.1 The Borough has a long association with Greenways. The initial network was identified in the St Helens Unitary Development Plan adopted in 1998. Greenways provide the fundamental connectivity to the Green Infrastructure Network in St Helens Borough and are also key components of its ecological network.
- 7.9.2 The NPPF advises that local planning authorities should plan positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure.
- 7.9.3 Greenways provide a range of benefits to the community such as sustainable access between homes, local services and employment sites and a healthy form of recreation. They also provide wildlife habitat and corridors, enhance the landscape and townscape, and help the Borough to adapt to the effects of climate change. Collectively, greenways support the Council's Climate Change Emergency declaration through providing opportunities to travel by sustainable modes. The European Greenways Association defines greenways as "*communications routes*" reserved exclusively for non-motorised journeys, developed in integrated manners that enhance both the environment and the quality of life of the surrounding area (Lille Declaration: European Greenways Association 12 September 2000).
- 7.9.4 Existing greenways are shown on the Policies Map. The Council will also use its planning and other powers to expand the network. Such expansion is likely (subject to the availability of funding and other feasibility requirements being met) to include new routes between Colliers Moss Common and the Sankey Valley, and between Maypole Wood and Colliers Moss Common. These potential new routes are shown indicatively on Figure 7.1. The Council will also continue to consider the scope for other new greenways to be created.

Figure 7.1: Potential New Greenway Routes



**7.10 Policy LPC08: Ecological Network**

**Policy LPC08: Ecological Network**

1. The Council will, working where necessary with other organisations, seek to ensure greater resilience of the natural environment and secure a net gain in biodiversity. To this end it will seek to strengthen those elements of the Liverpool City Region (LCR) Ecological Network, including wildlife sites, wildlife corridors, and ‘steppingstone’ habitats that fall within the Borough.
2. The LCR Nature Improvement Area (NIA) is an area within which particular priority will be given to habitat management, enhancement, restoration, and creation. Development within the part of the NIA that lies within St Helens Borough will be permitted where it would:
  - a) enable or contribute towards the effective functioning of the NIA; and
  - b) contribute to the creation and / or management of habitats as set out in the NIA Focus Area Profiles.

**7.11 Policy LPC08: Strategic Aims, Objectives and Key Delivery Mechanisms**

<b>Strategic Aims Met</b>	SA 6
<b>Strategic Objectives Met</b>	SO 6.2, SO 6.3
<b>Is this a ‘strategic’ or ‘local’ policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Enhancement and restoration of the Liverpool City Region (LCR) Ecological Network and the LCR Nature Improvement Area</li> <li>• Encouraging landscape protection and enhancement</li> </ul>

**7.12 Reasoned Justification**

- 7.12.1 Policy LPC08, together with other Plan policies and the St Helens Nature Conservation SPD will seek to enhance the Borough’s natural assets by encouraging the restoration or enlargement of natural habitats and other landscape features, and the creation of new habitats where appropriate.
- 7.12.2 The Liverpool City Region Ecological Network<sup>46</sup> draws together the evidence (for example concerning site designated for their nature

<sup>46</sup> <http://www.lcreconet.uk/>



conservation value and Priority Habitats) and indicates strategic priorities and opportunities in St Helens Borough and across the Liverpool City Region.

- 7.12.3 Nature Improvement Areas (NIAs) have been recognised by the Government as a principal mechanism for restoring and managing wildlife. They are intended to achieve significant enhancement to ecological networks by providing opportunities to improve existing nature conservation sites, build ecological connectivity through habitat creation and restore ecological processes. Delivering at a landscape-scale, these areas should connect with their local economies and communities.
- 7.12.4 The Liverpool City Region NIA, in line with national planning policy is an integrated and prioritised framework for targeting opportunities for habitat creation and enhancement in the area where greatest gains are likely to be achieved. This may include biodiversity offsetting, mitigation, compensation, or changes in land management. Therefore, the NIA offers a solution that will enable sustainable growth and housing needs to be met without compromising the natural assets of the Borough or the Liverpool City Region.
- 7.12.5 There are seventeen NIA Focus Areas across the city region, two of which are in St Helens Borough, namely: Knowsley and St Helens Mosslands; and Blackbrook and Sankey Valley Corridor. When taken together they combine to form the LCR NIA. The LCR Ecological Network and NIA boundary will be kept up-to-date, thereby enabling future opportunities for suitable ecological off-setting and enhancement to be taken into account. Future reviews of the LCR Ecological Network will be in accordance with an agreed monitoring process. Each NIA Focus Area has been mapped and is also supported by a detailed NIA Focus Area Profile that will be used to inform decisions on planning applications. The NIA Focus Area maps and profiles are included within the Ecological Network evidence base.

**7.13 Policy LPC09: Landscape Protection and Enhancement**

**Policy LPC09: Landscape Protection and Enhancement**

1. Proposals for new development must, as appropriate having regard to their scale and nature:
  - a) seek to conserve, maintain, enhance and / or restore any landscape features that are important to the character of the local area;
  - b) demonstrably form the best option for meeting the aims of the development whilst minimising impacts on the landscape and appearance of the area and respecting local distinctiveness;
  - c) be informed by relevant guidance including the St Helens Landscape Character Assessment and the Merseyside Historic Character Study; and
  - d) include assessments of the impact of the proposal on the landscape and appearance of the area, carried out in accordance with any relevant best practice guidelines.
  
2. Where a development would lead to harm to the landscape or visual character of the area, mitigation measures will be sought to reduce the scale of such harm. Where the development would (despite any such measures) cause significant harm but also bring significant benefits, suitable compensation measures may be sought. If significant harm cannot be avoided, suitably mitigated, or compensated, planning permission will be refused unless the development would bring exceptional benefits that would outweigh the harm.

**7.14 Policy LPC09: Strategic Aims, Objectives and Key Delivery Mechanisms**

<b>Strategic Aims Met</b>	SA 6
<b>Strategic Objectives Met</b>	SO 6.2,
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	• Development Management process

**7.15 Reasoned Justification**

7.15.1 The NPPF states that planning policies and decisions should contribute to and enhance the natural and local environment by recognising the intrinsic character and beauty of the countryside and the wider benefits from natural capital. The European Landscape Convention was ratified by the UK Government and came into force in 2007. The Convention acknowledges that the landscape is an important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded

areas as well as in areas of high quality, in areas recognised as being of outstanding beauty as well as everyday areas. The Convention's definition of landscape protection is *"to conserve and maintain the significance or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and / or from human activity."*

- 7.15.2 Natural England's National Character Areas (56) Lancashire Coal Measures, (32) Lancashire and Amounderness Plain and (60) Mersey Valley provide a high level overview of the landscape around the Borough and act as a starting point to the understanding of the area's landscape character and heritage.
- 7.15.3 The St Helens Landscape Character Assessment (2006) provides a more detailed overview of the landscape character of the Borough and provides borough-wide guidance on landscape and visual sensitivity, woodland planting, and landscape strategies. The Character Assessment (or any future replacement) should be used as a context for site-specific assessments of development proposals.
- 7.15.4 The Merseyside Historic Landscape Character Study provides further context for how development should reflect, safeguard, and enhance landscape heritage and local distinctiveness.

## 7.16 Policy LPC10: Trees and Woodland

### **Policy LPC10: Trees and Woodland**

1. The Council will, working where necessary with the Mersey Forest and other partner organisations, seek to increase the extent of tree cover across the Borough and to protect and enhance the multi-purpose value of trees, woodlands, and hedgerows.
2. New development, as appropriate having regard to its scale and nature, will be required to include the planting of new trees, woodlands, hedgerows and / or financial contributions towards off-site provision. Arrangements should be made for any tree(s) or hedgerow(s) that are planted to be replaced in the event of failure or damage within a prescribed period.
3. Proposals for new development will only be permitted if they would conserve, enhance and / or manage existing trees, woodlands, and hedgerows as appropriate, for example by being laid out to provide adequate spacing between existing trees and buildings and including long term management proposals.
4. Any development proposal that would affect a site containing tree(s) or woodland must be accompanied by a tree survey and an arboricultural constraints/implications report, produced to the current British Standard, to enable the effect of the development on the tree(s) to be properly assessed and appropriate tree protection measures to be identified. Any approved tree protection measures must then be maintained throughout the period of any demolition and / or construction works.
5. Development resulting in the loss or deterioration of any area of ancient woodland or of any ancient or veteran tree will be refused unless there are wholly exceptional circumstances in which the need for, and benefits of, the development would clearly outweigh any resultant loss and a suitable mitigation strategy exists.
6. Development proposals should be designed and laid out in a manner that would retain any tree subject to a Tree Preservation Order, any other protected tree, any other tree of value including any veteran tree, trees of value as a group, any tree of substantive heritage value or any length of hedgerow, unless it can be justified for good arboricultural reasons or there is a clearly demonstrated public benefit that would outweigh the value of the tree(s) and or hedgerow(s). Where any tree is justifiably lost its replacement will normally be required on at least a 2 for 1 ratio, with impacts on woodlands mitigated in line with Policy LPC06. Any tree(s) planted must be replaced in the event of failure or damage during a prescribed period.

7. Proposals that would enhance the value and / or contribution of woodland in respect of recreational or educational needs; health; the landscape or townscape; heritage; biodiversity; tourism; and / or economic regeneration will be supported.

### 7.17 Policy LPC10: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 6
<b>Strategic Objectives Met</b>	SO 6.2, SO 6.3
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Bold Forest Park Area Action Plan</li> <li>• Mersey Forest Plan/Town in the Forest Initiative</li> <li>• Development Management process</li> <li>• Enhancement and restoration of the Liverpool City Region (LCR) Ecological Network and the LCR Nature Improvement Area</li> <li>• Trees and Development and Nature Conservation SPDs</li> </ul>

### 7.18 Reasoned Justification

- 7.18.1 The Council supports the development of the Mersey Forest as part of the wider Northern Forest along the M62 corridor, as a key measure to ensure the Borough and the wider region is attractive and resilient to climate change.
- 7.18.2 Trees and woodlands are an integral component of Green Infrastructure forming part of the network of natural habitats and improving the visual appearance of the countryside and urban areas. They also provide opportunities for the positive use of the Green Infrastructure for recreation, education, health, biodiversity, regeneration, and mitigation of adverse effects caused by climate change, air pollution and water run-off. Therefore, the retention of existing, and the planting of new trees and woodland areas will support the Council's Climate Change Emergency declaration. Their value is recognised in the Regional Forestry Framework Woodland Strategy, St Helens Landscape Character Assessment, North Merseyside Biodiversity Action Plan and Targets, Town in the Forest Initiative and Policy for Nature St Helens.
- 7.18.3 The successful retention of healthy trees and planting of new trees as part of a new development can have numerous benefits for the community. In particular, trees can:

- enhance landscape character (in areas where trees are appropriate as guided by the St Helens Landscape Character Assessment);
- be a vital component of Green Infrastructure;
- help to create a more positive image of an area and thereby encourage economic regeneration and inward investment;
- soften and screen buildings;
- enhance property prices;
- provide a vital role in respect of biodiversity and the urban ecosystem by helping to support a great variety of wildlife;
- save energy consumption through their moderation of the local climate;
- produce oxygen and help to lock up carbon emissions that contribute to global warming;
- help to stabilise ground;
- absorb water, control run-off and so help reduce flood risk;
- reduce noise by acting as a sound barrier;
- help to filter out pollution;
- provide shade;
- help alleviate the effects of extreme temperature and help to filter out harmful ultra violet radiation;
- help to improve mental wellbeing and reduce the stress of urban living; and
- form an important part of the heritage of an area.

- 7.18.4 The Council is a longstanding partner in the Mersey Forest, that was established in 1991 with a vision to “*get more from trees*” to help make Merseyside and North Cheshire one of the best places in the country to live. Since then, around 3,000ha of woodland or nine million trees have been planted. Woodland cover has doubled, from 4% to 8%, at a rate of three times the England average. The maturing woodland, including the former colliery sites now collectively known as Bold Forest Park, provides a recreation resource for much of the Borough and neighbouring authorities. The Mersey Forest Plan is a long term and strategic guide to the work of the Forest and its partners. In accordance with national planning policy, it forms a material consideration in deciding planning applications.
- 7.18.5 National policy also requires local planning policies and decisions to contribute to and enhance the natural local environment by recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital – including the economic and other benefits of trees and woodland.
- 7.18.6 Woodlands have a wide range of benefits recognised in both the Mersey Forest Plan and the North West Regional Forestry Framework. Of

particular significance in St Helens is the contribution to urban regeneration. The Local Plan will be instrumental in delivering the St Helens Woodland Strategy that was prepared in response to the City Growth Strategy objective of creating the Town in the Forest.

- 7.18.7 The North West Regional Forestry Framework is part of a wider national agenda on the protection, conservation and management of trees and woodlands across the UK. The Framework recognises the diverse, habitat rich and thriving 'green tourism' opportunities of trees and woodlands and sets out 'An Agenda for Growth' to help shape the woodland and forestry sector over the next 20 years.
- 7.18.8 Town in the Forest (2006) recognises the importance of St Helens Borough undergoing an urban renaissance and utilising the urban fringe as a mechanism for urban renewal, through the development of linear forests in urban areas and connecting to community woodlands on the periphery.
- 7.18.9 All trees have a potential value to the character and amenity of the area. While particularly important trees will continue to be protected by Tree Preservation Orders, Policy LPC10 recognises that other trees affected by development should be identified, safeguarded, and where necessary, replaced.
- 7.18.10 Biodiversity 2020: A Strategy for England's Wildlife and Ecosystem Services (2011) builds on the Natural Environment White paper and provides a comprehensive picture of how the Government will implement our international commitments. It aims to halt overall biodiversity loss and support healthy, well-functioning ecosystems and establish coherent ecological networks. In relation to forestry, it aims to bring a greater proportion of existing woodlands into sustainable management and expand the area of woodland in England.
- 7.18.11 The Government's 25 Year Environment Plan (2018) has policies that include embedding an environmental net gain principle for development, including housing and infrastructure. As well as a focus on woodland to maximise its many benefits, including supporting the development of a new Northern Forest and larger scale woodland creation, it aims to create more green infrastructure and secure more tree planting in and around towns and cities. The value of trees in the landscape is also recognised in the St Helens Landscape Character Assessment (2006).
- 7.18.12 All trees that are to be retained on site should be protected throughout the period of development activity by protection measures. Proposals must also be supported by clear tree surveys, arboricultural implications / constraints plans, and tree protection plans. All work must comply with relevant British Standards that are extant at the time that the development is proposed and / or takes place.
- 7.18.13 The St Helens Trees and Development SPD (2008) sets out further guidance to enable delivery of high-quality developments that include new tree planting and the protection of existing trees as an integral part of their design. As woodlands are an important natural asset, they are also subject to the controls set out in Policy LPC06. The St Helens Nature

Conservation SPD will provide further guidance on the Council's approach, crucial parts of which are to ensure that appropriate mitigation or, as a last resort, compensation for any harm or loss to habitat(s) is made.



## 7.19 Policy LPC11: Historic Environment

### Policy LPC11: Historic Environment

1. The Council will promote the conservation and enhancement of the Borough's heritage assets and their settings in a manner that is appropriate to the significance of each asset. These include designated heritage assets such as Scheduled Monuments, Registered Battlefields, Listed Buildings, Conservation Areas, Registered Parks and Gardens, and non-designated above ground assets and areas of archaeological interest.
2. All proposals for development that may affect a heritage asset, or its setting should be accompanied by an Assessment of Significance that should form part of a Design and Access Statement and / or a Heritage Impact Assessment and clearly set out the significance of the heritage asset including any contribution made by its setting. The proposals should demonstrate how they respond to the significance of the asset. Merseyside Historic Environment Record (HER) should be consulted as a minimum.
3. The impact of development proposals on the significance of heritage assets and their settings will be considered in accordance with case law, legislation, and the National Planning Policy Framework.

#### Development affecting heritage assets

4. Development proposals that would lead to substantial harm to (or total loss of significance of) a designated heritage asset will be refused permission unless it can be demonstrated that:
  - a) the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or total loss; or
  - b) all the other exceptions set out in paragraph 195 of the National Planning Policy Framework (or any successor national policy that supersedes this paragraph) apply.
5. Development involving harm to or loss of any non-designated heritage asset (such as any building identified on a Local List prepared by the Council) will only be permitted where the benefits are considered sufficient to outweigh the harm, having regard to the scale of the harm and the significance of the heritage asset.
6. Where the complete or partial loss of any heritage asset is justified, the asset's significance must be recorded to a standard agreed by the Council and made publicly available.

Areas of archaeological interest

7. Any development proposal that may affect one or more asset(s) of archaeological interest (whether designated or not) must include an appropriate desk-based assessment and where necessary a field evaluation, carried out by a suitably qualified person(s). Such evidence should identify any likely features of archaeological interest within or close to the site and how these would be affected by the proposal.
8. Development proposals affecting archaeological remains may be required (depending on the significance of the remains) to preserve the remains in situ or to secure the appropriate excavation and recording of the significance of the remains by a suitably qualified person.

Other implementation measures

9. The Council will:
  - a) prepare, update and promote the implementation of Heritage Asset Appraisals and Management Plans and give appropriate weight to these in development control decisions;
  - b) work with partner organisations to interpret and educate the public about the heritage of the Borough;
  - c) take appropriate measures to improve public access to heritage assets; and
  - d) seek to secure the effective conservation and use of all heritage assets that are ‘at Risk’ within the Borough.

## 7.20 Policy LPC11: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 6
<b>Strategic Objectives Met</b>	SO 6.2
<b>Is this a ‘strategic’ or ‘local’ policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Maintaining employment land supply</li> <li>• Facilitating housing delivery</li> <li>• Partnership working to secure conservation, recording and interpretation of heritage assets</li> </ul>

## 7.21 Reasoned Justification

- 7.21.1 St Helens Borough has a unique heritage, based upon its history connected with the railways, mining, glass and other industries. The Local

Plan has a key role in improving the appearance and character of the built environment and ensuring that it can be used in a way that adapts to changing social, economic, and environmental requirements.

Policy LPC11 sets out how the Council will seek to conserve the Borough's historic environment and promote awareness of its shared heritage.

- 7.21.2 National planning policy requires the Local Plan to set out a positive strategy for the conservation and enjoyment of the historic environment, and that planning applications should describe the significance of any heritage assets affected, including any contribution made by their setting. Development that would cause substantial harm to a designated heritage asset must be refused unless such harm would be necessary to achieve substantial public benefits or other very specific circumstances set out in national policy apply. Designated heritage assets in St Helens Borough include those set out in paragraph 1 of Policy LPC11.

### Listed Buildings

- 7.21.3 The Borough of St Helens contains 148 Listed Buildings. Whilst Earlestown railway viaduct is the only Grade I structure; the Borough has 12 Grade II\* structures including Scholes Hall and the Statue of Queen Victoria in Victoria Square. The Council has a statutory duty to ensure the preservation of buildings listed under Part 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as being of special architectural or historic interest. Buildings and structures within the curtilage of listed buildings are also protected under the Act.
- 7.21.4 There are tight planning controls over development involving the alteration or loss of a listed building or land in its curtilage. Most new development affecting the exterior of a listed building or within the curtilage of a listed building requires planning consent. Works affecting the interior or exterior of a listed building, curtilage building or structure, normally require listed building consent. A comprehensive description and list of all listed buildings and other nationally designated heritage assets is set out on Historic England's website<sup>47</sup>.

### Scheduled Monuments

- 7.21.5 A scheduled ancient monument is defined by the Ancient Monuments and Archaeological Areas Act 1979 as any structure, or site of a structure, above or below ground that is considered by the Secretary of State to be of public interest by reason of its historic, architectural, traditional, artistic, or archaeological importance. An application must be made to Historic England for any proposed works affecting a scheduled monument, in addition to any need for planning permission. All scheduled monuments, and non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance, will be given the strictest protection. Development proposals that would result in substantial harm to or total loss of significance of any scheduled monument, or any

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<sup>47</sup> <https://historicengland.org.uk>

associated feature contributing to their significance including their setting, will be refused except in wholly exceptional circumstances. Historic England's Heritage List for England identifies 12 Scheduled Monuments in the Borough, four of which are on their 'at risk' list.

### Registered Battlefield – Battle of Winwick

- 7.21.6 The Battle of Winwick (also known as Battle of Red Bank) took place in 1648 and has been identified as being an important component of Oliver Cromwell's victory in Lancashire, which ended the Second English Civil War. The site of the battle has been designated as a registered battlefield by Historic England, recognising its significance as a turning point at this key moment in British history, and reflecting the military tactics of the time and comprising a likely final resting place for those that died during the battle. The battlefield is subject to the strong protection given to designated heritage assets set out in national policy and paragraphs 3 and 4 of Policy LPC11.

### Registered Parks and Gardens

- 7.21.7 Parks and gardens of national historic importance are designated as Registered Parks and Gardens and included in a register maintained by Historic England. There are currently three Registered Parks and Gardens in the Borough at Taylor Park (which was part of the former Eccleston Estate), St Helens Cemetery in Windle and a landscape associated with the Former Pilkington Headquarters Complex.
- 7.21.8 New development must promote the enjoyment, landscape character and interest of these areas by respecting their layout, design, character, appearance, and setting. It should also avoid causing harm to key views from or towards these landscapes or prejudicing their future restoration.

### Conservation Areas

- 7.21.9 The Planning (Listed Building and Conservation Areas) Act 1990 places statutory duties on Local Planning Authorities relating to the designation and ongoing review of Conservation Areas and adoption of policies to ensure their conservation and enhancement. There are currently eight Conservation Areas in St Helens Borough. Proposals for development affecting a Conservation Area should preserve or enhance those elements that have been identified as making a positive contribution to the character and special architectural or historic interest of the area. These elements may include buildings, boundary features, other structures, landscape features, open spaces, and the setting. Where proposals would lead to harm to a Conservation Area, then the harm will be identified as being either substantial or less than substantial based on the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole. Development causing such harm will be subject to the tests set out in Policy LPC11 and national policy.

### Non-designated buildings and other structures

- 7.21.10 The Borough contains a number of buildings and other structures that are not formally designated as heritage assets, but that nevertheless contribute to the character of the area. Policy LPC11 confirms that development that would cause harm to or loss of non-designated assets will be refused unless any public benefit from the development would

outweigh such harm or loss. Development proposals that are likely to affect one or more non-designated assets will be required to include the evidence referred to in paragraph 2 of Policy LPC11.

#### Archaeological sites

- 7.21.11 Due to the long and complex history of the area, some sites (in addition to those affected by the formally designated Battlefield and Scheduled Monuments referred to earlier) are likely to contain remains of archaeological interest. Where a development would be likely to affect any site with potential to include archaeological interest (whether the site is formally designated or not), the Council will require the submission of an appropriate desk-based assessment and, where necessary, a field evaluation, demonstrating the level of such interest and how it would be affected. Planning conditions and / or agreements will be used as necessary to secure the appropriate preservation and / or recording of any remains, with the preferred solution depending upon the degree of significance of the asset.

#### Design of development affecting heritage assets

- 7.21.12 Particular attention must be paid to the design of any works affecting a heritage asset. For example, on Listed Buildings and buildings in a Conservation Area, particular attention must be paid to the design and materials used in the walls, roof, doors, and other detailing. The design of any windows must be carefully assessed, having regard to the importance of the building, the character and appearance of the area, the details of any opening mechanism, the appearance of 'joints' and the design of glazing bars and horns.

#### Historic environment records and the interpretation of heritage assets

- 7.21.13 The Merseyside Historic Environment Record<sup>48</sup> is the central heritage asset database for the Liverpool City Region and should be consulted by developers when designing their proposals.
- 7.21.14 St Helens Borough Council has a strong record of working with partner organisations to engage communities in their local heritage and further the understanding of the development of St Helens as a town of the industrial revolution. Key partners in this context include Community Archaeology, the Museum of Liverpool, Merseyside Archaeological Society, Merseyside Industrial Heritage Society, Sankey Canal Restoration Society, St Helens History Society, and developers. It will continue to work with these bodies in this regard.

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<sup>48</sup> managed by Merseyside Environmental Advisory Service

## 7.22 Policy LPC12: Flood Risk and Water Management

### Policy LPC12: Flood Risk and Water Management

#### Flood Risk

1. The impact of development proposals on flood risk and water management assets will be considered in accordance with case law, legislation, and the National Planning Policy Framework.
2. Measures to manage or mitigate flood risk associated with or caused by new development must (as appropriate having regard to its scale and nature):
  - a) be designed to contribute to the biodiversity of the Borough unless it has been demonstrated that this would not be technically feasible;
  - b) protect heritage assets (such as buried archaeology);
  - c) be fully described in the development proposal; and
  - d) be funded by the developer, including long-term maintenance.
3. Any proposal for major development<sup>49</sup> on a site that would abut, run alongside, or straddle any watercourse<sup>50</sup> in the Borough, must include measures to temporarily attenuate and filter flood water in order to: improve water quality; reduce peak flows during flooding; and reduce downstream flood risk, unless it has been demonstrated that this is not feasible or viable. In cases where measures are not currently feasible or viable, the development must not compromise the ability to implement such measures in the future.
4. The Flood Water Storage Safeguarding Areas as defined on the Policies Map shall be safeguarded for the provision of flood storage. Development within or adjacent to these areas that would have a negative impact on their function as a flood storage area or on their potential to be developed for flood storage infrastructure will not be permitted.

#### Water Quality

5. Development that would adversely affect the quality or quantity of water in any watercourse or of groundwater or cause deterioration in water body or element classification levels defined in the Water Framework Directive (WFD) (or in any national regulations covering this matter) will not be permitted. Any planning application for development that could (without effective mitigation) cause such harm must be

<sup>49</sup> 'Major development' in this context has the same meaning as set out in the Town and Country Planning (Development Management Procedure) (England) Order 2015, or any Order which amends or supersedes it. It includes, for example, proposals for 10 or more new dwellings

<sup>50</sup> The definition of "watercourse" in this policy is the same as that in the Land Drainage Act 1991 [section 72(1)] and includes "Main Rivers" identified by the Environment Agency and also "Ordinary Watercourses"

supported by a Construction Management Plan that sets out how the water environment will be protected during the construction process.

### Sustainable Drainage Systems

6. Inclusion of sustainable drainage systems within proposed major development sites will be assessed in accordance with national policy. Surface water should be managed in accordance with the following hierarchy (with a) being the preferred option and d) being the least favourable option):
- a) an adequate soakaway or other form of infiltration system;
  - b) an attenuated discharge to watercourse;
  - c) an attenuated discharge to public surface water sewer;
  - d) an attenuated discharge to public combined sewer.
7. Surface water management infrastructure within new developments should, where feasible, include above ground features designed to deliver benefits to biodiversity and / or landscape.
8. Discharge of surface water to a public sewer will not be permitted unless clear evidence has been submitted demonstrating why no suitable alternative option(s) exist. Development proposals should identify how any necessary surface water drainage infrastructure will be appropriately maintained. The drainage proposals on all sites should be designed to address the drainage needs of the whole site. Where development would proceed in different phases or with multiple developers involved, the drainage proposals should cover all phases and the full construction period. Any development proposal should demonstrate unfettered rights to discharge between various phases.
9. If a development on a greenfield site would discharge to a public sewer, the rates of proposed discharge (peak flow and overall volume) from the development should not exceed the existing greenfield run-off rates. If a development on a previously developed site would discharge to a public sewer, the discharge rates (peak flow and overall volume) must be as close as reasonably practicable to those that would apply if the site were a greenfield site. As a guideline, a reduction of at least 30% may be sought, rising to at least 50% in Critical Drainage Areas or in areas identified as having an intermediate or high risk of surface water flooding. Storm water storage capacity should normally include an allowance of 40% to address the likely future effects of climate change.
10. Proposals for the soft or hard landscaping of any development site should, where practicable, demonstrably reduce the expected rate of surface water discharge from the site.

11. Applications for planning permission should have regard to the St Helens Borough Council Sustainable Drainage Systems Guidance.

**Protection of water and wastewater assets**

12. Development that would compromise the physical integrity or the effective maintenance of any water or wastewater infrastructure asset will not be permitted.

### 7.23 Policy LPC12: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2, SA 6, SA 7
<b>Strategic Objectives Met</b>	SO 2.2, SO 6.2, SO 7.1
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Enhancement and restoration of the Liverpool City Region (LCR) Ecological Network and the LCR Nature Improvement Area</li> <li>• Sankey Catchment Action Plan</li> </ul>

### 7.24 Reasoned Justification

Flood Risk

7.24.1 Flood risk has potential impacts on public safety, human health, social and economic wellbeing, and the environment. Policy LPC12 aims to ensure that development is directed to locations with the lowest risk of flooding and to locations with the least impact on water quality in accordance with the NPPF and the St Helens Strategic Flood Risk Assessment.

7.24.2 The policy seeks to ensure that where development is necessary in high or medium flood risk areas that appropriate adaptation and mitigation measures are put in place to ensure that the development is safe without increasing flood risk elsewhere. Key terms within the policy (for example, flood risk zones 1, 2 and 3, and Critical Drainage Areas) are explained in the glossary and in National Planning Practice Guidance.

7.24.3 The vast majority of the Borough lies within the catchment of the River Mersey and the River Sankey sub catchment. The remainder is located within the Alt Catchment.

Sankey Catchment Action Plan

7.24.4 Sankey Brook is the primary watercourse draining St Helens Borough running from the central low-lying landscape of the Borough before heading east and then south into the River Mersey at Sankey Bridges in Warrington. The central area of the Borough is drained by a radial pattern



of tributaries including Black Brook draining the north and running west of Billinge Hill; Rainford Brook and Windle Brook to the northwest and west respectively, and Sutton Brook to the south draining Rainhill. Some areas of the Borough are at significant risk of surface water flooding.

- 7.24.5 As part of a catchment based approach, the Sankey Catchment Partnership<sup>51</sup> has produced the Sankey Catchment Action Plan<sup>52</sup>. This identifies that there is an overall need within the catchment to attenuate approximately 720,000m<sup>3</sup> of flood water in a 1 in 100-year event. The Action Plan aims to:
- reduce the reactive nature of the catchment by “*Slowing the Flow*” in the rural headwaters, filtering agricultural run-off and improving water quality and wildlife habitats;
  - address issues in the urban areas of the catchment such as inadequately designed connections; and
  - remove pinch-points that can contribute to poor water quality and localised flooding.
- 7.24.6 The Liverpool City Region Ecological Network Nature Improvement Area (NIA) identifies the Black Brook and Sankey Valley Corridor and the Knowsley and St Helens Mosslands as NIA Focus Areas (see Policy LPC08 for further details). The Focus Area profiles<sup>53</sup> identify re-naturalising rivers and brooks and restoration of mossland as habitat creation priorities along with enhancing the biodiversity value of watercourses through habitat management and creation.
- 7.24.7 Development alongside or close to water courses can make a significant contribution to slowing the flow by temporarily attenuating flood water. For this reason, proposals for major development that would abut, straddle or run alongside any watercourse will (unless this is not feasible or viable) be expected to include suitable measures in accordance with the Sankey Catchment Action Plan. The measures that are likely to be considered suitable will vary according to the part of the Borough and the site type – with “*Slow the Flow*” measures, such as off-line flood storage, being generally suitable in the north of the borough and “*Urban Intervention Zone*” measures such as “*daylighting*” (opening up to the surface) of culverts being generally suitable in the centre and south of the Borough.
- 7.24.8 The “*Slow the Flow*” and “*Urban Intervention*” Zones are shown on the Policies Map and indicatively in Figure 7.2. It should be noted that, whilst paragraph 3 of Policy LPC12 relates to all water courses, Figure 7.2 only shows main rivers.
- 7.24.9 In addition, due to the volumes to be attenuated, the Council has identified two Flood Water Storage Safeguarding Areas on the Policies Map. These

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<sup>51</sup> The Sankey Catchment Partnership is made up of representatives from The Environment Agency, Warrington Council, Halton Council, Wigan Council, St Helens Borough Council, The Mersey Forest, United Utilities and the Mersey Rivers Trust.

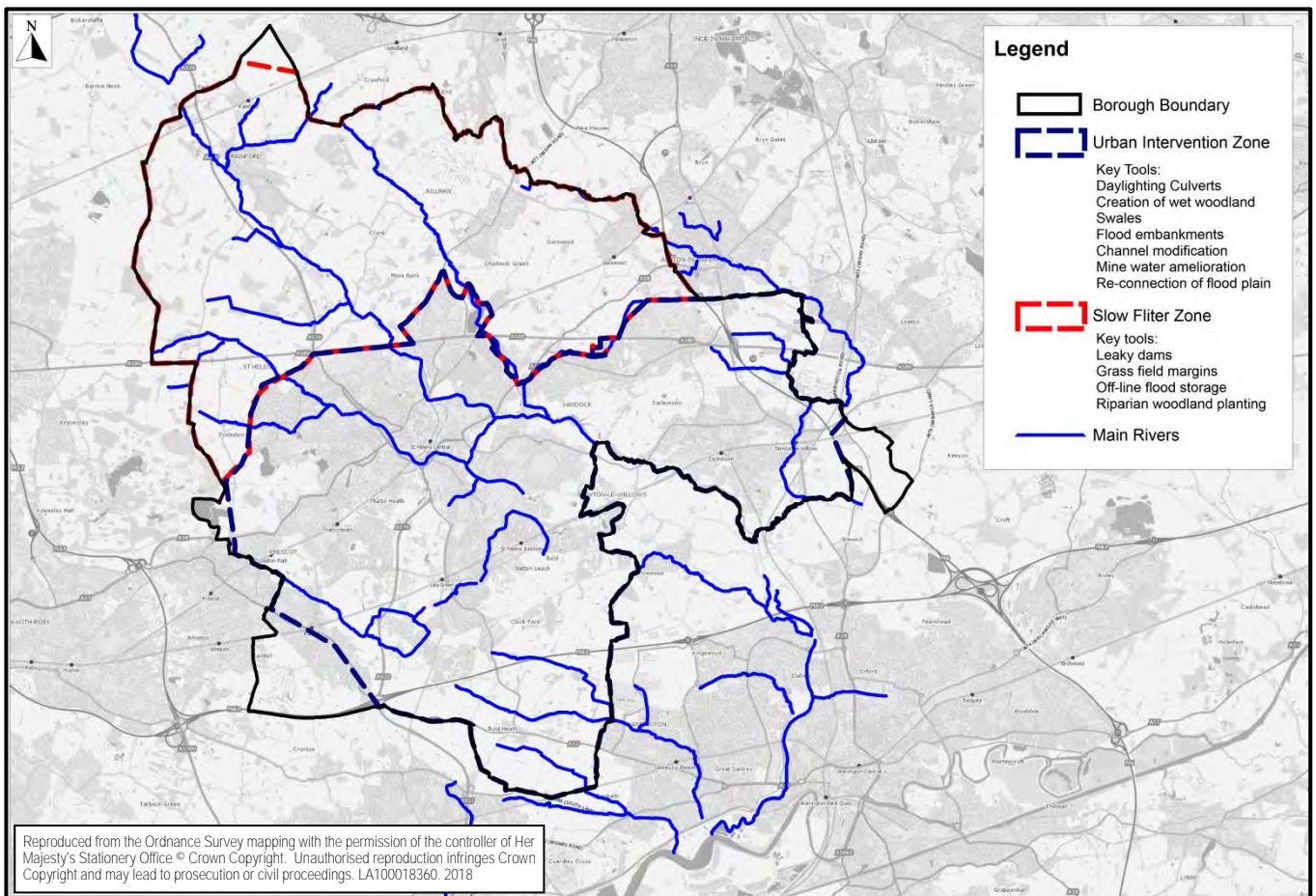
<sup>52</sup> Sankey Catchment Action Plan, Sankey Catchment Partnership 2018

<sup>53</sup> <http://www.lcreconet.uk/mdocuments-library/>

are areas that will be safeguarded for the future development of significant flood storage facilities, in accordance with and to complement other measures set out in the Sankey Catchment Action Plan. This approach also accords with the advice in paragraph 161 of the NPPF that Local Plans should manage flood risk by, inter alia, “safeguarding land from development that is required ( ... ) for current and future flood management”.

7.24.10 As the Lead Local Flood Authority (LLFA), the Council, working with the Environment Agency and the wider Sankey Catchment Partnership, may identify additional areas for flood water storage through the Local Flood Risk Strategy. If so, these additional areas may be safeguarded for this use as part of an update of the Local Plan.

**Figure 7.2: Sankey Catchment Action Plan - Strategic Approach**



7.24.11 The St Helens Strategic Flood Risk Assessment (SFRA) 2014 has informed the sequential, risk-based approach taken by the Council to the proposed geographical distribution of new development in the Local Plan. A preliminary Flood Risk Assessment of the Sankey Catchment carried out in 2017 helped to update the flood risk database. The Lead Local Flood Authority also holds records of incidents of flood events within the Borough as required by the Flood Water Management Act 2010.

### Site Specific Flood Risk Assessment

- 7.24.12 National planning policy sets out the circumstances in which developers will need to undertake site specific Flood Risk Assessments. They include where the site is: within Flood Zone 2 or 3; is above 1ha in area and in Flood Zone 1; or is above 0.5ha and in a Critical Drainage Area (which is an area notified by the Environment Agency as having critical drainage problems). Whilst no Critical Drainage Areas have been identified in the Borough at the time of writing it is possible that this situation may change in the future.
- 7.24.13 Where a site-specific flood risk assessment is required, applicants should enter into early discussions with the Council and the Environment Agency to establish the requirements of the assessment. It will be the applicant's responsibility to fully assess flood risk and to propose measures to mitigate and manage flood risk during the lifetime of the development.

### Sequential and Exception Test

- 7.24.14 The aim of the Sequential Test is to steer new development to areas with the lowest probability of flooding. Development will not be permitted in areas of medium or high risk if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding. If, following application of the Sequential Test, it is not considered reasonably possible, consistent with wider sustainability objectives, for the development to be located in zones with a lower probability of flooding, the Exception Test will be applied.
- 7.24.15 For the Exception Test to be passed:
- a) it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk; and
  - b) a site specific flood risk assessment must demonstrate that the development will be safe for its lifetime, without increasing flood risk elsewhere, and, where possible will reduce overall flood risk.
- 7.24.16 Further information in relation to the application of the Sequential and Exception Test is available in the St Helens Strategic Flood Risk Assessment and in National Planning Practice Guidance.

### Water Quality

- 7.24.17 There is increasing concern for the protection of the water environment, which not only serves as a source of water but provides essential habitats and a valued resource for leisure and recreation. Under the European Union Water Framework Directive (relevant requirements of which have been incorporated into national regulations<sup>54</sup>) water bodies must meet a range of chemical and ecological criteria to protect aquatic ecosystems and drinking water resources. All water bodies in the country are required to achieve a 'good' ecological status by 2027 at the latest. Therefore, it is important that new development does not cause detrimental

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<sup>54</sup> The Water Environment (Water Framework Directive) (England and Wales) Regulations 2003

environmental impacts that will hinder the ability of water bodies in the Borough to meet this target.

## 7.25 Policy LPC13: Renewable and Low Carbon Energy Development

### **Policy LPC13: Renewable and Low Carbon Energy Development**

1. Proposals for development that would produce and / or distribute decentralised, low carbon or renewable energy will be permitted provided that they would:
  - a) avoid causing unacceptable harm to the appearance or character of the surrounding landscape; natural resources; biodiversity; geodiversity; water or air quality; aviation or road safety; public amenity; or the living conditions of occupiers of any nearby dwellings;
  - b) comply with relevant national and local policies concerning new development in the Green Belt; and
  - c) comply with Policy LPC11 'Historic Environment'.

When proposals are being assessed against these criteria, regard will be had to any environmental, social and / or economic benefits that the proposals would provide, and their number, scale, siting, design, and any cumulative impact in conjunction with other proposals.

2. Proposals that would otherwise result in an unacceptable impact under paragraph 1 of this Policy must be mitigated by appropriate measures agreed by the Council. All proposals must be accompanied by information that shows how the local environment would be protected, and how the site would be restored when energy production or distribution ends.
3. Relevant evidence that will be taken into account in assessing the suitability of any proposals under paragraph 1 of this Policy will include (alongside any other relevant material): the Liverpool City Region Renewable Energy Capacity Study 2010; any document(s) that may supersede this; the Merseyside Historic Landscape Characterisation Study; the evidence base for the Merseyside and Halton Joint Waste Local Plan; and the St Helens Landscape Character Assessment.
4. New developments for housing, employment or other uses will be required to meet high standards of sustainable design and construction and minimise carbon emissions equivalent to CSH level 4, i.e. 19% carbon reduction against Part L 2013 unless proven unviable. To this end they should use energy efficiently and where feasible incorporate decentralised energy systems that would use or generate renewable or other forms of low carbon energy. Large scale schemes that would generate a significant source or demand for heat should also be supported by evidence considering the feasibility of serving the development by means of a district heating scheme. Proposals for new development within a strategic employment site or a strategic housing site (as defined in Policies LPA03.1 and LPA04.1) must, unless this is shown not to be practicable or viable, ensure that at least 10% of their energy needs can be met from renewable and / or other low carbon energy source(s).

## 7.26 Policy LPC13: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2, SA 6, SA 7
<b>Strategic Objectives Met</b>	SO 2.2, SO 6.2, SO 7.1
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Funding of low carbon energy initiatives</li> <li>• Liverpool City Region Renewable Energy Capacity Study 2010</li> <li>• St Helens Infrastructure Delivery Plan</li> </ul>

## 7.27 Reasoned Justification

- 7.27.1 One of the core principles set out in the NPPF is to support the transition to a low carbon future in a changing climate and to encourage the use of renewable energy resources. The NPPF indicates that planning has a key role to play in supporting the delivery of renewable and low carbon energy by reducing greenhouse gas emissions and encouraging energy production from such sources, and this Policy, in conjunction with a number of other Policies in this Plan, will support the Council's Climate Change Emergency declaration.
- 7.27.2 Proposals for renewable energy related development can in some cases have a significant effect on the local area. For example, large scale renewable energy developments are likely to be prominent in the landscape. In such cases the Council will carefully weigh up the environmental, social, and economic benefits of the proposals against any effects on the local area for example on the landscape, heritage assets or Green Belt. The NPPF recognises that many forms of renewable and low carbon energy related developments will constitute inappropriate development in the Green Belt, requiring the developer to demonstrate that special circumstances, such as major benefits to the environment, exist.
- 7.27.3 Planning permissions for renewable energy schemes will, in most cases, be conditioned to require the removal of infrastructure and reinstatement of the development site should the development cease to be operational and where it is not feasible for the infrastructure to be re-used thereafter, for example for a commercial or community renewable or decentralised energy scheme.

### Wind Energy

- 7.27.4 National planning policy states that proposals involving one or more wind turbines should not be considered acceptable unless they are in an area identified as suitable for wind energy development in a Local or Neighbourhood Plan and (following consultation) it can be demonstrated that the planning impacts identified by the affected local community have been fully addressed and the proposal has their backing.

- 7.27.5 The Liverpool City Region Renewable Energy Capacity Study 2010 assessed the scope for large scale wind and other forms of renewable energy generation across the City Region. Although it identified some areas of search for wind energy development, none of these were in St Helens Borough.

Use of low carbon and renewable energy in new housing and employment sites

- 7.27.6 The Building Regulations set out requirements concerning the conservation of fuel and power in buildings. However, to support the transition to a low carbon economy it is also necessary to encourage the greater use of renewable and low carbon energy in new development. This is generally more viable and feasible in larger developments. For this reason, whilst paragraph 4 of Policy LPC13 encourages use of renewable and low carbon energy as appropriate in all new development, it requires that at least 10% of energy needs in strategic employment and housing sites should be met in this way unless this is shown not to be feasible or viable.

## 7.28 Policy LPC14: Minerals

### **Policy LPC14: Minerals**

1. The Council will seek to ensure that the Borough of St Helens provides a steady and adequate supply of minerals to contribute towards local, regional, and national needs. To minimise the need for primary mineral extraction, provision of substitute, secondary or recycled sources will be encouraged in preference to land-won resources. This will include the provision of suitably designed and located temporary materials-recycling facilities on the sites of major demolition or construction projects and suitably designed and located permanent recycling plants for construction and demolition waste.
2. A Mineral Safeguarding Area has been defined around deposits of coal, clay (including brick clay and fire clay) and sandstone, considered to be of current or future economic importance. Proposals for non-mineral related development will be permitted (subject to compliance with other Plan policies) within the Mineral Safeguarding Area where it has been demonstrated that:
  - a) the mineral resource would be extracted satisfactorily prior to the non-mineral development taking place (in accordance with paragraphs 4 and 5 of this Policy, and other relevant policies); or
  - b) the minerals are either not present, are no longer of any economic value, or have already been fully extracted; or
  - c) the prior extraction of minerals is not feasible, for reasons such as the depth of the deposit or because extraction would lead to or exacerbate ground instability; or
  - d) the prior extraction of minerals would have unacceptable impacts on neighbouring uses, the amenity of local communities or on the environment; or
  - e) the prior extraction of minerals would result in abnormal costs and / or delays that would jeopardise the viability of the development; or
  - f) the need for the proposed development outweighs the need to safeguard the mineral resource; or
  - g) the proposed development is compatible with the purposes of safeguarding the mineral; or
  - h) the proposed development is of a temporary nature and can be completed and the site restored to a condition that does not inhibit future extraction of the minerals; or
  - i) the development is included on the list of exempt developments (as set out in the reasoned justification of this policy).



3. Development for non-mineral related use(s) on or close to existing mineral workings or existing or planned mineral infrastructure will be permitted provided it would not have an unacceptable impact on the continuation of mineral workings or on the operation of the mineral infrastructure. Where the development is likely to have a significant impact on the continuation of mineral working or on the operation of the mineral's infrastructure, the applicant will be required to clearly demonstrate that either:
  - a) the mineral working and / or mineral infrastructure is no longer required to meet the current or anticipated future needs of the minerals, construction, or waste management industries; or
  - b) the need for the proposed development outweighs the need to continue the mineral working and / or the need to safeguard the mineral infrastructure; or
  - c) an alternative site within an acceptable distance would be provided for the mineral working or infrastructure that is at least as appropriate for the relevant mineral working or infrastructure use(s) as the safeguarded site.
4. Proposals for the exploration, extraction, storage, processing and / or distribution of minerals will be permitted if it has been demonstrated that:
  - a) any adverse impacts relating to any of the criteria set out in paragraph 5 of this Policy would be avoided or appropriately mitigated;
  - b) the location of the proposed development would be suitable, taking into account all relevant environmental, geological and technical considerations; and
  - c) provisions for the restoration and aftercare of the site have been made and will be implemented at the earliest opportunity to an agreed timescale and to a standard and manner consistent with an agreed end use and the character, setting and landscape context of the surrounding area.
5. The criteria referred to in paragraph 4(a) of this Policy include:
  - a) amenity (e.g., dust, noise, visual intrusion, vibration or other nuisance);
  - b) air and water quality;
  - c) lighting;
  - d) landscape character and setting;
  - e) traffic, including air and rail, and access;
  - f) risk of contamination to land;
  - g) soil resources and the impact on best and most versatile agricultural land;
  - h) flood risk and drainage;
  - i) disposal of mineral waste;

- j) land stability, including subsidence and risk of damage to buildings, structures and land;
  - k) ecology, including habitats, species and designated sites (particularly the internationally important nature sites); and
  - l) heritage assets and their setting.
6. Proposals for the development of onshore oil and gas resources (including coal bed methane, coal mine methane, shale gas and oil) must clearly demonstrate that the highest levels of environmental, health and social protection and benefit consistent with prevailing national policy and regulation and industry best practice standards, including those relating to Environmental Impact Assessment and Habitats Regulations Assessment, will be provided.

**7.29 Policy LPC14:  
Strategic Aims, Objectives and Key Delivery Mechanisms**

<b>Strategic Aims Met</b>	SA 2, SA 6, SA 7
<b>Strategic Objectives Met</b>	SO 2.1, SO 2.2, SO 6.2, SO 7.1
<b>Is this a ‘strategic’ or ‘local’ policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Annual review of Local Aggregates Assessment (LAA)</li> <li>• Development Management process</li> <li>• Minerals related planning permissions</li> </ul>

**7.30 Reasoned Justification**

- 7.30.1 St Helens Borough has been a location of significant minerals production in the past, including the extraction of coal (both deep-mined and open cast), clay, sandstone and sand and gravel. Whilst reserves of these minerals remain, much of this activity has now ceased. There is now only one quarry site in the Borough with an active planning consent – Bold Heath Quarry – that produces crushed sandstone for use in the construction industry. In addition, there is active permission for methane extraction from the workings of the former Sutton Manor Colliery near Union Bank Farm. There have been no major proposals for new mineral extraction in recent years and the level of future industry interest in exploiting the Borough’s minerals resources remains uncertain.
- 7.30.2 Many minerals can only be worked at locations where they occur, whilst others, particularly where deep extraction by drilling is involved, allow for more flexibility to choose locations for surface development. The Council seeks to ensure that all future minerals workings will be located in appropriate places.

### Mineral Supply

- 7.30.3 The principal evidence base informing the Borough's future role in facilitating an appropriate supply of aggregate minerals is the annual Local Aggregate Assessment (LAA). The LAA is produced jointly with other local authorities to reflect an aggregate producing sub-region comprising Merseyside, Warrington, and Greater Manchester. Matters relating to aggregate production, reserves, land-banks, and future supply are reported annually at this sub-regional level through the LAA.
- 7.30.4 St Helens Borough Council, as part of Merseyside, is represented as a North West Aggregates Working Party (NWAWP) member and subscribes to the national Managed Aggregate Supply System (MASS) through market monitoring and production of annual LAAs. The Council intends to maintain its commitment to the MASS through continued representation on the NWAWP.
- 7.30.5 Bold Heath Quarry is the only quarry in Merseyside with an active planning consent for production of crushed rock (sandstone) aggregate. Whilst production levels at the quarry have been affected by economic conditions in recent years, its reserves make it capable of contributing to sub-regional supply for some time into the future.
- 7.30.6 Paragraph 1 of Policy LPC14 aims, by prioritising the use of secondary and recycled materials, to reduce the need for production of new primary (land-won) aggregates and for disposal to landfill of Construction Demolition and Excavation (CD&E) waste materials. This approach is consistent with the NPPF that strongly promotes the use of secondary and recycled materials as an alternative to primary aggregate.

### Mineral Safeguarding

- 7.30.7 Mineral resources are finite and are vulnerable to being lost when building or other forms of development take place. Resources that are scarce or economically important should therefore be safeguarded from sterilisation. Where it is necessary for development to take place, the prior extraction of mineral resources will be encouraged, where this is feasible in terms of site size and location, and subject to compliance with the other plan policies and proposals including paragraphs 4 and 5 of Policy LPC14. Prior extraction of mineral resources can also have the benefit of removing land instability issues on certain sites.
- 7.30.8 To alert developers to the presence of known mineral resources and ensure their potential sterilisation is considered as part of the planning process, a Mineral Safeguarding Area (MSA) has been defined. Whilst the designation of the MSA does not indicate a presumption that mineral resources within it will be worked, Policy LPC14 seeks to avoid their unnecessary sterilisation.

- 7.30.9 In line with best practice guidance<sup>55</sup>, the MSA has been drawn around the following mineral resources found in the Borough that are considered to be of economic importance, based on current evidence<sup>56</sup>:
- Shallow coal;
  - Clay (including brick clay and fire clay); and
  - Sandstone (centred around existing workings at Bold Heath Quarry).
- 7.30.10 The MSA is shown on the Policies Map as a single area. Given the complexity of the mineral deposits within the Borough, it is not possible to show each mineral resource separately alongside all the other designations and maintain an acceptable degree of clarity. To give clear guidance on where the different mineral resources may be found within the Borough, the extent of each resource is shown in appendix 10.
- 7.30.11 Where supporting information is required from the applicant to comply with paragraph 2 of the Policy, this will be proportionate to the scale and nature of the proposal. Where the Council considers that a proposal may lead to the significant sterilisation of mineral resources, a detailed Minerals Assessment must be submitted, prepared by a qualified mineral surveyor or geologist. This should include information relating to the extent or quality of the mineral resource and any geotechnical issues informed by the most up-to-date mineral resource information available for the site or area.
- 7.30.12 In line with best practice guidance, the MSA does not exclude urban or built up areas. It therefore does not rule out the potential for prior extraction as part of larger urban regeneration schemes. However, given the abnormal costs associated with many development sites in the Borough it would be unreasonable to apply a mineral safeguarding requirement to small scale schemes. For this reason, whilst prior extraction of minerals will be encouraged subject to compliance with Policy LPC14 and other relevant policies, the requirement to demonstrate that minerals will not needlessly be sterilised will apply only to development proposals on sites of more than 0.5ha in area.

### Mineral Safeguarding Area - Exempt Development

- a) The site or area is 0.5ha or less;
- b) Applications for householder development;
- c) Applications for alterations and extensions to existing buildings and / or for change of use of existing buildings;
- d) Applications for advertisement consent;

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<sup>55</sup> 'Mineral Safeguarding in England: Good Practice Advice' (2011) BGS and The Coal Authority

<sup>56</sup> Relevant evidence includes: mineral resource information for Merseyside provided by the British Geological Survey (BGS); data from the Coal Authority; the 'Greater Manchester, Merseyside, Halton and Warrington Joint Local Aggregate Assessment' 2016; and 'Mineral Planning on Merseyside', Urban Vision (2008).

- e) Applications for approval of reserved matters or for full planning permission where the principle of development has been established by an existing outline planning permission;
- f) Prior notification proposals (telecommunications, forestry, agriculture, demolition);
- g) Certificates of Lawfulness of Existing Use or Development (CLEUD) and Certificates of Lawfulness of Proposed Use or Development (CLOPUD);
- h) Applications for works to trees; and
- i) Applications for temporary planning permission.

#### Mineral infrastructure safeguarding

- 7.30.13 Development for other uses (such as housing) either on or close to existing or planned mineral extraction sites or mineral infrastructure can lead to the mineral operations or infrastructure becoming incompatible with surrounding uses. For this reason, proposals for housing or other sensitive forms of development that could suffer nuisance or other problems will not be permitted unless it is demonstrated that they would satisfactorily co-exist with the existing or planned minerals related operations.
- 7.30.14 Minerals related infrastructure includes strategic rail freight links and sites for concrete batching, the manufacture of coated materials, other concrete products and the handling, processing, and distribution of substitute, recycled and secondary aggregate material.

#### Development Management requirements

- 7.30.15 All proposals for exploration, extraction, storage, processing and / or distribution of mineral resources, including energy minerals, should be accompanied by supporting information to demonstrate compliance with paragraphs 4 and 5 of Policy LPC14 and other relevant policies in the Plan. The level of information should be proportionate to the scale and nature of the proposal. Applicants will be expected to agree with the Council at pre-application stage the scope of any assessments of potential impact, including any Environmental Impact Assessment or Habitats Regulations Assessment that may be needed.

#### Energy minerals

- 7.30.16 Energy minerals include coal and other hydrocarbons such as oil and natural gas used to generate power. They can either be extracted using 'conventional' or 'unconventional' methods. Unconventional methods include the extraction of oil and natural gas from sources such as underground shale or coal seams using horizontal drilling and / or hydraulic fracturing (or 'fracking').
- 7.30.17 Previous interest in energy mineral extraction within St Helens Borough (with the exception of coal) has primarily involved capturing methane from former coal working or landfill sites. As an indication of future industry interest, the government has issued a number of Petroleum Exploration and Development Licences (PEDLs) for onshore hydrocarbon extraction under the Petroleum Act 1998, covering different parts of the Borough.

These licence areas are shown on the Policies Map. Whilst the Council is required to show these areas they are not subject to any local authority control and the Local Plan cannot influence them.

- 7.30.18 There are three phases of onshore hydrocarbon extraction: exploration, testing (appraisal) and production. Applications for energy related mineral development can relate to all or any combination of these phases. The Council will advise applicants on the evidence, issues and scope of information required as part of the pre-application process. In all cases, full compliance with prevailing industry standards, best practice and national regulatory requirements will be expected.
- 7.30.19 Some exploration work or testing, such as initial seismic work, may not require consent from the planning authority. The exploratory, appraisal or production phase of hydrocarbon extraction can only take place in areas where a PEDL licence has been issued<sup>57</sup>.

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<sup>57</sup> Older licences issued by the Department of Energy from the First Onshore Licensing Round (1986) until the Sixth (1992) carry the prefix 'EXL'. EXLs that have not expired or been relinquished have been converted to the same terms as a PEDL. Further information on EXL and PEDL areas is available on the Oil & Gas Authority website: <https://www.ogauthority.co.uk/data-centre/interactive-maps-and-tools/>

### 7.31 Policy LPC15: Waste

#### Policy LPC15: Waste

The Council will promote the sustainable management of waste in accordance with the waste hierarchy (as defined in national planning policy). In accordance with the Merseyside and Halton Joint Waste Local Plan 2013 (or any Plan that may supersede or supplement this) it will work to:

- a) identify and safeguard (where appropriate) waste management sites in appropriate locations;
- b) assist in the implementation of a resource-recovery led strategy for sustainable waste management;
- c) ensure that the Borough contributes to meeting the identified sub-regional needs for waste management facilities and sites;
- d) encourage good design in new development in order to minimise waste, promote the use of reclaimed and recycled materials and to facilitate the storage, collection and recycling of waste;
- e) encourage the sustainable transport of waste and promote the use of mechanisms such as waste audits and waste management plans to minimise the generation of waste; and
- f) ensure that waste management facilities are developed whilst minimising any negative impacts on the environment and communities of the Borough.

### 7.32 Policy LPC15: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 7
<b>Strategic Objectives Met</b>	SO 7.1
<b>Is this a 'strategic' or 'local' policy?</b>	Strategic
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Joint Merseyside and Halton Waste Local Plan</li> </ul>

### 7.33 Reasoned Justification

- 7.33.1 National policy<sup>58</sup> establishes that planning policies and decisions should seek to drive waste management up the waste hierarchy. This is summarised as follows, with level 1 (prevention) being in general the most

<sup>58</sup> 'National Planning Policy for Waste', Department for Communities and Local Government, 2014

favoured environmental option and level 5 (disposal) being the least favoured option.

1. Prevention
2. Preparing for re-use
3. Recycling
4. Other recovery
5. Disposal

- 7.33.2 Decisions regarding planning for waste management facilities or other waste related uses should comply with policies in the Merseyside and Halton Joint Waste Local Plan (the 'Joint Waste Local Plan') adopted in 2013, Policy LPC15 and any other relevant policies in the Local Plan. The Joint Waste Local Plan sets out site allocations and development management policies for waste facilities and uses.
- 7.33.3 Under Policies WM2, WM3 and WM4 of the Joint Waste Local Plan, a range of sites across Merseyside and Halton are allocated for different waste management uses, details of which are set out in those Policies. These include the following sites in St Helens Borough:
- Site S1a - Former Transco Site, Pocket Nook (Sub-regional Site);
  - Site S2 - Land North of T.A.C., Abbotsfield Industrial Estate (District Level Site); and
  - Site S3 - Bold Heath Quarry (Inert Landfill Site).
- 7.33.4 Policy WM5 of the Joint Waste Local Plan defines areas of search for small-scale waste management operations and re-processing sites, of which one area (including Abbotsfield Industrial Estate and industrial areas in its immediate vicinity) is in St Helens Borough. Policy WM5 also sets out policy criteria used to assess proposals for these types of waste uses in this area.
- 7.33.5 The Joint Waste Local Plan will need to be reviewed in the future in accordance with relevant planning legislation. Policy LPC15 should therefore be read in conjunction with any future Plan document(s) that may supersede or supplement the Joint Waste Local Plan.



## 8. Development Management Policies

### 8.1 Policy LPD01: Ensuring Quality Development

#### **Policy LPD01: Ensuring Quality Development**

All proposals for development will be expected, as appropriate having regard to their scale, location, and nature, to meet or exceed the following requirements:

1. Quality of the Built Environment
  - a) Maintain or enhance the character and appearance of the local environment, with a focus on the importance of local distinctiveness, as well as using good design to improve the quality of areas that may have become run down and be in need of regeneration, for example with regard to the siting, layout, massing, scale, design and materials used in any building work, the building-to-plot ratio and landscaping;
  - b) Avoid causing unacceptable harm to the amenities of the local area and surrounding residential and other land uses and occupiers;
  - c) Ensure that the occupiers of new developments will enjoy a high standard of amenity and will not be unacceptably affected by neighbouring uses and vice versa;
  - d) Link in with surrounding movement patterns and not be prejudicial to the development of neighbouring land for example by creating landlocked sites;
  - e) Be located and designed so as to minimise opportunities for crime, for example by maximising natural surveillance;
  - f) Respect any existing natural features of the site by conserving, restoring or enhancing biodiversity and minimising any adverse impact on important natural features;
  - g) Provide landscaping, including tree-lined streets, as an integral part of the development, protecting existing landscape features such as trees, hedges and watercourses and enhancing the public realm;
  - h) Encourage the inclusion of, or make a contribution to, public art within appropriate schemes (for example where the development would be of a substantial size and / or in a prominent gateway or town centre location);
  - i) Provide for the needs of special groups in the community such as the elderly and those with disabilities as identified in Policy LPC01; and
  - j) Protect the setting, integrity, and character of heritage assets in accordance with Policy LPC11.
2. Environmental Quality

- a) Ensure protection of watercourses and other water bodies from encroachment, modification and degradation and enable water bodies that are already modified or degraded to be improved to form sustainable, natural environments where feasible;
  - b) Minimise and mitigate to acceptable levels any effects that the development may have on air quality; light, land and / or water pollution (including contamination of soil, surface water and groundwater resources); and levels of noise, vibration, smells, dust and electromagnetic fields in the area;
  - c) Ensure that any contamination or ground stability issues that exist on the site of the proposed development would be remediated to an appropriate standard, taking into account its intended use and making use of sustainable remediation technologies; and
  - d) Include satisfactory arrangements for the disposal of foul sewage, liquid waste, trade effluent and contaminated surface water.
3. Resource Management
- a) Ensure that development involving demolition and / or construction works minimises the generation of waste and promotes the use of recycled and / or locally sourced building materials in accordance with policy WM8 of the Merseyside and Halton Joint Waste Local Plan 2013 (or any equivalent policy in a successor document);
  - b) Avoid prejudicing the delivery/improvement of utility infrastructure;
  - c) Promote energy efficiency and the generation and use of low carbon and renewable energy in accordance with Policy LPC13; and
  - d) Avoid loss of or damage to high quality agricultural land and / or soils (except where clearly justified by wider public benefits) and minimise such loss or damage where this is shown to be unavoidable.

**8.2 Policy LPD01:  
Strategic Aims, Objectives and Key Delivery Mechanisms**

<b>Strategic Aims Met</b>	SA 2
<b>Strategic Objectives Met</b>	SO 2.1, SO 2.2, SO 2.3
<b>Is this a 'strategic' or 'local' policy?</b>	Local
<b>Key Delivery Mechanisms</b>	• Development Management process

### 8.3 Reasoned Justification

- 8.3.1 In accordance with national policy, Policy LPD01 seeks to ensure that new development is of a high quality and provides buildings and places that will function well and be visually attractive and resource efficient. In doing so, it seeks to protect the many areas of St Helens Borough that have a good quality environment and also promote the regeneration of areas that have become run down or have a less distinctive townscape.

#### Quality of the Built Environment

- 8.3.2 Policy LPD01 requires all new developments, having regard to its scale, nature, and location to be well-designed, taking account of local distinctiveness and the need to respond positively to the Borough's character and history. Through good architectural design, new development should – without necessarily replicating existing development in the area - optimise the potential of the site in terms of form, height, scale, siting, layout, density, orientation, materials, parking, and open space/green infrastructure.
- 8.3.3 Good design relates both to the appearance of a development and how well it will work in practical terms. All new development must be designed to enable safe and easy movement and passage into and through the development for all potential users, including those of limited mobility, pedestrians, cyclists, public transport users, car users, and for servicing, deliveries, and collection. New development should establish a strong sense of place through the arrangement of streets, open spaces, and materials, providing attractive public areas that promote and enhance biodiversity and healthy lifestyles.
- 8.3.4 A coordinated approach should be taken to the use of materials and the design and siting of street furniture, boundary treatments, lighting, signage, and public art, all of which contribute towards creating a sense of place. Trees and other planting appropriate to the scale of development and space available should be incorporated in order to soften the streetscape and reduce the visual impact of car parking.
- 8.3.5 Wherever possible, new development proposals should incorporate existing landscape features, such as landform, trees, hedges, watercourses etc. These should be used to inform and guide how the development is designed and should be incorporated in a way that ensures they will contribute positively to the development and surrounding area, maximising the amenity and visual value that such features can provide.
- 8.3.6 Development should be flexible, accessible to all and should be able to respond to the challenges of climate change. New residential development should be built to a standard capable of adaptation to enable people to remain in their homes until old age.
- 8.3.7 Safety and security can be provided through careful design of buildings and spaces, by promoting 'natural surveillance'. Good use of 'natural surveillance' can improve the layout of an area, reduce perceived and actual crime and opportunities for anti-social behaviour, and create places that are safe, inclusive, accessible, and pleasant to live in and use.

### Environmental Quality

- 8.3.8 Given St Helens Borough's industrial past some of the land within it is affected by contamination and / or land stability issues (for example due to subsidence from the legacy of coal mining operations). In accordance with national planning policy where a site is affected by such issues, responsibility for securing a safe development will rest with the developer and / or landowner. A desk study report and site survey, and potentially more detailed site investigation, will typically be required with a planning application. Where development is proposed on land within the Coal Authority Development 'High Risk' Area, a Coal Mining Risk Assessment should accompany any planning application.
- 8.3.9 Developers should undertake early discussions with United Utilities (or other relevant utilities provider) and relevant pollution control bodies to ensure adequate arrangements can be made for the disposal of any foul sewage, liquid waste, trade effluent or contaminated surface water.

### Resource Management

- 8.3.10 It is important that the landscaping and materials used within the public realm are durable and functional in order to accommodate every day and infrequent uses such as the movement of vehicles and people for the lifetime of the development. Consideration must also be given to the cost, practicalities, and responsibilities for the maintenance of landscaping and materials in the long term.
- 8.3.11 Greenhouse gas emissions can be reduced through the location of new development, orientation, and design. New development, including the construction of buildings and the redevelopment of existing buildings (with the exception of householder extensions), should be designed to minimise energy consumption. This requirement encompasses landform, layout, building orientation, massing, materials, and landscaping. These elements need to respect the local context and any relevant heritage assets. As part of the Council's positive strategy to promote energy from renewable and low carbon sources, new development should also, subject to the requirements of Policy LPC13, be designed to facilitate the incorporation of renewable and / or other low carbon technologies. Taken together, this approach will support the Council's Climate Change emergency declaration, particularly in respect of delivering energy efficient and low-carbon developments.
- 8.3.12 The Borough has a significant amount of the best and most versatile (BMV) agricultural land. New development should avoid causing loss of or damage to BMV agricultural land or high quality soils unless such loss is clearly justified by wider public benefits arising from the proposal. Where a development would bring benefits that have been shown to justify some loss of or damage to high quality agricultural land or soils the extent of such loss or damage should be minimised.

## 8.4 Policy LPD02: Design and Layout of New Housing

### **Policy LPD02: Design and Layout of New Housing**

New residential developments will be required to:

1. be of a high quality design and use good architecture that respects and / or enhances the character of the surrounding area in terms of appearance, materials used, scale, mass, and pattern of structures, spaces and streets;
2. enhance local distinctiveness by reflecting good aspects of the character and environment of the local area, maintaining a strong sense of place, improving any poorer aspects and adding new features that benefit the local environment over the full lifetime of the development;
3. provide appropriate landscaping, including tree-lined streets, using native tree and shrub species and where appropriate other boundary treatments, thereby providing a strong Green Infrastructure in line with Policy LPA08;
4. provide a safe, secure, attractive, permeable, legible and useable environment for all users, that reinforces existing connections and creates new ones where necessary, including for pedestrians, cyclists, less mobile people and the elderly;
5. promote safe living environments that encourage natural surveillance and reduce the levels and fear of crime, disorder and anti-social behaviour;
6. ensure heritage assets are treated in accordance with Policy LPC11 to support the Council's ambition to promote the conservation and enhancement of the Borough's heritage assets and their settings in a manner appropriate to their significance;
7. consider the Borough's environmental assets (including, but not limited to, biodiversity and associated habitats, landscapes, trees, woodland and hedgerows) in accordance with policies LPC06, LPC08, LPC09 and LPC10, and where practicable incorporate positive aspects of these features into its design and layout;
8. provide a satisfactory level of privacy, outlook and natural lighting for its future residents and for occupiers of neighbouring properties;
9. incorporate waste storage and recycling facilities, public transport infrastructure and car parking for residents and visitors (in line with Policy LPA06), all designed and integrated in a way that will preserve or enhance the street scene and safeguard amenity; and
10. be laid out and designed to ensure that the development is inclusive and accessible to all intended and future users, consistent with Policy LPC01.

## 8.5 Policy LPD02: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2, SA 4
<b>Strategic Objectives Met</b>	SO 2.1, SO 2.2, SO 2.3, SO 4.1
<b>Is this a 'strategic' or 'local' policy?</b>	Local
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>Development Management process</li> </ul>

## 8.6 Reasoned Justification

- 8.6.1 National planning policy requires new housing developments to achieve high standards of design and environmental sustainability and provide a good standard of amenity for all existing and future occupants and those of neighbouring land and buildings. The Government also stresses the need for local authorities to develop robust and comprehensive policies that will ensure that new development will function well and provide a strong sense of place reflecting local character and distinctiveness, where residents will feel safe and comfortable, with a good quality of life and level of community cohesion.
- 8.6.2 To successfully accommodate the levels of projected growth in the Borough over the Plan period, all new housing layouts in the Borough must be well designed. This approach will benefit the local economy, environment and quality of life, the sustainability and character of the Borough, and the health and wellbeing of its residents. Factors such as scale, massing, existing pattern of development, materials, topography, trees and hedgerows, watercourses and wildlife habitats should all be considered at the outset when designing new residential layouts.
- 8.6.3 The type of highway access should reflect the type of road involved and the volume and character of traffic likely to use it; good visibility is essential. The level and type of traffic associated with any new development will be examined to assess the likely impact on the character and amenity of the existing and proposed development. In order to minimise road congestion and consequent reduction in the quality of the environment, sufficient off-street parking and servicing must be provided to meet the needs of new development on site and to avoid any negative impacts on existing roads and residential areas. Generally, development of back-land sites will be discouraged where this would lead to loss of privacy, amenity, or levels of greenery etc.
- 8.6.4 Any proposals for new housing will only be allowed where they would satisfy the relevant criteria in Policy LPD02. Supporting guidance is set out in the St Helens New Residential Development SPD (2011) that will be updated as necessary within the Local Plan period.

## 8.7 Policy LPD03: Open Space and Residential Development

### Policy LPD03: Open Space and Residential Development

1. Proposals for new residential development of 40 dwellings or more will be required to make provision for new open space, or the expansion or enhancement of existing open space provision, where:
  - a) there are existing deficiencies in the quantity, accessibility or quality of open space(s) in the area;
  - b) the development would generate a need for open space that cannot be satisfactorily or fully met by existing provision in the area; or
  - c) it is appropriate to provide certain typologies of open space as part of the design to provide accessible children's play areas and create a visually attractive development.
2. The standards set out in Table 8.1 will be used to guide the type, quantity and quality of open space that is required. The following matters will be considered:
  - a) the estimated number of residents who would occupy the development (based upon the number of new residential bed spaces that would be provided); and
  - b) the quantity, accessibility, and quality of existing provision in the area.
3. Provision for outdoor sports facilities will be achieved through contributions to enhance existing facilities or the provision of new facilities, which will be informed by the Council's latest Playing Pitch Strategy and Action Plan.
4. The required amount of open space should be provided on the development site unless it has been demonstrated that developer contributions towards the provision, expansion, or enhancement of off-site open space within the locality would be more suitable. The appropriate balance between provision of new open space and the expansion or enhancement of existing open space will be determined having regard to:
  - a) the amount, proximity and quality of existing open space in the area;
  - b) the type and density of the proposed housing development;
  - c) the numbers of new dwellings to be created; and
  - d) any other practical site-specific factors.
5. Development proposals that would include new open space must incorporate suitable arrangements for its long-term management and maintenance and ensure that it will have continued public access.

6. Any new open space created will be afforded protection in accordance with Policy LPC05.

**8.8 Policy LPD03:  
Strategic Aims, Objectives and Key Delivery Mechanisms**

<b>Strategic Aims Met</b>	SA 2, SA 4, SA 6
<b>Strategic Objectives Met</b>	SO 2.1, SO 2.2, SO 2.3, SO 4.1, SO 6.1
<b>Is this a ‘strategic’ or ‘local’ policy?</b>	Local
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Developer Contributions SPD</li> <li>• Development Management process</li> </ul>

**8.9 Reasoned Justification**

- 8.9.1 It is important that residential development proposals that would increase demands on the Borough’s open spaces either make new provision to meet this demand or contribute towards the expansion or enhancement of existing open spaces in line with the Councils open space standards as set out in Table 8.1.
- 8.9.2 To determine the most appropriate form and amount of open space provision required, the Council will consider the anticipated new population generated by each development proposal alongside the latest evidence concerning the quantity, accessibility, and quality of existing open space in proximity to the proposed development.
- 8.9.3 In some circumstances, it may be acceptable for lower density development with larger garden sizes or sites in areas close to sufficient existing open space to make an appropriate compensating contribution to the extension or enhancement of open space in the vicinity, whether by provision of land, direct funding of equipment or commuted payments. The findings of the Council’s latest open space study and local standards set out in Policy LPC05 (Open Space, Sports and Recreation) will be used when considering existing levels of open space provision and its proximity.
- 8.9.4 The Council has used a threshold of 40 dwellings for on-site public open space contributions for a number of years in line with saved policy GEN6 of the St Helens Unitary Development Plan 1998. This has worked well in practice, and there is no more recent evidence indicating that the threshold should be changed. The threshold of 40 dwellings is also appropriate having regard to the limited number of occupants that smaller developments would have, and the limited size of on-site provision that would be justified to meet their needs.
- 8.9.5 The required layout of any new open space will depend on the nature of the proposed development. However, any areas provided on site should be able to function effectively as open space and be accessible, safe, overlooked and strategically located within the site and, where possible, well integrated into the wider green infrastructure network. In some cases,



the open space(s) provided may need to be designed and laid out in a way that would contribute towards flood risk mitigation and management in accordance with Policy LPC12. The calculation of the amount of open space needed should not include areas such as landscaping, verges, or inaccessible areas such as permanent water storage facilities, for which separate provision will in many cases be needed under Policy LPC12 or other relevant Plan policies.

- 8.9.6 Suitable arrangements must be made to ensure that any new or enlarged open spaces are managed and maintained and remain accessible to the general public. In some circumstances, the Council may be willing to accept a commuted sum (factoring in inflation) and make its own arrangements for management of the open space.
- 8.9.7 The Council intends to set out further guidance on its expectations regarding open space provision (whether on-site or as contributions towards off-site provision) in its proposed Developer Contributions SPD.
- 8.9.8 Where new residential development would result in a deficiency of open space or sports and recreation facilities in the locality or be in a location where a deficiency already exists, it will be expected to include new, expanded or enhanced open space provision in accordance with Policy LPD03 (Open Space and Residential Development). Any requirement for new sports facilities will be additional to this. Further, even where there is considered to be sufficient open space in quantitative terms, larger residential developments may be expected to provide certain types of open space (such as play areas for children and young people and amenity green space) to provide local recreational opportunities and visual relief as part of an attractive and well-designed development.
- 8.9.9 Where identified shortfalls in outdoor sports and recreation provision would be exacerbated by the additional demand generated by housing development, contributions will be sought towards the enhancement of existing facilities or provision of new facilities in the area to address this shortfall, as informed by the Playing Pitch Strategy and Action Plan (or any future update thereof).

**Table 8.1: Open Space Standards**

<b>Open Space Typology</b>	<b>Quantity standard</b> (minimum number of hectares per 1,000 population)	<b>Accessibility Standard</b> (maximum distance between dwelling and nearest open space of this type)	<b>Quality standard</b>
Parks and gardens	0.8	1.2km	To be determined in a SPD
Natural and semi-natural open space	2	1.2km	To be determined in a SPD
Amenity greenspace	1	400m	To be determined in a SPD
Provision for children and young people	0.1	800m	To be determined in a SPD
Allotments	0.1	1.2km	To be determined in a SPD
Outdoor sport	Refer to needs assessment and site-specific recommendations in the Council's latest Playing Pitch Strategy and Action Plan		

## 8.10 Policy LPD04: Householder Developments

### Policy LPD04: Householder Developments

Proposals for the alteration and / or extension of an existing dwelling will be approved where:

1. They would respect and / or enhance the appearance and character of the existing dwelling and any other buildings within the site or the surrounding area in terms of scale, size, design, and facing materials;
2. There would be no significant impact on the living conditions of any occupier(s) of neighbouring properties caused by overlooking, or reduction of daylight / sunlight in habitable rooms or garden areas;
3. They would not have an overbearing or over-dominant effect on the outlook from any habitable room(s) or gardens in any neighbouring dwelling;
4. They would not cause harm to the safety of users of any highway (including drivers, cyclists, or pedestrians) for example due to inadequate provision for off road parking, or lack of visibility; and
5. Any car parking or other features associated with the development would avoid causing harm in respect of visual appearance, character or any of the other factors set out above.

## 8.11 Policy LPD04: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2, SA 4
<b>Strategic Objectives Met</b>	SO 2.1, SO 2.2, SO 2.3, SO 4.1
<b>Is this a 'strategic' or 'local' policy?</b>	Local
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> </ul>

## 8.12 Reasoned Justification

- 8.12.1 Extensions to residential properties allow householders to increase their living space and add value to a property. However, badly designed extensions can have a negative impact on the character and appearance of the property and street scene and can affect the residential amenity enjoyed by neighbours. The St Helens Householder Development SPD (2011) will be updated to incorporate the requirements of Policy LPD04.
- 8.12.2 The Council wishes to significantly raise the standard of design in the Borough to help create sustainable and inclusive communities and improve the quality of people's lives. This approach will apply in all areas

including where the existing environment is of a less high quality than elsewhere.

- 8.12.3 Opportunities to use existing materials and characteristics as part of any new development proposal should be the starting point of any design. Where there is no established character, or the character is poor quality there may be a clear and justifiable need to improve the existing building stock. Proposals that demonstrate high quality design, reflect the requirements of Policy LPD04 and enhance the built environment may be considered acceptable even where they divert from current characteristics.
- 8.12.4 Any proposals brought forward within or immediately adjacent to a Conservation Area or would have an impact on the character or setting of a listed building or other heritage asset will also be considered against the requirements of Policy LPC11. Specific requirements also apply to proposed development in the Green Belt, as set out in Policies LPA01, LPA05 and LPD05 and in relevant national policy.

### 8.13 Policy LPD05: Extension, Alteration, Reuse or Replacement of Buildings in the Green Belt

#### Policy LPD05: Extension, Alteration, Reuse or Replacement of Buildings in the Green Belt

Proposals for the alteration, conversion, extension, or replacement of an existing building in the Green Belt will be allowed subject to the following criteria:

1. The proposal must not have a materially greater impact on the openness or purposes of the Green Belt than the existing building. As a general guideline, proposals should not extend an original building by more than 30% (by volume) either individually or cumulatively with other extension(s). A replacement building should generally be no more than 30% larger (by volume) than the original building it would replace;
2. Garaging, storage or other ancillary structures will not be allowed unless, in conjunction with the remainder of the existing and any other proposed development, they fall within the requirements set out above;
3. The proposal would not result in a need for any additional building(s) that would have a harmful effect on the openness or purposes of the Green Belt;
4. Any existing building to be converted must be permanent and of substantial construction, capable of conversion without the need for major or complete reconstruction. As a guideline if the proposals would result in a need for more than 30% (by volume) of the existing structure to be replaced this is likely to contravene this requirement;
5. The curtilage of the development should relate appropriately to the size and form of the existing building(s) and landscape features, and avoid causing unnecessary further impact on the openness and purposes of the Green Belt; and
6. Vehicular access must be capable of being provided, does not lead to a need for highway improvements or other works that would have a harmful effect on the openness and purposes of Green Belt.

### 8.14 Policy LPD05: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2, SA 4
<b>Strategic Objectives Met</b>	SO 2.1, SO 2.2, SO 2.3, SO 4.1
<b>Is this a 'strategic' or 'local' policy?</b>	Local
<b>Key Delivery Mechanisms</b>	• Development Management process

## 8.15 Reasoned Justification

- 8.15.1 The NPPF requires that extensions to existing buildings must “not result in disproportionate additions over and above the size of the original building”. The threshold of 30% is considered appropriate in achieving a sensible balance in most circumstances. Any departure from this would need to be clearly and robustly justified.
- 8.15.2 In relation to paragraph 1 of Policy LPD05, to calculate the volume of the original, existing or any proposed building(s), external measurements of the building(s) must be used. The calculation of volume must include the roof space, and any extension(s) to the building. It must not include any parts of the building(s) that are or would be below ground level or the volume of any part of them that is or would be enclosed by walls but does not have a roof. Outbuildings are not normally considered part of the original building. “Original building” means a building as it was built or, if it was built before 1 July 1948, as it existed on that date.
- 8.15.3 The NPPF also identifies limited exceptions where the construction of new buildings or other forms of development can be regarded as ‘not inappropriate’ in the Green Belt. These include (subject to specified conditions) the conversion or replacement of existing buildings.
- 8.15.4 There are often opportunities to convert or re-use buildings in rural areas, especially as changes in agricultural practices have rendered some barns and other buildings redundant for their original use. Such re-use or adaptation can help reduce demand for new buildings in the countryside and can help conserve traditional buildings that are a distinctive feature in the rural landscape. However, all such works must satisfy the requirements of Policy LPD05.
- 8.15.5 National policy also allows for replacement buildings in the Green Belt “provided the new building is in the same use and not materially larger than the one it replaces”. The threshold of 30% for assessing “materially larger” buildings is regarded as achieving the appropriate balance between modern building requirements and preserving the openness of the Green Belt in most circumstances. Similarly, any departure from this criterion would need to be clearly and robustly justified.
- 8.15.6 In addition, in designing new layouts careful consideration should be given to any ancillary needs, such as garages and storage facilities as any additional buildings on site may, under the requirements of Policy LPD05, be resisted.

## 8.16 Policy LPD06: Prominent Gateway Corridors

### Policy LPD06: Prominent Gateway Corridors

1. The prominent gateway corridors include the lengths of motorways, 'A' roads, waterways, and railway lines that cross the Borough.
2. Along the prominent gateway corridors, priority will be given as appropriate to the delivery of measures that will improve the visual appearance of the area (with particular priority to any areas that are of poor or mediocre visual quality, prominent road junctions and railway stations). Priority will also be given to delivering any necessary measures to improve access to railway stations.
3. All proposals for new development that would be within or visible from one or more prominent gateway corridor(s) must, as appropriate, having regard to its scale and nature:
  - a) be of high architectural quality, ensuring that the density, design, height, and layout of any building(s) respond positively to the site and its setting; and
  - b) provide appropriate landscaping as an integral part of their design and layout.

## 8.17 Policy LPD06: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2
<b>Strategic Objectives Met</b>	SO 2.1
<b>Is this a 'strategic' or 'local' policy?</b>	Local
<b>Key Delivery Mechanisms</b>	• Development Management process

## 8.18 Reasoned Justification

- 8.18.1 St Helens Borough contains several major regional and national highways and railways, and 10 railway stations that provide businesses, commuters, students, and visitors with direct and frequent access to and from Liverpool, Wigan, Manchester, Preston, Blackpool, Warrington, Chester, and parts of North Wales. It also contains other routes (including a number of 'A' class roads) that provide important links between the strategic routes and the Borough's towns and villages.
- 8.18.2 The prominent gateway corridors include the M6, M62, A58, A570, A580, North Road/City Road, A569 (Peasley Cross Lane section), A571 (between St Helens Town Centre and the A580), and the A49. Although much of the land visible from some of these routes is high quality open countryside or development, some routes and railway stations also pass

through or are located within areas that have become less attractive due to the legacy of the Borough's industrial past.

- 8.18.3 In order to protect, promote and enhance the image and unique local distinctiveness of St Helens Borough for its residents, visitors and for those who are passing through, it is considered important to optimise the visual appearance of these routes and locations. This approach will also promote a sense of welcome into the Borough, celebrate its diligent and enterprising business community and boost economic regeneration and investment by projecting and promoting a strong, positive, and vibrant image for the area.
- 8.18.4 Poor quality new development in these gateway corridors and locations could however hinder efforts to attract investors, new residents, and visitors as well as harm the environment for local residents. New development will therefore be expected to protect or, particularly in areas where the existing development is of poorer quality, enhance their appearance. Innovative new designs will be encouraged where appropriate and opportunities to improve the existing appearance of rundown areas will be sought.



## 8.19 Policy LPD07: Digital Communications

### **Policy LPD07: Digital Communications**

All new housing and employment development should make provision for the latest generation of information and digital communication (ICT) networks to a standard that is compatible with the infrastructure available or is likely to become available in the Plan period, in the area in which the development would be sited.

Proposals for the development of new digital communications infrastructure will be assessed against the following criteria:

1. In the case of proposals for infrastructure to be sited on a new mast, it must be demonstrated that there is no realistic option of siting the infrastructure more suitably (in a manner that is less visually intrusive) on an existing mast, building or other structure;
2. There should be no suitable alternative site(s) available that could more satisfactorily meet the identified need for the proposed development;
3. Building-mounted dishes and apparatus must normally be placed in the least obtrusive position possible, and designed and sited to reduce visual clutter, taking account of the architectural detailing, materials and colour of the host building and its neighbours;
4. Development must not have an unacceptable impact, including cumulative impact, on residential amenity, landscape or townscape character, or wildlife;
5. Any development that could affect the character or setting of a heritage asset must satisfy the requirements of Policy LPC11;
6. Existing landscape features must be utilised and / or an appropriate landscaping scheme be implemented to minimise any impact on the visual amenity, character or appearance of the surrounding area;
7. Apparatus, mountings, and ancillary structures should be coloured in a durable finish to minimise any visual harm that would arise from the proposal; and
8. Underground facilities and ducts should be sited and laid to minimise harm to tree roots or areas of archaeological importance.

The Council will continue to work with its Liverpool City Region partners to improve digital infrastructure within the Borough.

**8.20 Policy LPD07:  
Strategic Aims, Objectives and Key Delivery Mechanisms**

<b>Strategic Aims Met</b>	SA 7
<b>Strategic Objectives Met</b>	SO 7.1
<b>Is this a ‘strategic’ or ‘local’ policy?</b>	Local
<b>Key Delivery Mechanisms</b>	• Development Management process

**8.21 Reasoned Justification**

8.21.1 There has been a huge expansion in telecommunications and computing in recent years. Mobile communications are now an integral part of everyday modern life and are essential to a successful economic future. With the emergence of new innovations such as fourth and fifth generation networks and the expansion of internet capable devices, there is likely to be a very large increase in demand for bandwidth, whether this is supplied via copper or fibre optic cables, Wi-Fi, or mobile networks.

National guidance and legislation

- 8.21.2 The Government is investing heavily in the UK’s digital future through its *"Digital Strategy"*. A key component of the strategy is to ensure that reliable mobile telephone coverage is provided to 95% of the United Kingdom by 2022, and that mainline rail routes, major roads, and connectivity ‘hotspots’ are all ready for the next generation of mobile and digital communication.
- 8.21.3 The Government has already put significant planning reforms for digital technology in place, with further reforms to help industry deliver 5G and support improved indoor coverage currently under review, together with the introduction of a new broadband Universal Service Obligation by 2020. New permitted development rights and the reform of the Electronic Communications Code, through the Digital Economy Act (2017), will make the roll-out of communications infrastructure substantially easier and cheaper for the industry to install.
- 8.21.4 Revised building regulations that came into force on 1 January 2017 will guarantee that all new buildings and renovations will include in-building physical infrastructure to support connections to superfast broadband. The Government has brokered an agreement between Openreach and the Home Builders Federation to offer access to full fibre broadband for all new developments, free of charge for developments of over 30 dwellings registered from November 2016, or as part of a co-funded initiative.
- 8.21.5 Following consultation on its White Paper *"Fixing our broken housing market"*, the Government also intends to support improved broadband and mobile connectivity by requiring local authorities to have planning policies in place, setting out how high quality digital infrastructure will be delivered in their area.

### Liverpool City Region priorities

- 8.21.6 One of the main priorities of the Liverpool City Region Combined Authority (LCRCA) is to improve digital infrastructure within the Liverpool City Region, to create excellent digital connectivity to help improve the quality of life for residents and attract and retain investors, skilled workers and visitors who will contribute to economic growth.
- 8.21.7 Despite growth in the existing digitally-driven sectors, digital connectivity is still poorer in the Liverpool City Region than in some other parts of the United Kingdom. Therefore, the LCRCA aims to embed both digital and green technologies into the region's transport and built environment, in order to provide comprehensive coverage of ultra-fast broadband infrastructure and ensure digital connectivity is part of future strategic planning and built into transport systems. This will be achieved for example, through the use of smart ticketing and by exploring the use of free public WiFi networks to contribute to a vibrant visitor economy.

### Developer Requirements

- 8.21.8 The Plan cannot predict the future of fast moving technology. However, it is important that the planning process proactively supports ICT networks to maximise their economic and social benefits whilst minimising any adverse effects. With this in mind, telecommunications infrastructure should be sensitively sited and designed having regard to the criteria in Policy LPD07.
- 8.21.9 Developers of new housing and employment facilities may also (subject to the requirements of Policy LPA07 'Infrastructure Delivery and Funding') be required to make appropriate provision to enable their development to have access to the highest available broadband speed. The Council is seeking to ensure that all new housing has fibre optic availability. Therefore, developers of new homes should contact the appropriate digital communications provider at an early stage of the planning process to plan and correctly match network connection points to serve the new development.
- 8.21.10 Developers are also encouraged to use 'Dig Once' principles, in which they install fibre duct in the ground during the initial construction of a development (even where there is no immediate use for the duct) so that cabling can be installed at a later date with reduced cost and disruption.
- 8.21.11 The St Helens Telecommunications SPD (2008) will be updated as necessary to incorporate new forms of technology and policy requirements both nationally and locally to ensure requirements for the design and layout of new housing and employment meet the required standards.

## 8.22 Policy LPD08: Advertisements

### Policy LPD08: Advertisements

Proposals for advertisement display will be granted consent provided they would have an acceptable impact upon amenity or public safety.

#### Amenity

1. Advertisements should respect the scale of and be sympathetic to their surroundings and not dominate any building(s), the street scene or any nearby open and / or publicly accessible area(s).
2. Advertisements should respect the design and appearance of any building(s) on which they would be displayed.
3. Advertisements displayed on or within the setting of a Listed Building must be of particularly high quality, respecting the size, materials, proportions and detailing of the building concerned. Advertisements that could affect the character or appearance of a Conservation Area must respect the predominant building styles and design that lend the area its special character.
4. Consideration will be given to the size, location, and means of any illumination of any proposed advertisement and whether the proposal would lead to there being a proliferation of advertisements creating clutter in the area.

#### Public Safety

5. The location, siting, illumination, design and scale of any proposed advertisement must not compromise the safety of pedestrians, drivers or other users of the public highway, for example by hindering their movement, obscuring visibility or by causing a distraction.

## 8.23 Policy LPD08: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2
<b>Strategic Objectives Met</b>	SO 2.1
<b>Is this a 'strategic' or 'local' policy?</b>	Local
<b>Key Delivery Mechanisms</b>	• Development Management process

## 8.24 Reasoned Justification

- 8.24.1 Advertisements can play an important role in supporting the economy and form a necessary part of the urban landscape, in some cases giving buildings or areas of land a clear identity and helping to direct vehicular and pedestrian traffic to their intended destination. However, they can

also greatly influence the appearance and character of an area. If advertisements are inappropriately sited or designed, or if there is a proliferation of them, this can lead to a dominating and cluttered street scene resulting in an undesirable environment.

- 8.24.2 In terms of public safety, consideration will be given to whether the advertisement itself, or the location proposed for its display, is likely to be so distracting, or so confusing, that it creates a hazard to, or endangers, people in the vicinity. Advertisements should not block or otherwise interfere with visibility splays of pedestrians and / or other road users, create glare or dazzle, or obscure or hinder the interpretation of road signs. In the case of illuminated signs, conditions will normally be imposed to ensure their brightness does not cause a traffic safety hazard or loss of amenity for neighbouring residents.
- 8.24.3 Not all advertisements require advertisement consent; national guidance on this point can be found in the booklet “Outdoor advertisements and signs: a guide for advertisers” at:  
<https://www.gov.uk/government/publications/outdoor-advertisements-and-signs-a-guide-for-advertisers>

**8.25 Policy LPD09: Air Quality**

**Policy LPD09: Air Quality**

1. Development proposals must demonstrate that they will not:
  - a) impede the achievement of any objective(s) or measure(s) set out in an Air Quality Management Area (AQMA) Action Plan; or
  - b) introduce a significant new source of any air pollutant, or new development whose users or occupiers would be particularly susceptible to air pollution, within an AQMA; or
  - c) lead to a significant deterioration in local air quality resulting in unacceptable effects on human health, local amenity, or the natural environment, that would require a new AQMA to be created; or
  - d) having regard to established local and national standards, lead to an unacceptable decline in air quality in any area.
2. Major development schemes should demonstrably promote a shift to the use of sustainable modes of transport to minimise the impact of vehicle emissions on air quality.
3. New development that would result in increased traffic flows on the M62 past Manchester Mosses Special Area of Conservation (SAC) of more than 1000 vehicles per day or 200 Heavy Goods Vehicles (HGVs) per day must be accompanied by evidence identifying whether the resultant impacts on air quality would cause a significant effect on ecological interests within the SAC. Where such effects are identified they would need to be considered in accordance with Policy LPC06.

**8.26 Policy LPD09: Strategic Aims, Objectives and Key Delivery Mechanisms**

<b>Strategic Aims Met</b>	SA 2, SA 6
<b>Strategic Objectives Met</b>	SO 2.3, SO 6.2
<b>Is this a ‘strategic’ or ‘local’ policy?</b>	Local
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Air Quality Management Area Action Plans</li> <li>• Development Management process</li> </ul>

**8.27 Reasoned Justification**

8.27.1 Air pollution is associated with a number of adverse health impacts. It is recognised as a contributing factor, for example, in the onset of heart disease and cancer and particularly affects vulnerable groups such as

children and older people, and those with heart and lung conditions. Mortality rates in St Helens Borough for cardiovascular and respiratory diseases are significantly higher than the national average.

- 8.27.2 There is a strong correlation with equalities issues, as many of the less affluent areas have poor air quality. Air quality can also affect biodiversity and thereby impact on legal obligations under the Conservation of Habitats and Species Regulations 2017.
- 8.27.3 Part IV of the Environment Act 1995 requires local authorities to regularly monitor levels of seven key pollutants against national standards set by the Air Quality (England) Regulations 2000 (as amended). St Helens Borough Council complies fully with these duties and works closely with other local authorities to protect air quality. The Council must designate an Air Quality Management Area (AQMA) where air pollution exceeds or is likely to exceed an air quality objective.
- 8.27.4 Currently there are four AQMAs, where levels of nitrogen dioxide have been found to exceed those set by the Government, within St Helens Borough as follows:
- M6 AQMA includes a strip of land either side of the M6 motorway;
  - High Street AQMA includes part of the A49 in Newton-le-Willows between its junctions with Ashton Road and Church Street;
  - Borough Road AQMA includes Borough Road, St Helens between its junctions with Westfield Street and Prescott Road; and
  - Linkway Reflection Court, located off Linkway West, St Helens.
- 8.27.5 Further guidance and links to the AQMAs maps can be found on the Council's website at: <https://www.sthelens.gov.uk/business/environmental-health/environmental-protection/air-quality/>
- 8.27.6 Action to protect and improve air quality will be undertaken by requiring all planning applications to be accompanied by suitable mitigation measures where necessary. These may include for example, requiring proposals that would generate additional traffic to include new Electric Vehicle Charging Points. All proposals for new development that could give rise to significant amounts of traffic must include information on any increase in pollution that would arise as a result of the proposals and identify mitigation measures to address such increases. In doing so, this Policy will support the Council's Climate Change Emergency declaration.
- 8.27.7 The Manchester Mosses Special Area of Conservation (SAC) has been identified as being at risk of harm from increased air pollution caused by traffic. For this reason, all proposals for development that would cause an increase in traffic levels that would exceed one or both of the thresholds in paragraph 3 of Policy LPD09 must be accompanied by sufficient evidence to enable the effects upon the SAC to be assessed. Under part 1 of Policy LPC06, smaller development proposals would also need to be accompanied by such evidence if they are likely to have a significant effect alone or in combination with other projects on the SAC. For this purpose,

'smaller developments' is defined as meeting the threshold for requiring a transport assessment. This is currently set out in St Helens Borough Council's 'Guidance Notes for the Submission of Transport Assessments' (March 2016). However, the threshold is guidance only, and the circumstances of individual proposals will have an influence, for example, there may be site specific issues or traffic sensitive locations that require assessment, but do not fall within the threshold indicated. This will be determined on a site by site basis. Any significant effects would need to be addressed in line with Policy LPC06.

8.27.8 The precise details of the measures required in response to paragraph 3) of Policy LPD09 will depend on the details of the development itself. However, effective measures available (depending on the type of development) may include:

1. Electric vehicle charging points at parking spaces;
2. Provision of a communal minibus (particularly if electric), and car club space;
3. Cycle parking and shower facilities for staff;
4. On-site services (e.g. GP surgeries and shops) to reduce need for off-site movements;
5. Personalised Journey Planning services for residents. If employment premises the company could provide incentives for car-sharing and minimising car journeys for work;
6. Production of sustainable travel information for residents e.g. accurate and easily understandable bus timetables;
7. Implementation of a Staff Management Plan to place restrictions on car use by staff; and
8. For vehicles generating HGV movements, restrictions to keep movements below 200 Heavy Duty Vehicles per day, or a commitment to ensuring all HGVs used will be Euro6 compliant.



## 8.28 Policy LPD10: Food and drink

### **Policy LPD10: Food and Drink**

1. Proposals for food and drink uses (including restaurants, cafes, drinking establishments and the sale of hot food for consumption off the premises) which consist of new built development or those that are not classed as permitted development for Change of Use under use Class E or are Sui Generis will only be permitted where all of the following criteria are met:
  - a) they would not cause significant harm to local amenity, public health, highway safety or community safety;
  - b) they would not cause significant harm to the character of the area or the vitality and viability of any town, district, local centre, or shopping parade; and
  - c) any external ventilation or extractor system and / or waste storage connected with the proposed use would not:
    - i) significantly harm the external appearance of the building or the street scene, or
    - ii) harm the residential amenity of any neighbouring property through noise or odours.
2. In considering the criteria set out in paragraphs 1 of this Policy the Council will also take into account any cumulative impacts that the proposal may have in combination with any other existing or permitted food and drink uses nearby.
3. Planning permission for a hot food takeaway will only be granted if it would be located:
  - a) within the defined Town Centre of St Helens or Earlestown; or
  - b) if located outside the Town Centre of St Helens or Earlestown, be outside a 400m exclusion zone measured from the boundary of any primary or secondary school or sixth form college.
4. For the purposes of paragraph 3 of this Policy, the 400m exclusion zones are defined in the St Helens Hot Food Takeaway Supplementary Planning Document 2011 and / or any future Supplementary Planning Document that may supersede this. Where an exclusion zone has a boundary that cuts wholly or partly through the building that is subject to the application or its curtilage, the whole building and its curtilage shall be considered to be within the exclusion zone.

## 8.29 Policy LPD10: Strategic Aims, Objectives and Key Delivery Mechanisms

<b>Strategic Aims Met</b>	SA 2, SA 6
<b>Strategic Objectives Met</b>	SO 2.2, SO 6.1
<b>Is this a 'strategic' or 'local' policy?</b>	Local
<b>Key Delivery Mechanisms</b>	<ul style="list-style-type: none"> <li>• Development Management process</li> <li>• Hot Food Takeaway SPD</li> </ul>

## 8.30 Reasoned justification

- 8.30.1 National planning policy requires the Council to promote the achievement of healthy, inclusive, and safe communities. It also encourages the creation and retention of vibrant town, district, and local centres. These objectives can be met by promoting active street frontages (with open shop window displays), the creation of safe environments and by encouraging access to healthier food.
- 8.30.2 The Government introduced a new Use Class E on 1st September 2020, which now groups Restaurants and Cafes within Use Class E. Therefore, proposals to change within the same use class do not require Planning Permission. Paragraphs 1 and 2 of Policy LPD10 only apply to restaurant and café applications where a new unit is proposed or where the existing use class E cannot be demonstrated. Proposals for drinking establishments and hot food takeaways are now Sui Generis and remain unaffected. Paragraphs 3 and 4 of the Policy relate solely to proposals for hot food takeaways.
- 8.30.3 Premises selling food and drink can contribute to the mix of uses in an area and provide a popular service and source of jobs for local people. However, they can also come to dominate the local retail food offer, displace other shops and food options, restrict choice and access to healthy, fresh food, and impact on the living conditions of nearby residents. It is therefore important that such uses are appropriately controlled.
- 8.30.4 Within town centres and other shopping areas, it is important that groupings of food and drink uses do not detract from the centre's primary retail function or result in a loss of shops to the detriment of local residents. Clustering of hot food takeaways can lead to dead frontages during daytime hours leading to an adverse impact on the vitality and viability of existing designated shopping centres. To ensure that shopping areas are diverse and balanced, especially in designated centres, applications for food and drink uses will therefore be assessed for their cumulative impact.
- 8.30.5 Planning conditions will also be used, where appropriate, to mitigate any potential harmful effects of proposals, including the restriction of permitted development rights, installation of ventilation or extraction systems, the incorporation of sound insulation and / or the control of opening hours.

- 8.30.6 The Council's 'Hot Food Takeaways' SPD (adopted in 2011) sets out further details to guide the location and design of hot food takeaways and also addresses their health impacts. In this regard, the SPD identifies that obesity is an important health issue that, if developed during childhood and adolescence, can lead to associated health issues during adulthood. It also establishes a link between the occurrence of hot food takeaways providing a source of cheap, energy-dense, and nutrient-poor foods and health issues in the local area.
- 8.30.7 To promote healthy eating habits and reduce the rate of childhood obesity, Policy LPD10 therefore restricts the areas within which new hot food takeaways may be allowed by setting 400 metre exclusion zones around primary and secondary schools and colleges. The Council will continue this approach alongside other initiatives to promote healthy eating habits and physical activity. The Policy will apply irrespective of whether the affected schools or colleges are run by the Local Education Authority.
- 8.30.8 The Council will update the Hot Food Takeaways SPD (2011) to set out more detail about how Policy LPD10 will be implemented. In the meantime, the 2011 document will continue to be applied.

## **Appendix 1: Glossary**

TERM	DEFINITION
<b>Accessibility</b>	The ease with which people can have access to key services at a reasonable cost and in a reasonable time, including by sustainable modes of transport.
<b>Active Street Frontages</b>	The parts of a building that face the public realm and are occupied by uses that ensure a high level of activity (e.g., shops, cafes).
<b>Affordable Housing: a) Affordable Housing for Rent</b>	Meets all the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).
<b>Affordable Housing: b) Starter Homes</b>	As specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections: the definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.
<b>Affordable Housing: c) Discounted Market Sales Housing</b>	That sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.
<b>Affordable Housing: d) Other affordable routes to home ownership</b>	Housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low-cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision or refunded to Government or the relevant authority specified in the funding agreement.

TERM	DEFINITION
<b>Aggregates</b>	Granular or particulate material that is suitable for use in construction as concrete, mortar, roadstone, asphalt or drainage courses, or for use as constructional fill or railway ballast.
<b>Agricultural Land Classification</b>	A system which classifies Agricultural Land into five categories according to versatility and suitability for growing crops.
<b>Air Quality Management Areas</b>	Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.
<b>Allocation</b>	The designation of land within a development plan for a particular use such as residential development.
<b>Amenity</b>	Pleasantness of place, quality of life (of an area).
<b>Ancient or Veteran Tree</b>	A tree which, because of its age, size and condition, is of exceptional biodiversity, cultural or heritage value. All ancient trees are veteran trees. Not all veteran trees are old enough to be ancient but are old relative to other trees of the same species. Very few trees of any species reach ancient life-stage.
<b>Ancient Woodland</b>	An area that has been wooded continuously since at least 1600 AD. It includes ancient semi-natural woodland and plantations on ancient woodland sites (PAWS).
<b>Area Action Plan (AAP)</b>	In St Helens, the Bold Forest Park Area Action Plan is a Local Plan that is part of the Development Plan for St Helens. Area Action Plans have a geographic or spatial dimension and generally focus upon implementation. They provide an important mechanism for ensuring development of an appropriate scale, mix and quality for key areas of opportunity, change or conservation.
<b>Authority's Monitoring Report (AMR)</b>	A report which is normally prepared annually which sets out the progress in terms of producing Local Plans against the timetable set out in the LDS, the progress in implementing policies and sets out any necessary revision to the LDS.
<b>Best and most versatile agricultural land</b>	Land in grades 1, 2 and 3a of the Agricultural Land Classification system.
<b>Biodiversity</b>	The whole variety of life encompassing all genetic, species and ecosystem variations.

TERM	DEFINITION
<b>Biodiversity Action Plan (BAP)</b>	A Biodiversity Action Plan is a strategy prepared for a local area aimed at conserving and enhancing biological diversity.
<b>Broadband</b>	A high-capacity transmission technique using a wide range of frequencies, which enables a large number of messages to be communicated simultaneously.
<b>Brownfield</b>	See "Previously Developed Land".
<b>Brownfield Land Registers</b>	Registers of previously developed land that local planning authorities consider to be appropriate for residential development, having regard to criteria in the Town and Country Planning (Brownfield Land Registers) Regulations 2017. Local planning authorities will be able to trigger a grant of permission in principle for residential development on suitable sites in their registers where they follow the required procedures.
<b>Build to Rent</b>	Purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses but should be on the same site and/or be contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more and will typically be professionally managed stock in single ownership and management control.
<b>Certificates of Lawfulness of Existing Use or Development (CLEUD)</b>	A legal document (not a planning permission) issued by the Local Planning Authority that is generally used to regularise unauthorised development and prevent enforcement action being taken by that Authority against any breach of planning control. A certificate establishes that an existing use, operation or activity named in it is lawful and as such cannot be enforced upon.
<b>Certificates of Lawfulness of Proposed Use or Development (CLOPUD)</b>	A legal document that can confirm that a proposed use is lawful or any operations that are proposed would be lawful if undertaken without prior consent.
<b>City Growth Strategy</b>	Private sector led economic strategy for St Helens. Strategy aimed at winning larger market share, even at the expense of short-term earnings.
<b>Clinical Commissioning Group (CCG)</b>	<p>These commission most of the hospital and community NHS services in the local areas for which they are responsible.</p> <p>Commissioning involves deciding what services are needed for diverse local populations and ensuring that they are provided.</p>

TERM	DEFINITION
<b>Coal Authority Development 'High Risk' Area</b>	The coalfield is divided into 2 areas, referred to as Development High Risk Area and Development Low Risk Area:  The High-Risk Area (15% of the coalfield area) is where coal mining risks are present at shallow depth which is likely to affect new development. If your site is in a Development High Risk Area you will need to submit a Coal Mining Risk Assessment to your Local Planning Authority, to support your planning application.
<b>Coal Mining Risk Assessment</b>	The aim of a Coal Mining Risk Assessment is to identify site specific coal mining risks and set out the proposed mitigation strategy to show that the site can be made safe and stable for the development being proposed.
<b>Combined Authority (CA)</b>	A legal body set up using national legislation that enables a group of two or more councils to collaborate and take collective decisions across council boundaries.
<b>Community Forest</b>	An area identified through the England Community Forest Programme to revitalise countryside and green space in and around major conurbations. The Mersey Forest, which St Helens is a part of, is a community forest.
<b>Community Infrastructure Levy (CIL)</b>	The Community Infrastructure Levy (the 'levy') is a tool that local authorities in England and Wales can use to help deliver infrastructure to support the development of the area. It can allow funds to be raised from owners or developers of land who are undertaking new building projects in the area.
<b>Community Safety Partnership (CSP)</b>	(CSPs) are made up of representatives from the police, local authorities, fire and rescue authorities, health and probation services (the 'responsible authorities'). The responsible authorities work together to protect their local communities from crime and to help people feel safe.
<b>Comparison Goods (Retail)</b>	Comparison retailing is the provision of items not obtained on a frequent basis. These include clothing, footwear, household and recreational goods.
<b>Compulsory Purchase order (CPO)</b>	Legal procedure of compulsorily acquiring land or buildings through Planning or Housing Acts.
<b>Conservation (for heritage policy)</b>	The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.



TERM	DEFINITION
<b>Conservation Area</b>	Areas of special architectural or historic interest, designated under S69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
<b>Construction Demolition &amp; Excavation Waste (CD&amp;E)</b>	Controlled waste arising from the construction, repair, maintenance and demolition of buildings and structures.
<b>Contaminated Land</b>	Land where the actual or suspected presence of substances, in, on or under the land may cause risk to people, property, human activities or the environment regardless of whether or not the land meets the definition of contaminated land in Part IIA of the Environmental Protection Act 1990.
<b>Convenience Goods (Retail)</b>	Convenience retailing is the provision of everyday items including food, drinks, newspapers / magazines and confectionery.
<b>Core Strategy</b>	A core strategy is a type of development plan document that was prepared under the Planning and Compulsory Purchase Act 2004, and which sets out the vision, spatial strategy and core policies for the spatial development of the Borough. All other development plan documents must be in conformity with it. The St Helens Core Strategy was adopted in 2012 and will be replaced by the new Local Plan when adopted.
<b>COVID-19</b>	The Coronavirus disease (COVID19) is an infectious disease caused by a newly discovered coronavirus. The disease became a global pandemic and led to a complete lockdown for many countries in 2020. The outbreak of COVID-19 had a significant impact on businesses, leading to the onset of a recession and affecting the economic and social lives of the entire nation.
<b>Critical Drainage Areas</b>	An area which is within Flood Zone 1, but which has critical drainage problems, and which has been notified to the Council by the Environment Agency for the purposes of Schedule 4 of the Town and Country Planning (Development Management Procedure) (England) Order 2015. This legislation defines circumstances in which the Council must consult the Environment Agency before determining a planning application.
<b>Culverts</b>	A covered channel or pipe designed to prevent the obstruction of a watercourse or drainage path by an artificial construction.
<b>Curtilage</b>	A legal term describing the enclosed area of land around a building.

TERM	DEFINITION
<b>Decentralised Energy</b>	Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.
<b>Deliverable</b>	<p>To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:</p> <p>a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within 5 years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).</p> <p>b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within 5 years.</p>
<b>Density</b>	Density (of new housing development) is a measurement of the numbers of new dwellings per hectare.
<b>Designated Heritage Asset</b>	A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
<b>Developable</b>	To be considered developable, sites should be in a suitable location for housing development with a reasonable prospect that they will be available and could be viably developed at the point envisaged.
<b>Development</b>	Defined in Section 55 of the Town and Country Planning Act 1990 as: "The carrying out of building, engineering, mining or other operations, in, on, over or under land, or the making of any material change in the use of any buildings or other land".

TERM	DEFINITION
<b>Development Plan</b>	The Development Plan is the statutory land-use plan for a given area, and acts as a framework for development and land use planning decisions. It is defined in Section 38 of the Planning and Compulsory Purchase Act 2004, and includes adopted local plans, neighbourhood plans that have been made and published spatial development strategies, together with any regional strategy policies that remain in force. Neighbourhood plans that have been approved at referendum are also part of the development plan, unless the local planning authority decides that the neighbourhood plan should not be made.
<b>Development Plan Document (DPD)</b>	A term brought in by the Planning and Compulsory Purchase Act 2004. These documents set out spatial planning policies and proposals for an area or topic. They are subject to an independent examination run by a Planning Inspector. Once adopted, following an inquiry, these documents will have statutory status as defined by Section 38 (6) of the Planning and Compulsory Purchase Act 2004. DPDs form part of the statutory development plan.
<b>Digital Economy Act</b>	The Digital Economy Act 2017 contains a range of powers which seek to: <ul style="list-style-type: none"> <li>• empower consumers and provide better connectivity;</li> <li>• build a better infrastructure;</li> <li>• enable better public services using digital technologies; and</li> <li>• protect citizens from spam email and nuisance calls, and protect children from online pornography.</li> </ul>
<b>Digital Strategy</b>	This national strategy sets out a range of measures to help develop a world-leading digital economy.
<b>District Centres</b>	District Centres will usually comprise groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library.
<b>Dwelling</b>	A single self-contained household space (an unshared dwelling) or two or more household spaces at the same address that are not self-contained but combine to form a shared dwelling that is self-contained. A household space is the accommodation that a household occupies, and self-containment means that all rooms, including the kitchen, bathroom and toilet are behind a door (but not necessarily a single door) only that household can use. In most cases, a single household space will be an unshared dwelling.

TERM	DEFINITION
<b>Ecological Framework</b>	A strategy that aims to reduce habitat fragmentation and species isolation. It includes a map-based element, which identifies core biodiversity assets, the connectivity between them and potential opportunities for habitat expansion and creation.
<b>Ecological Networks</b>	These link sites of biodiversity importance.
<b>Edge of Centre</b>	For retail purposes, a location that is well connected to, and up to 300 metres from, the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.
<b>Electronic Communications Code</b>	The Electronic Communications Code is set out in Schedule 3a to the Communications Act and is designed to facilitate the installation and maintenance of electronic communications networks. The Code only has effect in the case of a person to whom it is applied by a direction given by Ofcom (or, in the case of the Secretary of State or any Northern Ireland department, where the Secretary of State or that department is providing or proposing to provide an electronic communications network). The Grant of Code powers is intended to assist persons who provide an electronic communications network and/or system of infrastructure.
<b>Employment Uses</b>	<p>The Town and Country Planning (Use Classes) Order 1987 (as amended) puts uses of land and buildings into various categories known as 'Use Classes'. This Order is periodically amended.</p> <p>Employment uses fall under Class B2 (general industrial), and B8 (storage and distribution) use class. Light industrial, offices and research and development uses (formerly use classes B1a, b and c) are now part of the relatively recently created Class E.</p>
<b>English Cities Fund (ECF)</b>	The English Cities Fund (ECF) is a joint venture development company, set up by three partners – Homes England, Legal & General and Muse Developments. ECF was originally established by the Labour Government in 2001 to drive greater institutional and private investment in English towns and cities. The ECF work with councils, landowners and communities to regenerate areas, typically where there has been market failure in the past.

TERM	DEFINITION
<b>Environmental Impact Assessment (EIA)</b>	The term 'environmental impact assessment' (EIA) describes a procedure that must be followed for certain types of project before they can be given 'development consent'. The procedure is a means of drawing together, in a systematic way, an assessment of a project's likely significant environmental effects.
<b>European Landscape Convention (ELC)</b>	The ELC is the first international treaty dedicated to the protection, management and planning of all landscapes in Europe. Signed by the UK government in 2006 and introduced in March 2007, the ELC provides a people-centred and forward-looking way to reconcile management of the environment with the social and economic challenges of the future and aims to help people reconnect with place.
<b>European Sites (Natura 2000)</b>	Natura 2000 is the European Union-wide network of nature conservation sites established under the Council Directive on the conservation of natural habitats and of wild fauna and flora (92/43/EEC) - The EC Habitats Directive. This includes candidate Special Areas of Conservation, Sites of Community Importance, Special Areas of Conservation and Special Protection Areas, and is defined in regulation 8 of the Conservation of Habitats and Species Regulations 2010.
<b>Flood Risk Assessment</b>	A Flood Risk Assessment considers the risk of flooding to a proposed development over its expected lifetime and its possible effects on flood risks elsewhere in terms of flood flows, flood storage capacity and run-off implications.
<b>Flood Zone 1</b>	The annual probability of flooding is lower than 0.1%. Technical Guidance to the National Planning Policy Framework imposes no constraints upon development here.
<b>Flood Zone 2</b>	Flood Zone 2 is defined as 'Medium Probability' with an annual probability of flooding between 0.1 and 1.0% for fluvial and 0.1 and 0.5% for tidal and coastal flooding. The Technical Guidance to the NPPF recommends that Flood Zone 2 is suitable for most development with the exception of Highly Vulnerable uses (unless the Exception Test is passed), as defined within Table 2 of the Technical Guidance.

TERM	DEFINITION
<b>Flood Zone 3</b>	Flood Zone 3 is defined as ‘High Probability’ with an annual probability of flooding of 1.0% or greater for fluvial and 0.5% or greater for tidal or coastal. The Technical Guidance to the NPPF recommends that appropriate development is based upon a further classification of Flood Zone 3 into: 3a High Probability; and 3b Functional Floodplain. Greater constraints are placed upon development within Flood Zone 3 compared to any other Flood Zone; refer to Table 2 of the Technical Guidance for details.
<b>Frontage</b>	The part of a building that faces onto the public realm.
<b>Functional Economic Market Area (FEMA)</b>	The principle of Functional Economic Market Areas (FEMAs) is of longstanding relevance for spatial and economic planning. Economic development needs should be assessed in relation to relevant FEMAs - that is, the spatial level at which local economies and markets actually operate (in most cases extending beyond administrative boundaries). In that sense, it is analogous to the role of Housing Market Areas (HMAs) in assessing housing need.
<b>Functionally Linked Land (FLL)</b>	Land outside an internationally designated habitat site which is essential for the maintenance of the structure and function of the interest features for which the site is designated.
<b>Geodiversity</b>	The range of rocks, minerals, fossils, soils and landforms.
<b>Green Belt</b>	Areas of land where development is particularly tightly controlled. Prior to the Local Plan 2020-2037, the 1998 Unitary Development Plan set out the Green Belt in St Helens, and before the UDP, the Merseyside Green Belt Local Plan (1982). The purposes of Green Belts are to check the unrestricted sprawl of large built-up areas; to prevent neighbouring towns from merging; to safeguard the countryside from encroachment; to preserve the setting and special character of historical towns; and to aid urban regeneration by encouraging the recycling of derelict and other urban land.
<b>Green Infrastructure</b>	A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities. It is a network of open spaces, waterways, gardens, woodlands, green corridors, and street trees that brings many social, economic and environmental benefits to local people and communities. Some examples of these are parks, street trees, gardens, grassland, rivers and ponds.

TERM	DEFINITION
<b>Greenfield</b>	Land that has not been previously developed i.e., not "Brownfield - previously developed land".
<b>Greenway</b>	Undeveloped land near an urban area, set aside for recreational use or environmental protection.
<b>Groundwater</b>	Refers to all sub-surface water as distinct from surface water. Generally, groundwater is considered to be that water which is below the surface of saturation and contained within porous soil or rock stratum (aquifer).
<b>Habitat</b>	The area or environment where an organism or ecological community usually lives
<b>Habitats Regulations</b>	Provides legal protection for habitats and species of European importance.
<b>Habitats Regulations Assessment (HRA)</b>	HRA assesses the likely impacts of the possible effects of a plan's policies on the integrity of the Natura 2000 sites (including possible effects 'in combination' with other plans projects and programmes).
<b>Heritage Asset</b>	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).
<b>Historic Environment</b>	All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.
<b>Historic Environment Records (HERs)</b>	HERs are a primary source of information for planning, development-control work, and land management. They can provide information on a wide variety of buildings and sites.
<b>Home Builders Federation (HBF)</b>	The representative body of the home building industry in England and Wales.
<b>Housing Delivery Test</b>	Measures net additional dwellings provided in a local authority area against the homes required, using national statistics and local authority data. The Secretary of State publishes the Housing Delivery Test results for each local authority in England every November.
<b>Housing Land Supply</b>	The supply of land for new housing development.
<b>Hydraulic Fracturing (Fracking)</b>	Hydraulic fracturing, also known as fracking, is a technique which can be used to extract gas from shale rock.

TERM	DEFINITION
<b>Hydrocarbon</b>	A compound of hydrogen and carbon, such as any of those which are the chief components of petroleum and natural gas.
<b>Index of Multiple Deprivation</b>	The Index of Multiple Deprivation (IMD) is a measure of multiple deprivations at the small area level.
<b>Inert</b>	A material that will not react chemically to others. In the context of waste, it is materials such as hard-core, sand and clay.
<b>Informal Recreation</b>	Recreation not requiring the provision of formal facilities, e.g., walking.
<b>Intermediate Housing</b>	Intermediate housing includes homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low-cost homes for sale and intermediate rent, but not affordable rented housing.
<b>Key Diagram</b>	An illustrative map which brings together the main components of the spatial strategy of the Local Plan, emphasising the broad locations for development identified on the Policies Map.
<b>Key Route Network (KRN)</b>	An integrated programme of investment in the strategic highway routes that contribute to growth in the Liverpool City Region (LCR). The KRN is integral to the success of the LCR Growth Strategy. The KRN investment programme is designed to support the economic growth of the LCR and maximize the benefits for our residents, visitors and businesses.
<b>Landfill</b>	Site for the disposal of waste into or onto land, as defined by the Landfill (England and Wales) Regulations 2002 (as amended). Landfill sites can range from a few hectares (ha) to more than 100ha and can receive inert, non-inert and/or hazardous waste. Typical after uses include agriculture, public open space and nature conservation.
<b>Landscape Character</b>	The distinct and recognisable pattern of elements that occurs consistently in a particular type of landscape, and how this is perceived by people. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement. It creates the particular sense of place of different areas of the landscape.
<b>Landscape Character Assessments</b>	An approach to assessing and recording those features and characteristics that constitutes a particular landscape as a basis for informed planning and policy decisions that respect and enhance that character and a local sense of place.



TERM	DEFINITION
<b>Lead Local Flood Authority (LLFA)</b>	Are responsible for developing, maintaining and applying a strategy for local flood risk management in their areas and for maintaining a register of flood risk assets.
<b>Listed Buildings</b>	Buildings and structures, which have been identified by the Secretary of State for Culture, Media and Sport, as being of special architectural or historic interest and whose protection and maintenance, are the subject of special legislation. Their curtilage and setting are also protected. Listed Building Consent is required before any works are carried out on a Listed Building. They are graded I, II* and II.
<b>Liverpool City Region (LCR)</b>	An area including the 6 local authority areas of Halton, Knowsley, Liverpool, Sefton, St Helens & Wirral.
<b>Liverpool SuperPort</b>	SuperPort is an integrated cluster of logistics assets and expertise that will deliver faster, greener global market access for business to and from the northern UK and Ireland via an enlarged post-Panamax container port.
<b>Local Aggregate Assessment</b>	An annual assessment of the demand for and supply of aggregates in a mineral planning authority's area.
<b>Local Centres</b>	Local Centres include a range of small shops of a local nature, serving a small catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and launderette. In rural areas, large villages may perform the role of a local centre.
<b>Local Development Scheme (LDS)</b>	A 3-year programme that sets out the details, timescales and the arrangements for production of each proposed development plan document within a local authority area.
<b>Local Distinctiveness</b>	The positive features of a place and its communities that contribute to its special character and sense of place. It includes the form of a place, the way it is used, buildings – density and mix, height and massing, urban structure, grain, landscape and building traditions.
<b>Local Geology Sites</b>	Local Geological Sites (formerly known as Regionally Important Geological Sites – or RIGS) are non-statutory sites that have been identified by local geoconservation groups as being of importance.
<b>Local Housing Need</b>	The number of homes identified as being needed through the application of the standard method set out in national planning guidance, or a justified alternative approach.

TERM	DEFINITION
<b>Local Nature Reserves (LNR)</b>	Local Nature Reserves (LNRs) are a statutory designation made under Section 21 of the National Parks and Access to the Countryside Act 1949 by principal local authorities. Parish and Town Councils can also declare LNRs provided they have the powers to do so delegated to them by a principal local authority. LNRs are for people and wildlife. They are places with wildlife or geological features that are of special interest locally.
<b>Local Plan</b>	A plan for the future development of a local area, drawn up by the local planning authority in consultation with the community under powers set out in the Planning and Compulsory Purchase Act 2004. A local plan can consist of either strategic or non-strategic policies, and forms part of the development plan. In St Helens, on adoption of this plan, the adopted development plan will include the St Helens Borough Local Plan 2020-2037, the Joint Waste Local Plan and the Bold Forest Park Area Action Plan.
<b>Local Shopping Centre</b>	A centre that provides basic shopping facilities of importance for those who live locally.
<b>Local Transport Plan</b>	A five-year integrated transport strategy, prepared in partnership with local authorities, stakeholders and the community, which identifies key transport priorities and projects together with means to deliver these.
<b>Local Wildlife Sites (LWS)</b>	Previously known as Sites of Biological Importance (SBI) or Sites of Interest for Nature Conservation (SINC) - are areas which are locally important for the conservation of wildlife. They are identified and selected for the significant habitats and species that they contain.
<b>Main River</b>	Watercourse shown as such on a main river map. Main river maps are held by Defra and Welsh Government.
<b>Main Town Centre Uses</b>	Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

TERM	DEFINITION
<b>Major Development</b>	For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floor space of 1,000m <sup>2</sup> or more, or a site of 1 hectare or more, or as otherwise provided in the Town and Country Planning (Development Management Procedure) (England) Order 2015.
<b>Managed Aggregate Supply System (MASS)</b>	The national system under which the current and future supply of aggregates is monitored.
<b>Mersey Forest</b>	A partnership project which aims to create woodlands which bring benefits to people, wildlife and the economy.
<b>Mineral Safeguarding Area</b>	An area designated by a minerals planning authority which covers known deposits of minerals which will be kept safeguarded from unnecessary sterilisation by non-mineral development.
<b>National Highways</b>	The government-owned company charged with operating, maintaining and improving England's motorways and major A roads.
<b>National Planning Policy Framework (NPPF)</b>	This is the Government's statement of planning policy with which all Local Plan's must be in conformity. The NPPF is regularly reviewed, and the latest version should be taken into account in planning policies and decisions.
<b>Natural Assets</b>	Natural assets are assets of the natural environment, such as biological assets (produced or wild), land and water areas with their ecosystems, subsoil assets and air.
<b>Nature Conservation</b>	The protection and enhancement of the natural environment.
<b>Nature Improvement Areas</b>	Inter-connected networks of wildlife habitats intended to re-establish thriving wildlife populations and help species respond to the challenges of climate change.
<b>Neighbourhood Plan</b>	A plan prepared by a Parish Council or Neighbourhood Forum for a designated neighbourhood area. In law this is described as a neighbourhood development plan in the Planning and Compulsory Purchase Act 2004.

TERM	DEFINITION
<b>North West Aggregates Working Party (NNAWP)</b>	Technical advisory group of mineral planning authorities (and their representatives) from the North West region and other relevant organisations who work together to: produce fit-for-purpose and comprehensive data on aggregate demand and supply in the North West; and provide advice to individual mineral planning authorities and to the National Aggregate Co-ordinating Group.
<b>Northern Powerhouse Rail (NPR)</b>	Northern Powerhouse Rail is a transformational rail programme to better connect the key economic areas and cities of the North. Delivered over 30 years and combining new, existing and already planned lines, the programme will improve east-west connections, offering a radical change in journey times, reliability frequency and capacity.
<b>Open Space</b>	All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.
<b>Original Building</b>	A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally.
<b>Out of Centre</b>	A location which is not in, or on, the edge of a centre but which is not necessarily outside the urban area.
<b>People with Disabilities</b>	People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs.
<b>Permission in Principle</b>	A form of planning consent which establishes that a site is suitable for a specified amount of housing-led development in principle. Following a grant of permission in principle, the site must receive a grant of technical details consent before development can proceed.
<b>Permitted Development Rights</b>	Development for which planning permission granted by the Town and Country Planning (General Permitted Development) (England) Order 2015 or any successor legislation.
<b>Petroleum Exploration and Development Licence (PEDL)</b>	Licence issued by the Government that allows a company to pursue a range of oil and gas exploration activities, subject to necessary drilling/development consents and planning permission.

TERM	DEFINITION
<b>Planning Condition</b>	A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.
<b>Planning Obligation</b>	A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.
<b>Planning Practice Guidance (PPG)</b>	Guidance produced by the Government setting out national best practice on a range of topics.
<b>Playing Field</b>	The whole of a site which encompasses at least one playing pitch as defined in the Town and Country Planning (Development Management Procedure) (England) Order 2015.
<b>Policies Map</b>	An illustrative diagram of the main proposal designations and areas where specific policies or Area Action Plans apply.
<b>Preferred Options</b>	A stage in the preparation of this Plan which set out draft policies and proposals and a range of alternative options and why these were rejected.
<b>Previously Developed Land</b>	Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.
<b>Primary Shopping Area</b>	Defined area where retail development is concentrated.
<b>Priority Habitats and Species</b>	Species and Habitats of Principle Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.
<b>Protected Species</b>	Plants and species afforded protection under national legislation.

TERM	DEFINITION
<b>Public Realm</b>	Publicly owned streets, sidewalks, rights of ways, parks and other publicly accessible open spaces, and public and civic buildings and facilities.
<b>Regeneration</b>	A regeneration activity is one which is part of a wide and balanced approach to enhancing the overall wellbeing of a community, through social, physical and economic improvements - combining economic competitiveness, environmental sustainability and social equity to bring about renewal.
<b>Registered Parks and Gardens</b>	Registered Parks and Gardens are historic parks and gardens which make a rich and varied contribution to the landscape. A register of all the historic parks and gardens in the country is kept by Historic England.
<b>Registered Provider of Social Housing (RP)</b>	A landlord registered with the Housing Corporation who provides and manages affordable housing.
<b>Renewable and Low Carbon Energy</b>	Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment - from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).
<b>Safeguarded Land</b>	Land which is between the urban area and the Green Belt, which is intended to meet longer-term development needs stretching well beyond the plan period. Safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following the adoption of an update to a Local Plan which proposes the development.
<b>Scheduled Ancient Monument</b>	A feature of national historical or archaeological importance, either above or below the ground, which is included in the schedule of monuments as identified by the Secretary of State.
<b>Self-build and Custom-build Housing</b>	Housing built by an individual, a group of individuals, or persons working with them or for them, to be occupied by that individual or individuals. Such housing can be either market or affordable housing. A legal definition, for the purpose of applying the Self-build and Custom Housebuilding Act 2015 (as amended), is contained in section 1 (A1) and (A2) of that Act.

TERM	DEFINITION
<b>Setting of a Heritage Asset</b>	The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
<b>Shallow Coal</b>	Shallow mining is defined as having been at a depth of less than 30 metres.
<b>Site of Special Scientific Interest (SSSI)</b>	Nationally important areas of land, designated by Natural England under the Wildlife and Countryside Act 1981 as being of special interest for nature or geological conservation.
<b>Special Protection Area (SPA)</b>	Areas classified under regulation 15 of the Conservation of Habitats and Species Regulations 2017 which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds.
<b>Strategic Flood Risk Assessment (SFRA)</b>	An SFRA takes into account the impacts of climate change and assesses the impact that land use changes and development in the area will have on flood risk.
<b>Strategic Housing Land Availability Assessment (SHLAA)</b>	A key evidence base document which establishes realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified housing need for housing over a specified period.
<b>Strategic Housing Market Assessment (SHMA)</b>	A key evidence base document which identifies the scale and mix of housing and the range of tenures that the local population is likely to need over a specified period.
<b>Strategic Policies</b>	Policies and site allocations which address strategic priorities in line with the requirements of Section 19 (1B-E) of the Planning and Compulsory Purchase Act 2004.
<b>Strategic Rail Freight Interchange (SRFI)</b>	A large multi-purpose freight interchange and distribution centre linked into both the rail and trunk road systems, which has rail-served warehousing and container handling facilities. Rail Freight Interchanges (RFI) enable freight to be transferred between transport modes, thus allowing rail to be used effectively to undertake the long-haul primary trunk journey, with other modes (usually road) providing the secondary (final delivery) leg of the journey.
<b>Strategic Road Network</b>	Roads across the borough which are essential to free and safe movement of traffic throughout the region, and which are identified on the Policies Map.

TERM	DEFINITION
<b>Supplementary Planning Documents (SPD's)</b>	Documents which add further detail to the policies in the development plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.
<b>Surface Water</b>	Water that collects on the surface of the ground.
<b>Sustainability</b>	The ability to be maintained at a certain rate or level and the avoidance of the depletion of natural resources in order to maintain an ecological balance.
<b>Sustainability Appraisal (SA)</b>	A process which aims to ensure that social, environmental and economic considerations are pursued effectively during the preparation of policies and plans.
<b>Sustainable Drainage Systems (SuDS)</b>	Approaches to manage surface water that take account of water quantity (flooding), water quality (pollution) biodiversity (wildlife and plants) and amenity.
<b>Sustainable Transport Modes</b>	Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking or cycling, low and ultra-low emission vehicles, car sharing and public transport.
<b>Town Centre</b>	Area defined on the local authority's policies map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in the development plan, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.
<b>Town Deal</b>	The Town Deals initiative was established by the Government in 2019 and saw the launch of a £3.6 billion Towns Fund. It allows communities, businesses and local leaders to develop their own ambitious proposals for growth through the creation of a Town Deal Board. Boards can submit bids for funding up to £25 million. The funding is intended to help increase economic growth with a focus on regeneration, improved transport, better broadband connectivity, skills and culture.



TERM	DEFINITION
<b>Townscape</b>	The urban equivalent of landscape; the overall effect of the combination of buildings, changes of level, greenspaces, boundary walls, colours and textures, street surfaces, street furniture, uses, scale, enclosure and views.
<b>Transport Assessment</b>	A comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies measures required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport, and measures that will be needed to deal with the anticipated transport impacts of the development.
<b>Transport for the North (TfN)</b>	TfN are the first statutory sub-national transport body in the United Kingdom. TfN is making the case for pan-Northern strategic transport improvements, which are needed to support economic growth.
<b>Transport Statement</b>	A simplified version of a transport assessment where it is agreed the transport issues arising from development proposals are limited and a full transport assessment is not required.
<b>Travel Plan</b>	A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives and is regularly reviewed.
<b>Tree Preservation Order (TPO)</b>	An order made by the Council to protect trees which are considered to make a significant contribution to their local surroundings. Such an order makes it an offence to cut down, top, lop, uproot, wilfully damage or wilfully destroy a tree. Any works to protected trees require the Council's permission.
<b>Water Framework Directive</b>	A European Union Directive which commits member states to achieve good ecological status of all water bodies including surface waters, groundwater, estuaries, and marine waters up to one mile from low water. The Directive looks at the ecological health of surface water bodies as well as achieving traditional chemical standards.
<b>Watercourse</b>	Includes all rivers and streams and all ditches, drains, cuts, culverts, dikes, sluices, sewers (other than public sewers within the meaning of the Water Industry Act 1991) and passages, through which water flows.
<b>Wildlife Corridor</b>	Areas of habitat connecting wildlife populations.

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## **Appendix 2: Development Plan Policies to be replaced by the Local Plan**

When adopted the new St Helens Borough Local Plan will replace all of the policies contained in the St Helens Local Plan Core Strategy (2012) and the St Helens Unitary Development Plan Saved Policies (2007).

The Joint Merseyside and Halton Waste Local Plan (2013) and The Bold Forest Area Action Plan (2017) will not be replaced by the new Local Plan; these will remain part of the St Helens Development Plan.

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## **Appendix 3: Strategic Aims, Objectives and Policies**

STRATEGIC AIM	STRATEGIC OBJECTIVE	KEY ISSUE(S) ADDRESSED <sup>1</sup>	PRIMARY POLICY DELIVERY
<b>1. Supporting Regeneration and Balanced Growth</b>	1.1 <i>To promote regeneration by enabling steady and sustainable economic and population growth.</i>	i, ii, iii, iv, v, vi, vii, x, xii	LPA01-05, 07,09; LPB01-02; LPC03-04
	1.2 <i>To reduce deprivation by ensuring that new development and investment can benefit deprived communities.</i>	i, ii, iii, iv, v, vi, vii, viii, ix, xi, xii, xiii, xiv	LPA01-03, 07
	1.3 <i>To help meet development needs by ensuring the efficient re-use of previously developed land.</i>	i, iii, iv, v, vi, x, xiii,	LPA01-02, 07
<b>2 Ensuring Quality Development</b>	2.1 <i>To promote the creation of a well-designed environment by supporting proposals for high quality development.</i>	i, iii, iv, v, vi, vii, viii, x, xi, xiii	LPA01-02, 3.1, 4.1, 07-08; LPC03, 05-06, 14; LPD01-06, 08
	2.2 <i>To mitigate the effects and minimising the impacts of land use changes on climate change by requiring well-designed developments in suitable locations.</i>	i, iii, iv, v, vi, vii, xii, xiii, xv	LPA01-02, 07-08,12; LPC06, 12-14; LPD01-05, 10
	2.3 <i>To contribute to the development of stronger and safer communities by prioritising new development and investment that can benefit those who are disadvantaged.</i>	i, ii, iii, iv, v, vi, vii, viii, ix, xi, xii, xiii, xiv	LPA01-02, 07; LPD01-05, 09
<b>3 Promoting Sustainable Transport</b>	3.1 <i>To improve access for all by facilitating sustainable transport choices, development in accessible locations, an integrated public transport network, and targeted improvements to the transport network.</i>	i, iii, vi, viii, ix, xii	LPA01-02, 03.1, 06-07, 09; LPB01; LPC03
<b>4 Meeting Housing Needs</b>	4.1 <i>To enable the delivery of sustainable communities by identifying land for a sufficient number and range of new dwellings.</i>	i, iii, iv, vi, viii, x	LPA01-02, 04, 04.1, 05, 07; LPC01-03; LPD02-05

<sup>1</sup> See numbered list in paragraph 2.11.1

STRATEGIC AIM	STRATEGIC OBJECTIVE	KEY ISSUE(S) ADDRESSED <sup>1</sup>	PRIMARY POLICY DELIVERY
<b>5 Ensuring a Strong and Sustainable Economy</b>	5.1 <i>To maximise the contribution of St Helens to the economy of the Liverpool City Region and adjacent areas, and meeting local employment needs, by ensuring an adequate supply of employment land and premises.</i>	i, ii, iii, v, vi, vii, viii	LPA01-03, 03.1, 04.1, 07, 09
	5.2 <i>To support the wider Borough by aiding the development of the tourism, leisure and rural economies.</i>	i, ii, iii, v, vii, ix, xiii, xiv	LPA01-03,07; LPB01
	5.3 <i>To enhance the vitality and viability of town, district and local centres, and the role of St Helens as a sub-regional shopping centre, by enabling appropriate development in those locations.</i>	i, ii, iii, v, vi, vii, ix, xii, xiv	LPA01-03, 07; LPB01-02; LPC04
	5.4 <i>To utilise the Borough’s strategic location in relation to the rail network by facilitating rail-enabled employment development.</i>	ii, iii, v, xii	LPA01-03, 03.1, 07
<b>6 Safeguarding and Enhancing Quality of Life</b>	6.1 <i>To increase convenience and reduce the need to travel by ensuring appropriately located, integrated provision of a wide range of community facilities.</i>	i, ii, iii, vi, vii, viii, ix, xi, xii, xiv	LPA01-02, 07, 12; LPB01; LPD03, 10
	6.2 <i>To safeguard the quality of the environment by protecting and enhancing local character and distinctiveness, the historic environment, biodiversity and geodiversity.</i>	iii, vii, viii, xiii, xiv, xv	LPA01-02, 04.1, 05, 07-08; LPC03, 05-14; LPD09
	6.3 <i>To protect and enhance the multi-functional network of green spaces throughout the Borough by promoting positive use and management whilst improving their biodiversity and increasing tree and woodland coverage.</i>	iii, vii, viii, ix, xii, xiii, xiv, xv	LPA01-02, 04.1, 07-08; LPC05-08, 10



STRATEGIC AIM	STRATEGIC OBJECTIVE	KEY ISSUE(S) ADDRESSED <sup>1</sup>	PRIMARY POLICY DELIVERY
<b>7 Meeting Resource and Infrastructure Needs</b>	<i>7.1 To mitigate development impacts by ensuring that local and strategic infrastructure needs are fully met.</i>	i, ii, iii, vii, ix, xii, xiii, xv	LPA01-02, 03.1, 07; LPC12-15; LPD07
	<i>7.2 To acknowledge the value of resources within the Borough by safeguarding them or promoting their use in a sustainable manner.</i>	ii, iii, v, vii, xiii, xv	LPA01-02, 07

## **Appendix 4: Monitoring Framework**

Continual monitoring is a key aspect of the plan making system. The Localism Act of 2011 requires local planning authorities to monitor the extent to which policies contained in their plans are being achieved and to publish this information each year in an Authority Monitoring Report (AMR).

The effectiveness of the policies in the Local Plan will be monitored to ensure that they are:

- achieving the Local Plan objectives and delivering sustainable development;
- delivering new homes and jobs; and
- not having any unintended consequences.

To enable this to happen, the Local Plan contains suitable targets and indicators that relate to the delivery of policies and sets out clearly how these are to be measured. This will help to determine if any action is necessary to ensure that the policies can be implemented, if any amendments are needed to any of the policies in order to ensure the desired objective is being achieved.

The targets and indicators included in the Monitoring Framework includes existing indicators used to measure performance and new indicators that will be used going forward. In these cases, the indicators have been selected where information is available to ensure that the policy can be monitored on a regular basis.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
<b>LPA01 - Spatial Strategy</b>	Analysis of progress with strategic sites	A range of economic, housing, environmental and infrastructure sources.	Most new housing to be delivered on strategic and/or brownfield sites Significant new employment development at existing and strategic locations.	Failure to deliver the quantity and distribution of development proposed by the Local Plan	Review of land identified for development. Update of Local Plan.
<b>LPA02 - Development Principles</b>	All Local Plan indicators	St Helens Authority Monitoring Report (AMR)	Delivery of sustainable development.	Failure to deliver a coherent, implementable strategy to facilitate progress	Update of Local Plan policies.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
				towards sustainable development	
<b>LPA03 - A Strong &amp; Sustainable Economy</b>	Employment land take-up per annum by type	St Helens Authority Monitoring Report (AMR)	Take-up of new employment land by type on a yearly basis as anticipated in the Plan	Cumulative take up of allocated employment land for employment development less than 50% of the expected pro-rata amount, or more than 150% of the expected pro-rata amount.	Where take up of allocated employment land for employment development is higher than expected, consider update of policy. Where take-up is lower, consider whether there are obstacles to take-up on particular sites that could be overcome.
	Total number of active businesses	St Helens Borough Council employment monitoring	Increase on previous years	Decrease over the Plan period	Update of Local Plan policies.
<b>LPA03.1 - Strategic Employment Sites</b>	Number of masterplans submitted	Development Management processes	Every planning application for an allocated Strategic Employment Site should be accompanied by a masterplan.	Planning applications determined without the prescribed information.	Review how the policy is being applied; consider whether the policy needs to be updated.
<b>LPA04 - Meeting St Helens' Housing Needs</b>	Distribution of new housing development across the Borough	Annual St Helens Borough Council house completion survey	Percentage of new homes built on allocated sites.	Having fewer than 5 years' supply (plus the required buffer) of housing land.	Consider the reasons for the imbalance in delivery compared to the target and whether there are any obstacles to delivery affecting

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
					sites in particular locations.
	Net completions of new homes by house type and number of bedrooms, against annual and plan period targets	Annual St Helens Borough Council house completion survey, St Helens Authority Monitoring Report (AMR)	Annual net homes completions to be at least the residual number required for 2020-2037 of 486 homes per annum. within the Plan period	<p>Failure to deliver 95% of the residual number over a 3-year rolling period, i.e. 1,385 net homes over 3 years.</p> <p>Failure to meet the requirement of housing delivery in national policy, including the Housing Delivery Test, or any subsequent tests that may replace it.</p>	<p>Prepare and publish an action plan setting out key reasons for the situation and actions the Council and other parties need to take.</p> <p>Implement the required actions set down in national policy when not meeting the required levels of housing delivery.</p> <p>See below actions that could be implemented in relation to the 5 year housing land supply.</p>
	Density numbers of approved housing developments	Development Management processes	Minimum 30dph on all sites 30-40dph in and adjacent to district and local centres 40-50dph+ at sites within St Helens Town centre, Earlestown Town centre and on the edge of these centres.	30dph or more (dependent on location) dwellings not achieved on completed sites, using a net developable site area of 75% of the site area.	Review how the policy is being applied, the age and circumstances of the planning permissions to which the completions relate where the target was not met; if the policy has been applied accurately to the permissions which led to the trigger being applied, consider whether the

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
					policy needs to be updated.
	5 Year housing land supply	Development Management processes	To have a 5 year + housing supply	Having fewer than 5 years' supply (plus the required buffer) of housing land.	<p>Consideration of the barriers to delivery of sites after permission is granted and working with partners to overcome them.</p> <p>Consideration of whether sufficient planning permissions are being granted (and within statutory time limits).</p> <p>Seek to maintain an appropriate mix of sites to sustain delivery.</p> <p>Use proactive pre-application process to speed up the application process.</p> <p>Seek funding to unlock brownfield sites to boost the housing supply.</p> <p>Consider the need for an early update of the Local Plan if there is long-term underperformance against the 5 year supply, or if the housing land supply position</p>

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
					falls significantly below the required level.
<b>LPA04.1 - Strategic Housing Sites</b>	Number of dwellings granted planning consent and delivered on strategic housing sites	Housing monitoring	Delivery of strategic sites in accordance with the housing trajectory	Number of dwellings completed on strategic sites falls below 75% of target	<p>Consideration of the barriers to delivery of sites after permission is granted and working with partners to overcome them.</p> <p>Use proactive pre-application process to speed up the application process.</p> <p>Consider the mix of homes on site to drive.</p> <p>Consider early update of the Local Plan if there is significant under-delivery on the strategic sites.</p>
<b>LPA05 - Safeguarded Land</b>	Number and extent of planning applications approved on land safeguarded for post-2037	Development Management processes	Zero	Safeguarded land granted planning consent for built development or a failure to deliver sufficient employment or housing land.	Consider early update of the Local Plan as actioned for Policies LPA03, LPA03.1, LPA04 and LPA04.1.
<b>LPA06 - Transport and Travel</b>	Number of developments approved resulting in significant transport	Development Management processes	Transport assessments/ Transport Statement and Travel Plans	Planning applications determined without the	Review how the policy is being applied; consider whether the

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	impacts producing a transport assessment and travel plan agreed by the Council		submitted in all cases where these are required.	prescribed information.	policy needs to be updated.
	Cycle and footpaths created (detailing how they have improved accessibility and reduced reliance on private transport)	St Helens Borough Council	Implement schemes and projects that will help to deliver sustainable economic growth (by reducing congestion and delays for businesses).	Implementation has not occurred within a set period (to be decided).	Consider whether there are obstacles in the process of implementation or specific to particular sites that could be overcome.
	Improvements to public transport infrastructure and services	St Helens Borough Council, Merseytravel	All new sites allocated for development should have easy access to public transport.	Any allocated sites developed with no access to public transport.	Review how the policy is being applied and how external providers are consulted and what (if any) obstacles are in the way of providing public transport that can be overcome.
	Number of electric vehicle charging points provided	Development Management processes	Increase in Plan period.	Failure to secure electric vehicle charging points on all new developments	Review how the policy is being applied and see if there are any specific obstacles preventing this requirement.



POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	Number of planning applications approved contrary to National Highways advice	Development Management processes	None – planning applications should not be approved where Highways England have issues with the proposal.	Planning applications granted planning permission contrary to Highways England advice.	Review how the policy is being applied.
<b>LPA07 - Infrastructure Delivery and Funding</b>	Number of community facilities (including health, education, neighbourhood retail and leisure, lost through new development	St Helens Borough Council, Development Management processes	Development that includes the loss of a community facility should be resisted unless a better facility can be located locally.	Failure to secure suitable replacements.	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss, potential update of Local Plan policy.
	Number of planning applications amended on economic viability grounds	St Helens Borough Council, Development Management processes	None – due regard should be made at application stage on the ability of development proposals to support the required level of developer contributions.	Planning applications amended due to economic viability.	Review how the policy is being applied and considers any means that exist within the Local Plan to prevent this, potential update of Local Plan policies.
<b>LPA08 - Green Infrastructure</b>	Area of green infrastructure created as the result of new development	Development Management processes	A net increase in areas of provision as a reflection of the extant standards of provision.	Any net loss of green infrastructure provision.	Review of standards applied; consider whether the policy needs to be updated.
	Number of new nature reserves created	Reports to members; development management processes	Number of new nature reserves to rise in proportion to	Failure to achieve additional nature reserves	Review how the policy and updated Nature Conservation SPD is being

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
			the increase in population arising from new development.	over Plan period.	applied. Initiate any updates necessary to the policy and SPD.
<b>LPA09 - Parkside East</b>	Substantial progress towards site development, e.g., completion of a masterplan; agreed timescale for implementation; planning application process; works commencing on site	Development Management process: reports considered by members; memoranda of understanding agreed with developers	Substantial development of Parkside East for employment purposes by the end of the Plan period in accordance with the provisions of Policy LPA09.	Progress stalled to the extent that minimal implementation can be expected prior to 2037.	Work with site promoters and other partners to overcome any potential identified issues and speed up delivery  Longer term non-implementation to lead to update of Local Plan policy.
<b>LPA10 – Parkside West</b>	Substantial progress towards site development, e.g. completion of a site masterplan; agreed timescale for implementation; planning application process; works commencing on site	Development Management process; reports considered by Members; employment monitoring data	Site is complete and operational by end of the Plan period (2037); Necessary infrastructure (including the Parkside Link Road) has been delivered to enable delivery of the site.	Progress stalled to the extent that site will unlikely be delivered by 2037 (including due to the non-delivery of identified essential infrastructure).	Work with site promoter and other partners to overcome any potential identified issues (including infrastructure provision) and speed up delivery.  Longer term non-implementation to lead to update of Local Plan policy.
<b>LPA11 – Bold Forest</b>	Substantial progress	Development Management	Development of the site	Progress stalled to the	Work with site promoters and

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
<b>Garden Suburb</b>	towards site development, e.g. progress on preparation of a site masterplan and / or Supplementary Planning Document; agreed timescale for implementation; planning application process; works commencing on site	process; reports considered by Members; housing monitoring data; SPDs produced	commences within the Plan period in accordance with the housing trajectory and delivers at the rate envisaged within it.	extent that the site will unlikely be delivered in accordance with the housing trajectory, and that this will adversely impact on the overall rate of housing delivery anticipated over the Plan period.	<p>other partners to overcome any potential identified issues and speed up delivery.</p> <p>Use of proactive pre-application process to speed up the application process.</p> <p>Dedicated Development Management resource to efficiently manage the planning application processes for the site and effectively troubleshoot issues.</p> <p>Longer term non-implementation to lead to update of Local Plan policy.</p>
<b>LPA12 - Health and Wellbeing</b>	See the indicators for Policies LPA03, LPA03.1, LPA04, LPA04.1, LPC05, LPD03 and LPD10	See the data sources for Policies LPA03, LPA03.1, LPA04, LPA04.1, LPC05, LPD03 and LPD10	See the targets for Policies LPA03, LPA03.1, LPA04, LPA04.1, LPC05, LPD03 and LPD10	See the data triggers for action for Policies LPA03, LPA03.1, LPA04, LPA04.1, LPC05, LPD03 and LPD10	See the potential actions for contingency for Policies LPA03, LPA03.1, LPA04, LPA04.1, LPC05, LPD03 and LPD10
<b>LPB01 - St Helens Town Centre and Central Spatial Area</b>	Proportion of town centre premises that are vacant or	Survey, property registers, business rates records,	An increase in active town centre uses.	Sustained increases in town centre premises that	Bid for funding to deliver regeneration

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	in non-active use.	planning applications		are vacant or under-used.	<p>scheme(s) for town centre.</p> <p>Further work with partners and stakeholders to address barriers to growth in the town.</p> <p>Update of Local Plan.</p>
<b>LPB02 - Earlestown Town Centre</b>	Proportion of non-active commercial premises in town centre	Survey, property registers, business rates records, planning applications	A decline in the proportion of town centre commercial properties in non-active use.	Proportion decreases or remains stagnant.	Accelerated progress to produce a town centre action plan or masterplan.
<b>LPC01 - Housing Mix</b>	Percentage of dwellings designed to the “accessible and adaptable” standard, as set out in Part M4(2) and Part M4(3)(2)(a) of the Building Regulations or equivalent standard	Information will be derived from the approved planning applications.	"At least 20% of new dwellings on sites of 25 or more new homes should be designed to meet Part M4(2) of the Building Regulations 2010.	Less than 5%. The trigger will be adjusted in response to the findings of future Housing Needs Assessments conducted by or on behalf of the Council.	Review how the policy is being applied, the age and circumstances of the planning permissions where the target was not met; if the policy has been applied accurately, consider whether the policy needs to be updated.
<b>LPC02 - Affordable Housing Provision</b>	Percentage of market housing developments of 10 or more homes granted planning permission that provides affordable homes at the	Development Management processes	All market housing developments of 10 or more homes to provide the necessary percentage of affordable homes as set	Fewer than 90% of market housing schemes of 10 or more homes granted planning permission in any given year provides the required number of	Review the circumstances of the permissions granted that have led to the trigger. If a generalised viability problem is indicated, potential update of the

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	quantum required by the Policy.		out in the Policy.	affordable homes set out in Policy.	requirement in the policy.
<b>LPC03 - Gypsies, Travellers and Travelling Show People</b>	Maintenance of a supply of suitable sites to meet the requirement	Development Management processes	Provision for 8 additional permanent pitches in the period to 2037 (GTAA minimum).	Assessment that there is less than a five-year supply of sites for additional permanent pitches	Identification of land for additional pitches, through a Call-for-sites.
<b>LPC04 - Retail and Town Centres</b>	Number of empty / inactive town centre commercial properties.	St Helens Business rates records	A decrease in the number of vacant/inactive properties.	A significant increase in unused and underused commercial premises in and around town centres.	Proactive work with partners and stakeholders to drive forward regeneration.  Review how the policy is being applied, consider whether the policy needs to be updated.
<b>LPC05 - Open Space</b>	Quantity and extent of new sport, open space and recreational development.	Development Management processes	Net increase in provision over the Plan period.	Provision is below assessed need.	Consider whether the fall in the areas of dedicated land has been offset by more effective use of the area of land that remains for open space. If not, consider a review of how the policies have been applied.
<b>LPC06 - Biodiversity and Geological Conservation</b>	Change in areas of land covered by local, national or international policy protections for biodiversity, or	St Helens Borough Council, Natural England and Lancashire Wildlife Trust.	Net gains in areas of land specifically dedicated to and protected for biodiversity.	Fall in areas of land specifically dedicated to and protected for biodiversity.	Consider whether the fall in the areas of dedicated land has been offset by more effective use of the area of land that remains for

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	areas provided for biodiversity in mitigation through developments .				biodiversity. If not, consider a review of how the policies have been applied.
<b>LPC07 - Greenways</b>	Amount of greenways	St Helens Borough Council	Net gains over Plan period.	Unexpected specific losses.	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss.
<b>LPC08 - Ecological Network</b>	Quantity and extent of additional land contributing to the ecological network as a result of planning permissions granted.	Development Management processes	Net gains since previous assessment.	Fall in areas of land specifically dedicated to and protected for the ecological network.	Finalise update of Nature Conservation SPD.  Work with partners such as Merseyside Environmental Advisory Service (MEAS) or the Mersey Forest to consider improvements.  Update Local Plan policy.
<b>LPC09 - Landscape Protection</b>	Number of developments allowed on appeal that had been initially refused on landscape character grounds	Development Management processes	No appeals lost.	Failure to prevent appeals being lost where initial refusal was on grounds of landscape character.	Review how the policy is being applied, consider whether the policy needs to be updated.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
<b>LPC10 - Trees and Woodland</b>	Loss of trees and/or woodland as a result of development proposals	Development Management processes	Justifiable losses replaced on a 2 for 1 ratio.	Failure to secure suitable replacements.	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss, potential update of Local Plan policy.
	Total area of Ancient Woodland	St Helens Borough Council, development management process.	No loss.	Unexpected specific loss.	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss, potential update of Local Plan policy.
<b>LPC11 - Historic Environment</b>	Number of Heritage Assets on Historic England's 'At Risk' register. Number of heritage assets at risk on St. Helen's Local List of Heritage Assets (once established).	St Helens Borough Council, Heritage England	Reduction in the number of heritage assets on the Historic England's 'At Risk' register. Reduction in the number of heritage assets considered to be "at risk" on the local list of heritage assets once established.	Identification of a heritage asset newly listed on "at risk" register. Periodic increase in the number of heritage assets on the "at risk" register in the Borough. Identification of a locally listed heritage asset that could be at risk through periodic review.	Consider how the Council can contribute to measures to improve the condition of the "at risk" heritage assets. Consider whether the policy is contributing to the neglect of heritage assets, and if so, consider whether the policy should be updated.
<b>LPC12 - Flood Risk</b>	Number of planning applications granted permission for inappropriate development in Flood Risk Zones 2 and 3.	St Helens Borough Council, Local Lead Flood Authority Officer, Environment Agency	No planning applications granted permission for inappropriate development in Flood Zones 2 and 3.	Planning applications for inappropriate development in Flood Risk Zones 2 and/or 3 granted planning permission contrary to	Review how the policy is being applied.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
				Environment Agency advice.	
<b>LPC13 - Renewable and Low Carbon Development</b>	Number of proposals resulting in an unacceptable impact under paragraph 1 of policy not delivering agreed mitigation measures	Development Management process	No such planning applications granted without delivery of agreed mitigation	Planning applications for proposals with unacceptable impact under paragraph 1 of policy not delivering agreed mitigation measures	Review how the policy is being applied, potential update of Local Plan policy.
	Proportion of new developments within strategic employment and housing sites ensuring at least 10% of their energy needs are met from renewable and / or other low carbon energy sources, unless shown not to be practicable or viable	Development Management process	All developments within strategic employment and housing sites, unless shown not to be practicable or viable	Development within strategic employment and housing sites not ensuring at least 10% of their energy needs are met from renewable and / or other low carbon energy sources for reasons other than being not practicable or viable	Review how the policy is being applied, consider whether the Council (with partners) can help facilitate such an approach if appropriate, or potential review of Local Plan policy.
<b>LPC14 - Minerals</b>	Number of proposals for non-mineral related uses permitted within the Mineral Safeguarding Area without demonstrating parts 2a) – i) of the policy	Development Management process, Merseyside Environmental Advisory Service (MEAS)	All proposals for non-mineral related uses within the Minerals Safeguarding Area have met the criteria set out in parts 2a) – i) of the policy	Permissions granted for proposals for non-mineral related uses within the Minerals Safeguarding Area without demonstrating parts 2a) – i) of the Policy	Review how the policy is being applied, work with MEAS to understand reasons for proposals being permitted without demonstrating the relevant policy criteria, or potential review



POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
					of Local Plan policy
<b>LPC15 - Waste</b>	See Indicators within the Merseyside and Halton Joint Waste Local Plan	Merseyside Environmental Advisory Service (MEAS)	N/A	N/A	N/A
<b>LPD01 - Ensuring Quality Development in St Helens</b>	Protection of the best and most versatile land from development (Grades 1, 2, and 3a)	Development Management processes	No loss of the best and most versatile land unless justified by the benefits of the development.	Unexpected loss of land not proposed for development in the Local Plan, and not justified by wider benefits.	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss not already covered by policy. Potential update of Local Plan policy.
<b>LPD02 - Design and Layout of New Housing</b>	Number of applications approved contrary to policy	Development Management processes	None – there should be 100% compliance with policy.	Failure to prevent appeals being lost where initial refusal was on grounds of design and layout.	Review how the policy is being applied; consider whether the policy needs to be updated.
	Number of new residential developments with incorporated cycle and waste storage	Development Management processes	100% - development should comply with policy.	Provision or contributions are below policy requirements.	Review how the policy is being applied; consider whether the policy needs to be updated.
<b>LPD03 - Open Space and Residential Development</b>	Amount of open space gained, and lost to other uses, measured both by number and	St Helens Borough Council, Sport England, sports clubs, schools and developers	Net gains in open space provision.	Unexpected specific losses of facilities not in accordance with policy (i.e. without like for like	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	type of facilities, and by amount of space of each type (with reference to the typology used in the Open Space Study).			replacement or enhancement).	
	Development resulting in a net loss of open space (contrary to policy)	Development Management processes	No loss of open space.	Unexpected specific losses of open space not in accordance with policy (i.e. without like for like replacement or betterment).	Review how the policy is being applied.
	Number of applications approved with contributions towards open space provision: <ul style="list-style-type: none"> <li>• on-site;</li> <li>• off-site; and</li> <li>• financial contributions collected for open space</li> </ul>	Development Management processes	All new residential development of 40 or more dwellings to provide new open space, or the expansion or enhancement of existing open space provision.	Provision or contributions are below policy requirements.	Review how the policy is being applied, the age and circumstances of the planning permissions where the target was not met; if the policy has been applied accurately, consider whether the policy needs to be updated.
<b>LPD04 - Householder Developments</b>	Developments allowed on appeal which were refused on amenity grounds	Development Management processes	No appeals lost.	Failure to prevent appeals being lost where initial refusal was on grounds of amenity.	Review how the policy is being applied; consider whether the policy needs to be updated.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	Developments allowed on appeal which were refused on highway safety grounds	Development Management processes	No appeals lost.	Failure to prevent appeals being lost where initial refusal was on grounds of highway safety.	Review how the policy is being applied; consider whether the policy needs to be updated.
<b>LPD05 – Development in Green Belt.</b>	Number of developments permitted in very special circumstances in accordance with national policy within the Green Belt	Development Management processes	No development permitted except for that complying with very special circumstances in accordance with national policy.	Failure to prevent appeals being lost where initial refusal was on Green Belt grounds.	Review how the policy is being applied; consider whether the policy needs to be updated.
<b>LPD06 – Development in Gateway Corridors</b>	Developments allowed on appeal which were refused on design grounds	Development Management processes	No appeals lost.	Failure to prevent appeals being lost where initial refusal was on grounds of design.	Review how the policy is being applied; consider whether the policy needs to be updated.
<b>LPD08 - Advertisements</b>	Number of applications permitted that introduce visually obtrusive features or impact on the amenity of road users (including pedestrian and cycle traffic)	St Helens Borough Council	100% compliance with policy No applications permitted that introduce visually obtrusive features or impact on the amenity of road users (including pedestrian and cycle traffic)	Failure to prevent appeals being lost where initial refusal was on grounds of visual obtrusiveness.	Review how the policy is being applied; consider whether the policy needs to be updated.
<b>LPD09 - Air Quality</b>	All development in designated	St Helens Borough Council	Development proposals in designated	Planning applications or appeals	Review how the policy is being applied; consider

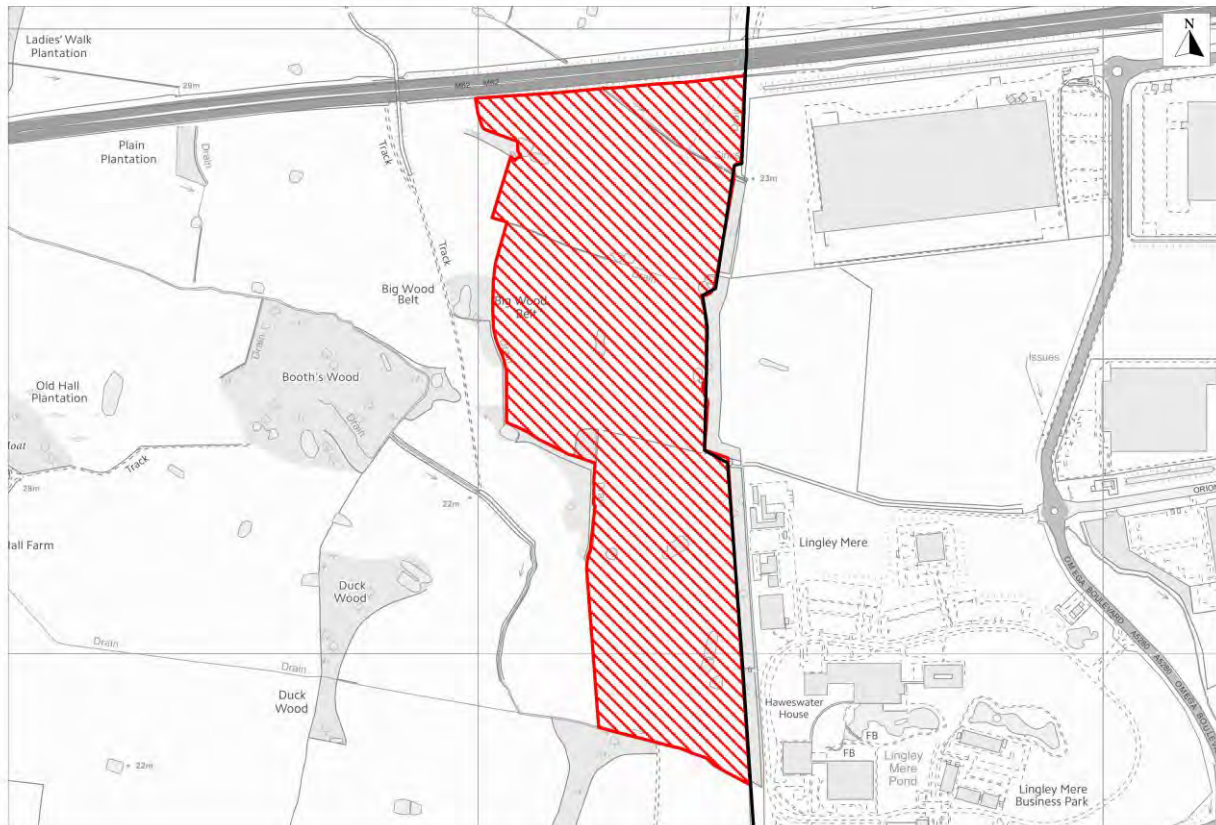
POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	AQMAs should ensure consistency with the relevant Air Quality Action plan	(Environmental Health)	AQMAs should not result in a worsening of air quality and where possible improve it.	granted planning permission contrary to Policy.	whether the policy needs to be updated.
<b>LPD10 - Food and Drink</b>	Number of hot food takeaways permitted contrary to criteria set out in policy	Development Management processes	None – there should be 100% compliance with policy.	Planning applications or appeals granted planning permission contrary to the set criteria.	Review how the policy is being applied; consider whether the policy needs to be updated.

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## **Appendix 5: Site Profiles – Allocated Employment and Housing Sites**

**[Please note: the requirements set out for each site in this appendix are in addition to any others that are needed to comply with Plan policies e.g., in relation to infrastructure provision]**

<b>LPSD Ref:</b>	<b>1EA - Omega South Western Extension, Land North of Finches Plantation, Bold</b>	<b>Ward:</b>	<b>Bold</b>
<b>Notional Capacity:</b>	<b>31.22ha</b>	<b>Designation:</b>	<b>Allocate</b>

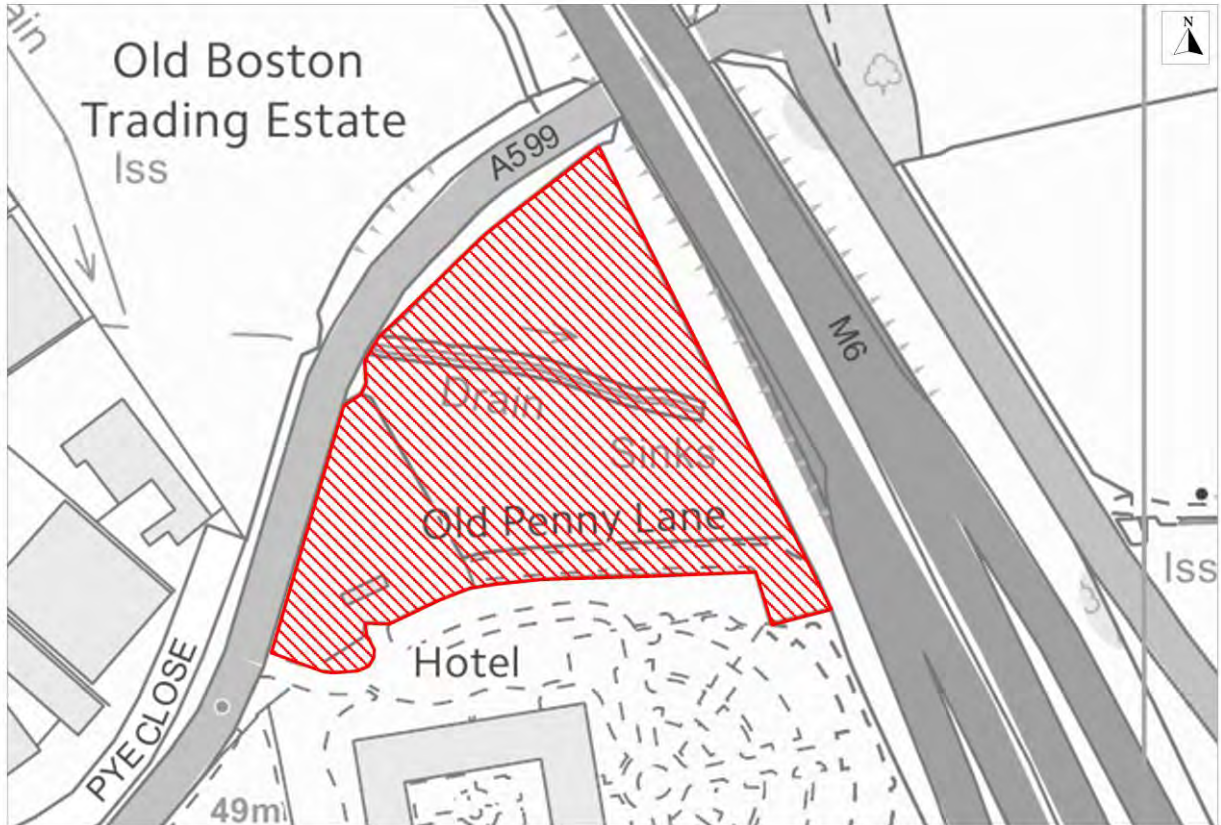


### Requirements:

- Appropriate highway access via the existing Omega South development.
- Implementation of any measures required to mitigate impacts on the M62 (Junction 8) or other parts of the highway network.
- Measures to secure suitable access to the site by walking, cycling and public transport such as the provision of a footpath and cycleway through the site to connect existing residential areas in Bold and Clock Face with Omega Boulevard within Warrington, and the provision of accessible bus stops with shelters to facilitate the extension of bus services to serve the site from both Warrington and St Helens.

Note – On 11 November 2021, the SoS granted planning permission for land at the Omega South Western Extension, which incorporates this site allocation area (reference P/2020/0061/HYBR).

<b>LPSD Ref:</b>	<b>4EA - Land South of Penny Lane, Haydock</b>	<b>Ward:</b>	<b>Haydock</b>
<b>Notional Capacity:</b>	<b>2.16ha</b>	<b>Designation:</b>	<b>Allocate</b>

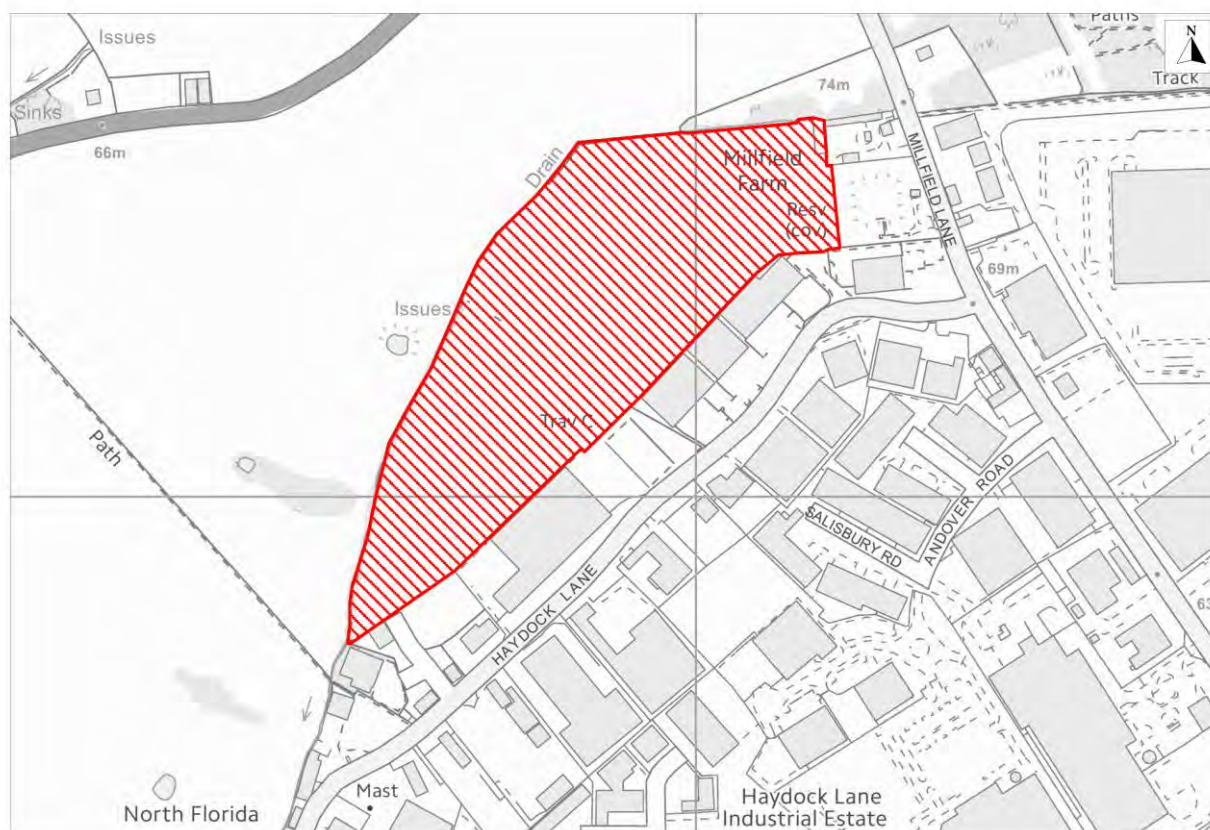


**Requirements:**

- Safe highway access should be provided off the A599 (Penny Lane).
- Any adverse impacts on the M6 (Junction 23) or other parts of the highway network must be suitably mitigated.
- Measures to secure suitable access to the site by walking, cycling and public transport, such as the provision of segregated walking and cycling access of Penny Lane, and of accessible bus stops (in consultation with Merseytravel) on Penny Lane.



<b>LPSD Ref:</b>	<b>5EA - Land to the West of Haydock Industrial Estate, Haydock</b>	<b>Ward:</b>	<b>Haydock</b>
<b>Notional Capacity:</b>	<b>7.75ha</b>	<b>Designation:</b>	<b>Allocate</b>

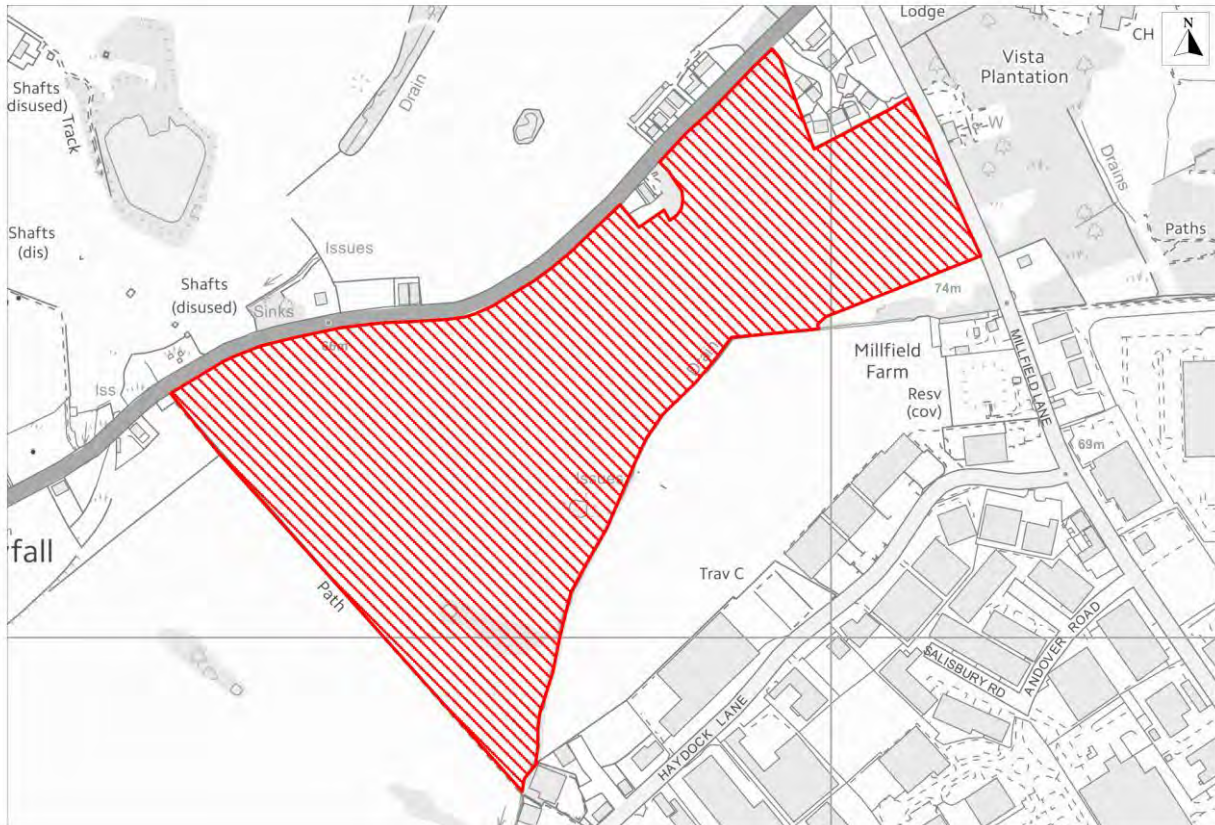


### Requirements:

- Due consideration to be given to neighbouring Millfield Service Reservoir and pressurised distribution main.
- Site falls within a consultation distance of a major hazard pipeline. Therefore, Essar Oil (UK) Ltd. need to be consulted.
- The provision of safe highway access following detailed highway assessment work on the local network which should include an appropriately designed connection off Haydock Lane, and to also serve employment site allocation 6EA unless it is demonstrated to the satisfaction of the Council that this is not needed to enable a suitable form of development within site 6EA.
- Implementation of any measures required to mitigate impacts on the M6 (Junction 23) or other parts of the highway network.

- Provision of effective flood management measures for Clipsley Brook to reduce the risk of flooding downstream and enhance biodiversity.
- Measures to secure suitable access to the site by walking, cycling and public transport, such as: segregated walking and cycling routes linking to nearby highways and to public right of way 654 (which runs to the south west of the site); the provision of a financial contribution towards upgrading of public right of way no.656 which links to Wigan; and accessible bus stops with shelters to facilitate connections to Earlestown, St Helens and Wigan.

<b>LPSD Ref:</b>	<b>6EA - Land West of Millfield Lane, South of Liverpool Road and North of Clipsley Brook, Haydock</b>	<b>Ward:</b>	<b>Haydock</b>
<b>Notional Capacity:</b>	<b>20.58ha</b>	<b>Designation:</b>	<b>Allocate</b>



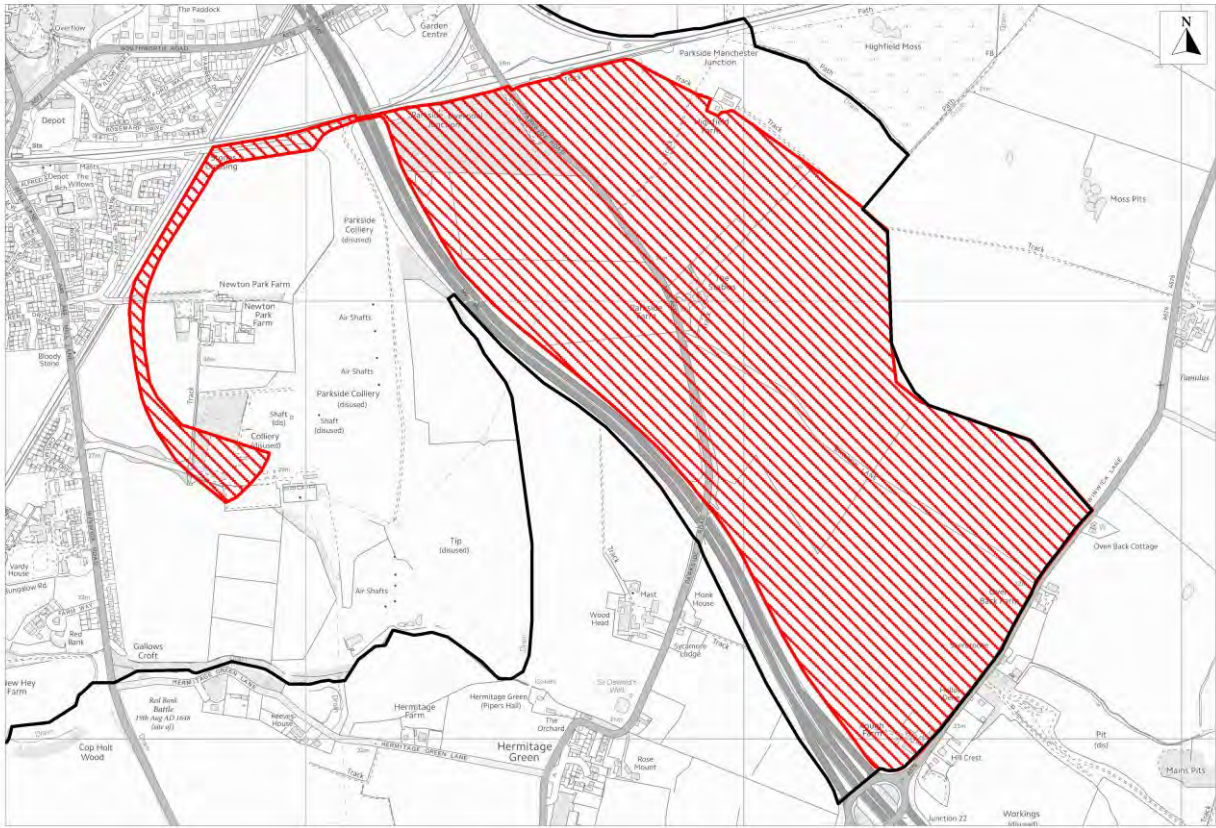
### Requirements:

- The provision of safe highways access following detailed highway assessment work on the local network, including a suitably designed improvement to the highway layout, and signalling equipment at the junction of Millfield Lane and Liverpool Road, or alternative access arrangements if found acceptable by the Council. The site should also include an appropriately designed spine road through it from Haydock Lane to serve employment site allocation 5EA (unless it is demonstrated to the satisfaction of the Council that this is not necessary).
- Implementation of any measures required to mitigate impacts on the M6 (Junction 23) or other parts of the highway network.
- The design and layout of the development must integrate well with that of any existing or approved development within allocated site 5EA and the neighbouring, existing

Florida Farm North development.

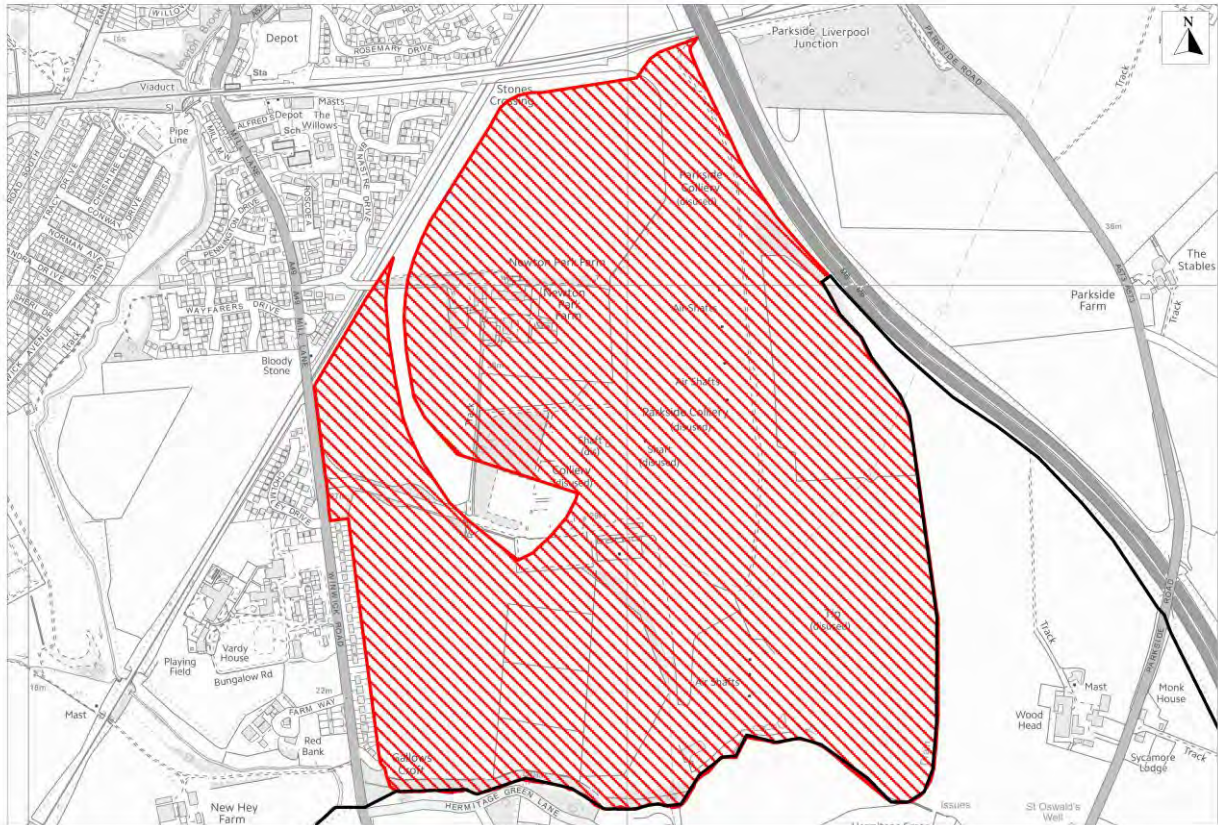
- Provision of effective flood management measures for Clipsley Brook to reduce the risk of flooding downstream and enhance biodiversity.
- The development must include a buffer of green space alongside Millfield Lane to minimise any effects on the setting of the listed building at “Le Chateau”.
- Measures to secure suitable access to the site by walking, cycling and public transport, such as: segregated walking and cycling routes linking to nearby highways and to public right of way 654 (which runs to the south west of the site); the provision of a financial contribution towards the upgrading of public right of way no.656 which links to Wigan; and accessible bus stops with shelters on Liverpool Road and Millfield Lane to facilitate connections to Earlestown, St Helens and Wigan.
- The design of the site must take account of the role of this land in preventing ribbon development along Liverpool Road and the separation of Haydock and Ashton-in-Makerfield through the use of layout, boundary treatments, landscaping areas and other means.

<b>LPSD Ref:</b>	<b>7EA - Parkside East, Newton-le-Willows</b>	<b>Ward:</b>	<b>Newton</b>
<b>Notional Capacity:</b>	<b>64.55ha</b>	<b>Designation:</b>	<b>Allocate</b>



<b>Requirements:</b>
<ul style="list-style-type: none"> <li>• See Policy LPA09</li> </ul>

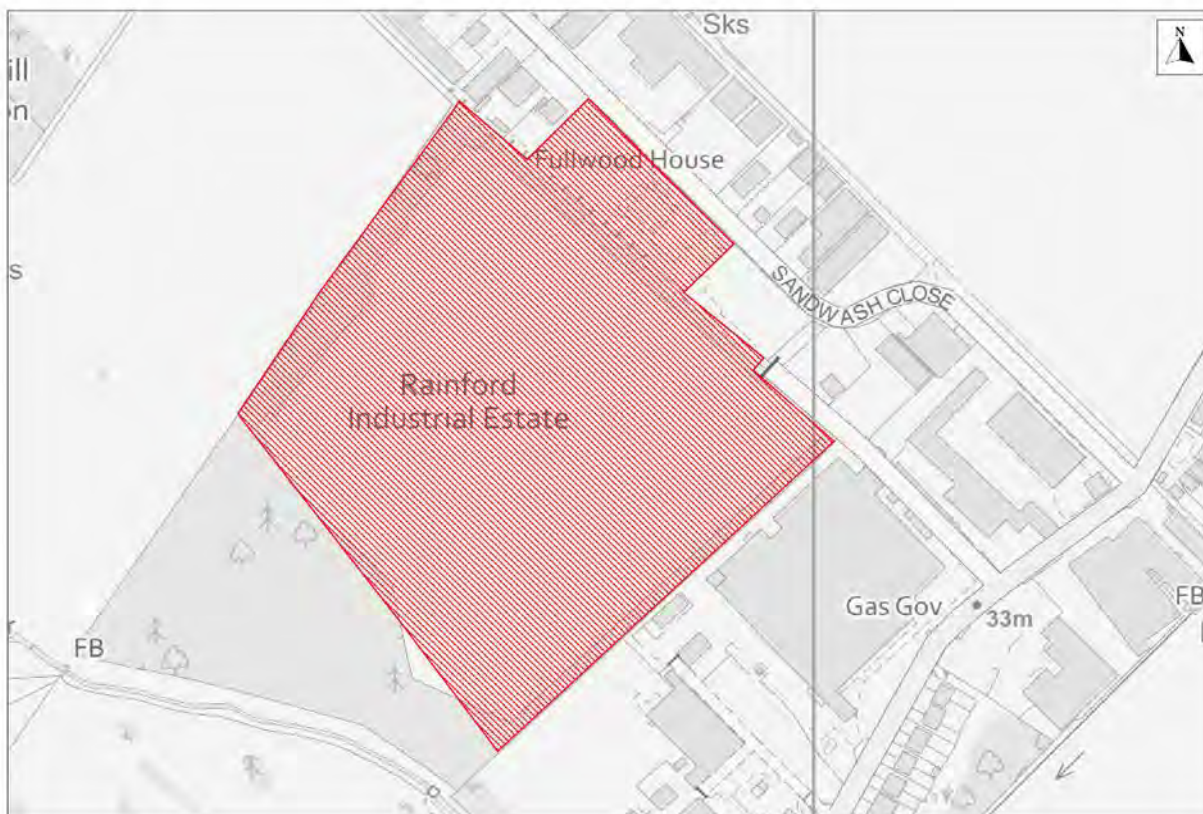
<b>LPSD Ref:</b>	<b>8EA - Parkside West, Newton-le-Willows</b>	<b>Ward:</b>	<b>Newton</b>
<b>Notional Capacity:</b>	<b>79.57ha</b>	<b>Designation:</b>	<b>Allocate</b>



**Requirements:**

- See Policy LPA10

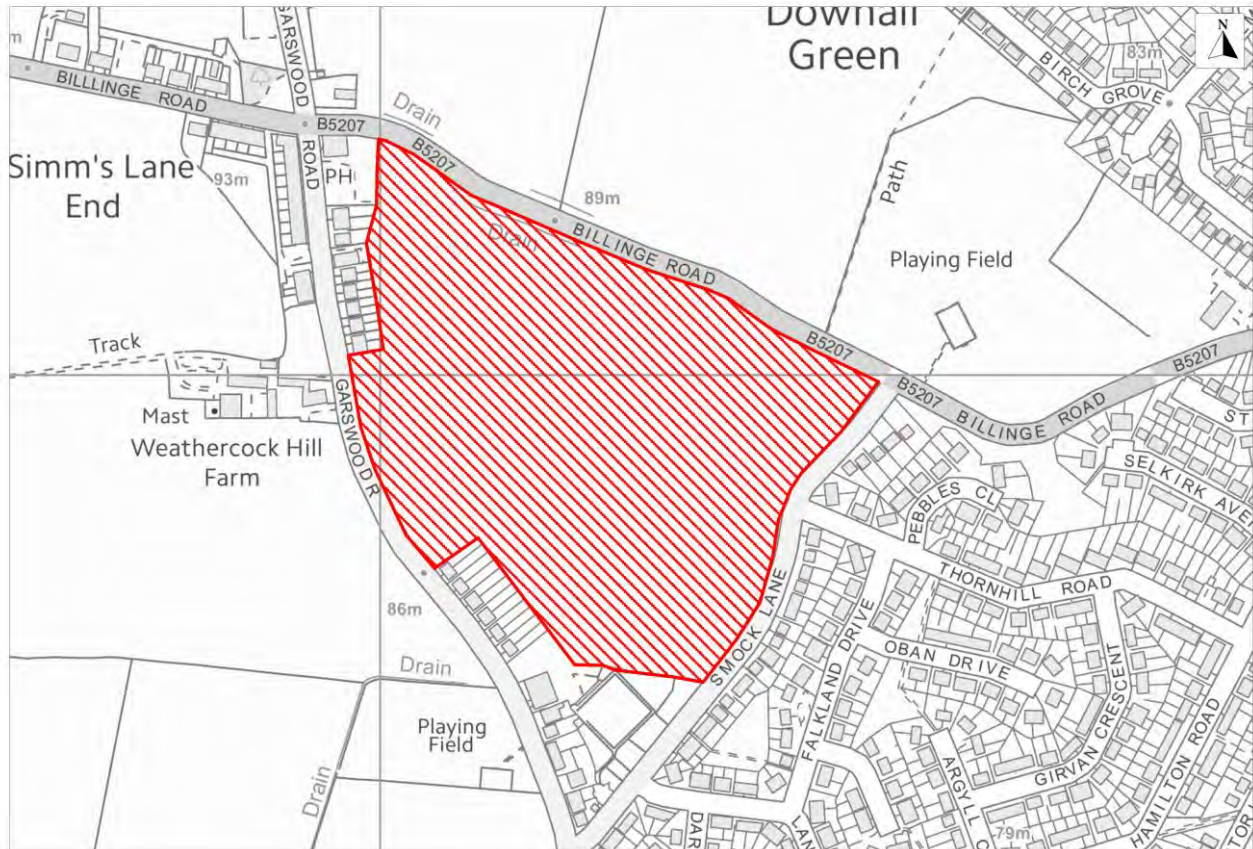
<b>LPSD Ref:</b>	<b>9EA - Land to the West of Sandwash Close, Rainford</b>	<b>Ward:</b>	<b>Rainford</b>
<b>Notional Capacity:</b>	<b>7.70ha</b>	<b>Designation:</b>	<b>Allocate</b>



#### Requirements:

- The development must provide details of trees & landscaping to reduce impact on the landscape and provide effective screening.
- Safe highway access should be provided including sight splays in accordance with the Manual for Streets.
- Provision of effective drainage to reduce the risk of surface water flooding.
- Proposals need to include an effective Travel Plan.

<b>LPSD Ref:</b>	<b>1HA - Land South of Billinge Road, East of Garswood Road and West of Smock Lane, Garswood</b>	<b>Ward:</b>	<b>Billinge &amp; Seneley Green</b>
<b>Notional Capacity:</b>	<b>216 units</b>	<b>Designation:</b>	<b>Allocate</b>

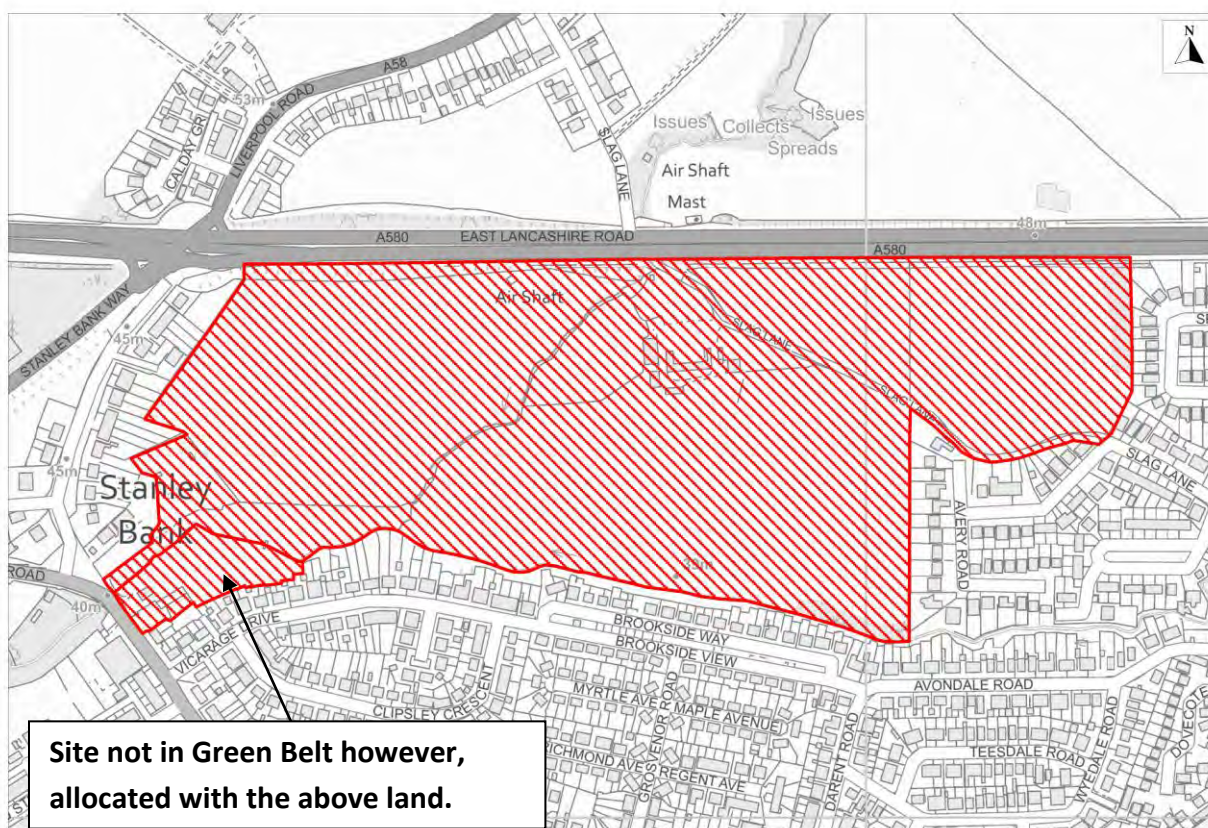


### Requirements:

- Safe highway access should be provided from Garswood Road and / or Billinge Road (with any necessary off-site improvements).
- Measures to secure suitable access to the site by walking, cycling and public transport such as: (a) the provision of segregated walking and cycling routes which must run through the site and link to nearby highways; (b) the upgrading of pedestrian footways alongside existing highways around the site; (c) the upgrading of existing bus stops on Garswood Road, Billinge Road and Smock Lane close to the site so that they become fully accessible (including for disabled persons); and (d) a financial contribution towards the upgrading of Garswood rail station.
- Provision of effective flood management measures to reduce the risk of flooding caused by overland flow.



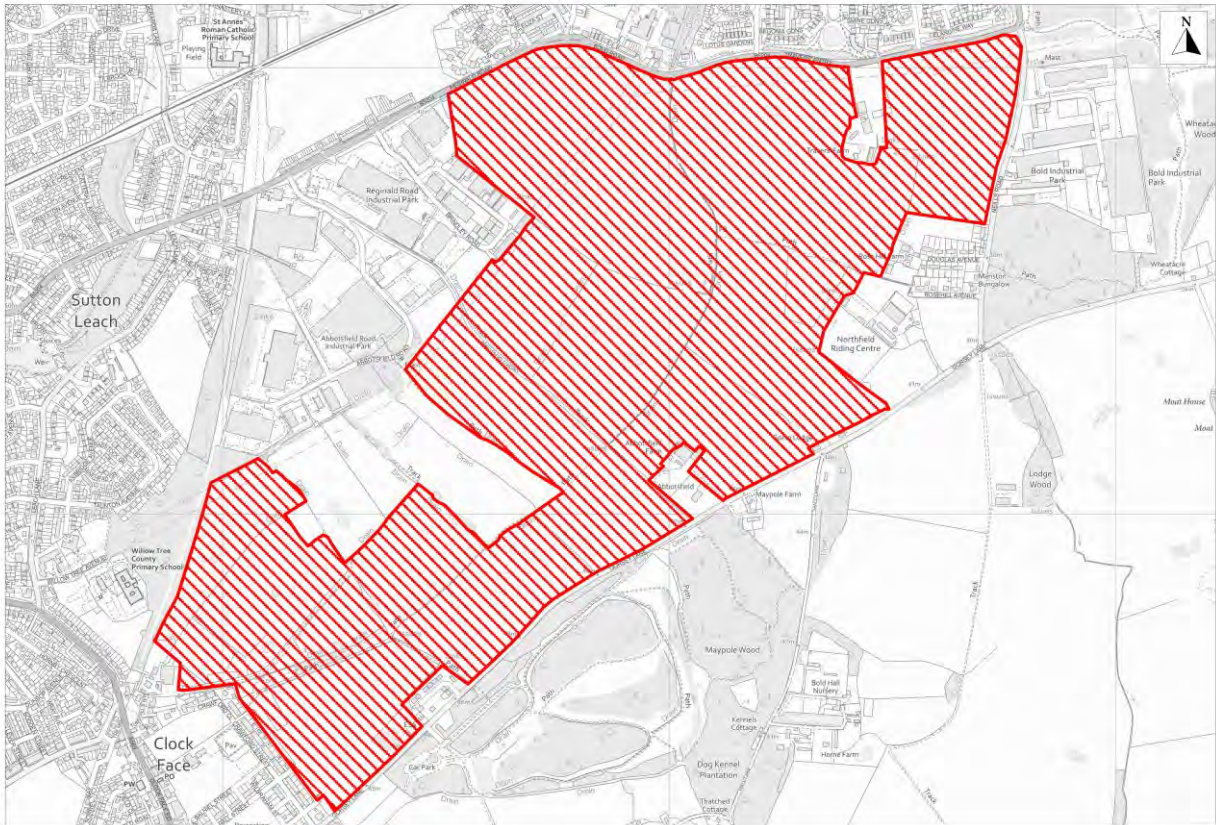
<b>LPSD Ref:</b>	<b>2HA - Land at Florida Farm (South of A580), Slag Lane, Blackbrook</b>	<b>Ward:</b>	<b>Blackbrook &amp; Haydock (area outside Green Belt)</b>
<b>Notional Capacity:</b>	<b>522 units</b>	<b>Designation:</b>	<b>Allocate</b>



### Requirements:

- Highway access should be provided via a primary access from Vicarage Road (with any necessary off-site improvements to this) and a left-in, left-out access from the A580 East Lancashire Road.
- Measures to secure suitable access to the site by walking, cycling and public transport such as: (a) the provision of segregated walking and cycling routes which must run through the site and link to nearby highways at Haydock Lane (via Slag Lane), Vicarage Road and the A580 East Lancashire Road (to the north east and north west of the site); and (b) the upgrading of existing bus stops on Vicarage Road and Clipsley Lane close to the site so that they become fully accessible (including for disabled persons).
- Provision of effective flood management measures for Clipsley Brook to reduce the risk of flooding downstream and enhance biodiversity.

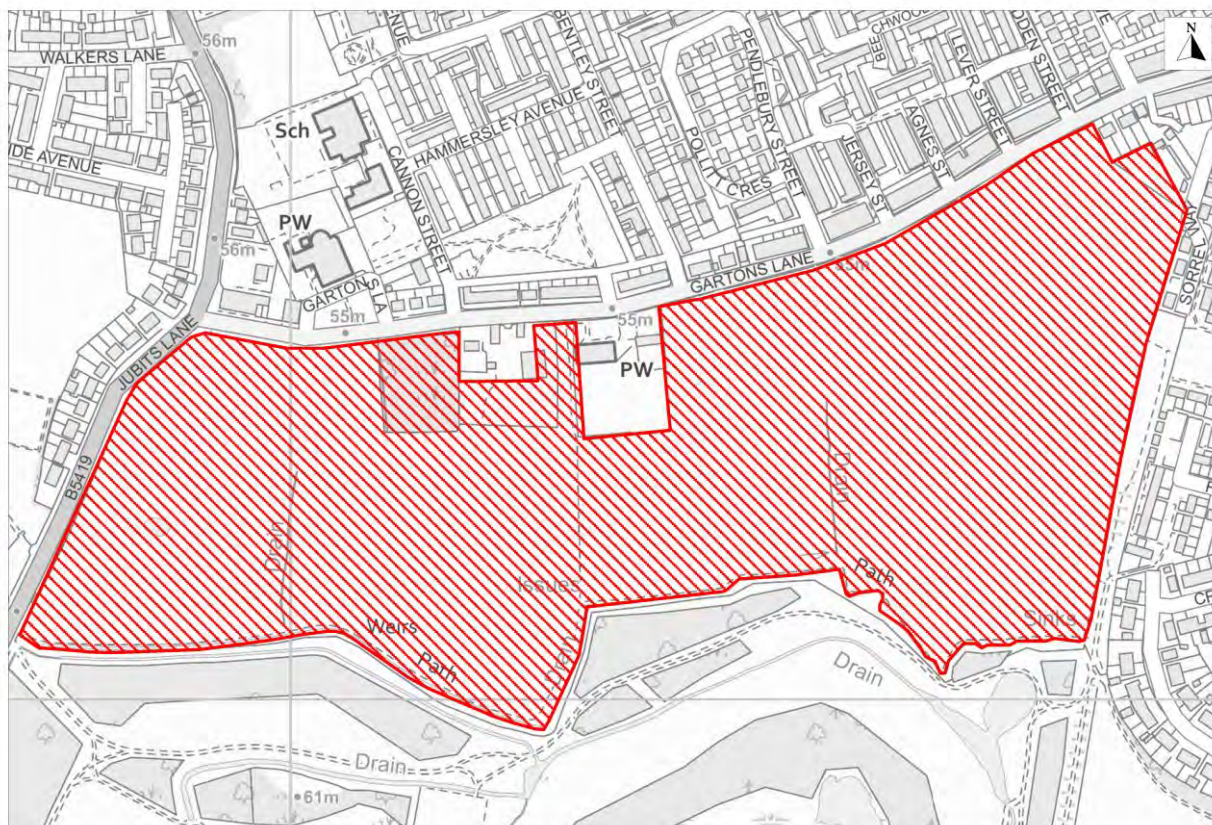
<b>LPSD Ref:</b>	<b>4HA - Land bounded by Reginald Road/Bold Road/Travers Entry/Gorseley lane/Crawford Street, Bold (Bold Forest Garden Suburb)</b>	<b>Ward:</b>	<b>Bold</b>
<b>Notional Capacity:</b>	<b>2,988 units</b>	<b>Designation:</b>	<b>Allocate</b>



**Requirements:**

- See Policy LPA11

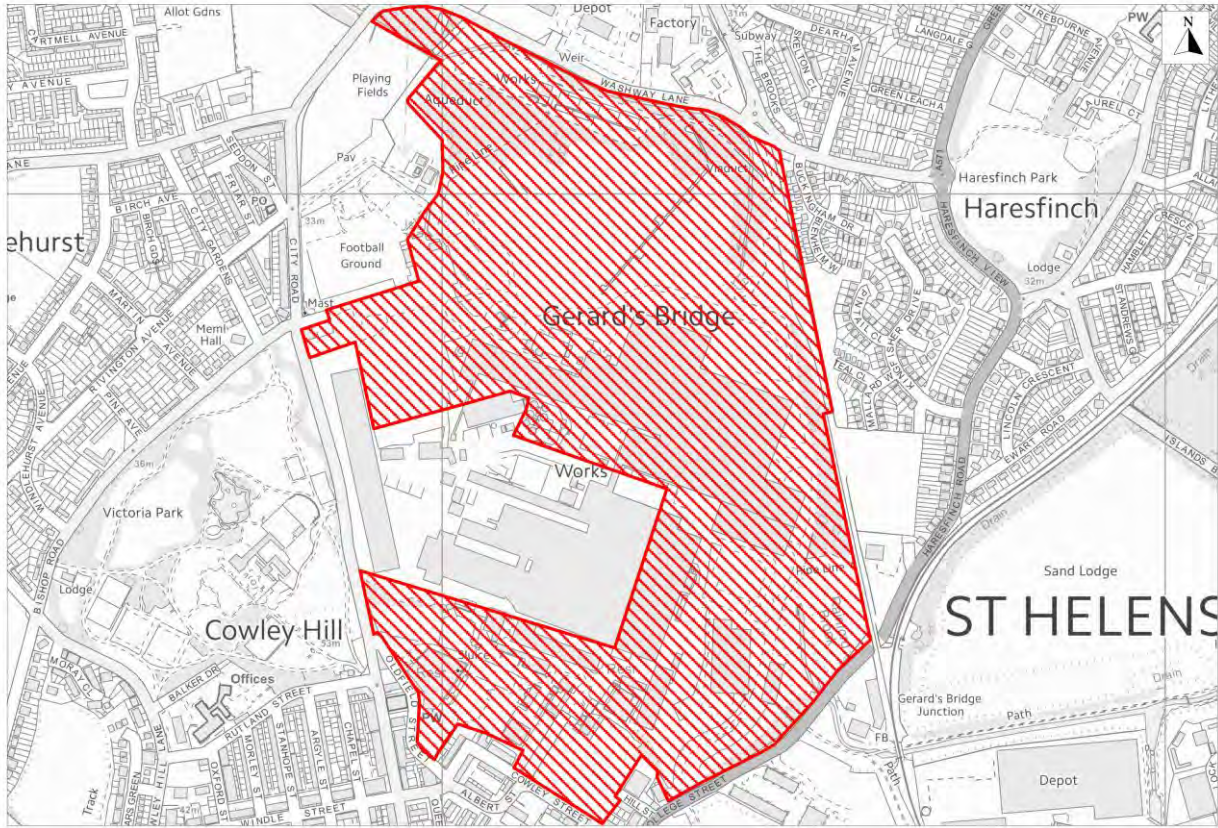
<b>LPSD Ref:</b>	<b>5HA - Land South of Gartons Lane and former St. Theresa's Social Club, Gartons Lane, Bold</b>	<b>Ward:</b>	<b>Bold</b>
<b>Notional Capacity:</b>	<b>569 units</b>	<b>Designation:</b>	<b>Allocate</b>



### Requirements:

- The master plan should preferably incorporate the former St. Teresa's Social Club site.
- Appropriate highway access should be provided via Jubits Lane and Gartons Lane, together with a suitable internal road network.
- The development should integrate well into the Bold Forest Park setting and provide satisfactory pedestrian, bridleway and cycleway access into the Forest Park.
- The developer would be expected to fund the provision of a suitable access road to the car park area in the adjacent Bold Forest Park, as well as utility service connections.
- Financial contributions for education and off-site highway works and the improvement of St Helens Junction and/or Lea Green stations may be required. These and any other requirements will be subject to further assessment at the master planning stage.

<b>LPSD Ref:</b>	<b>6HA - Land at Cowley Street, Cowley Hill, Town Centre</b>	<b>Ward:</b>	<b>Moss Bank</b>
<b>Notional Capacity:</b>	<b>816 units</b>	<b>Designation:</b>	<b>Allocate</b>



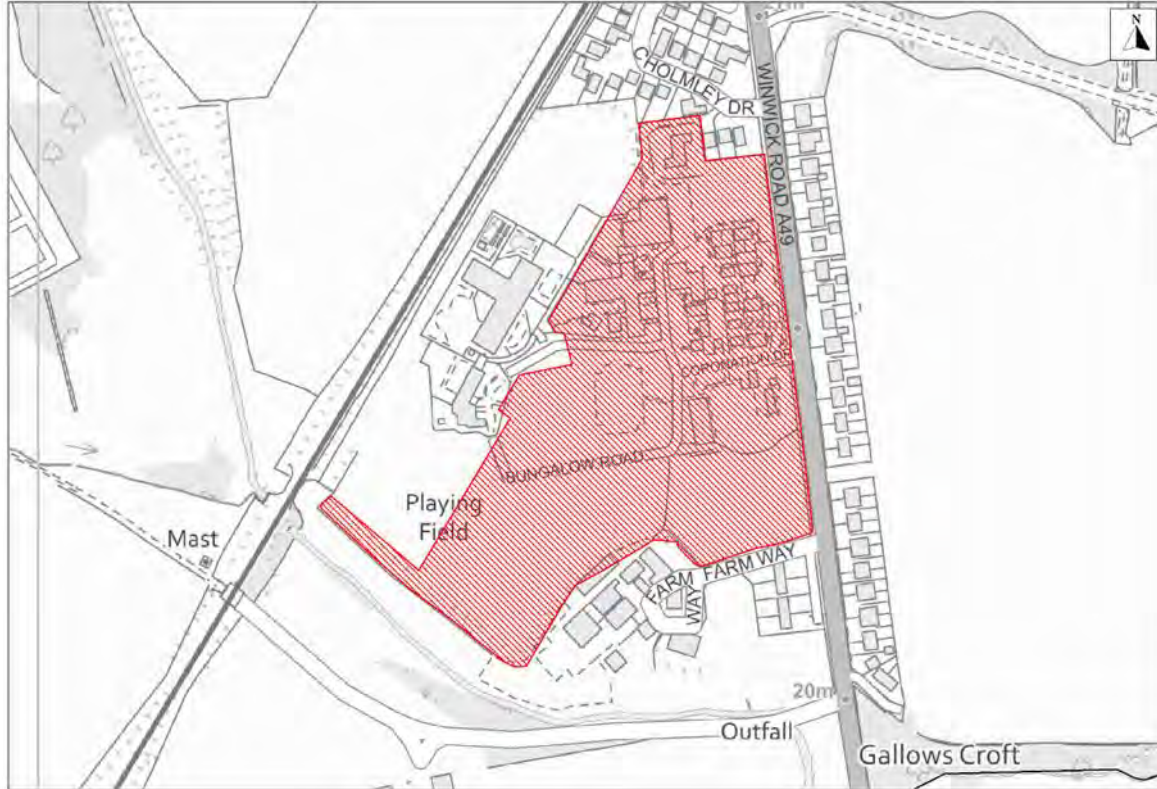
**Requirements:**

- The development must provide a permeable layout with a range of highways provided through the site with links from City Road and College Street (with any necessary off-site improvements). Any development proposal must also consider the potential to provide a new spine road providing a strategic link to the A580 East Lancashire Road
- The layout must be compatible with the provision of a bus service through the site and linking to St Helens Central rail station. New accessible bus stops should be provided through the site according to Merseytravel’s specification, so that none of the new dwellings are more than 400 metres walking distance from a bus stop.
- The internal site layout should provide a permeable network for walking and cycling, linking to adopted highway and greenway networks outside the site. As part of this, a Green corridor, incorporating the Local Wildlife Site LWS47, should be provided from

the north around the eastern boundary of the site linking the green spaces and habitats along Rainford Brook and the wider greenway network.

- Measures to 'slow the flow' and enhance biodiversity within the culvert running along the eastern boundary of the site will be required in line with Policy LPC12 'flood Risk and Water Management'.
- The development should include appropriate measures to attenuate noise from the adjacent employment use(s).
- The development area allows for the inclusion of 4ha of light industrial, offices and research and development uses (if this is not implemented this will make more land available for housing).
- Any development should address any contamination issues and/or other geo-technical issues affecting the site.
- Related to the above, site levels should be carefully considered in relation to the site layout and surrounding area.

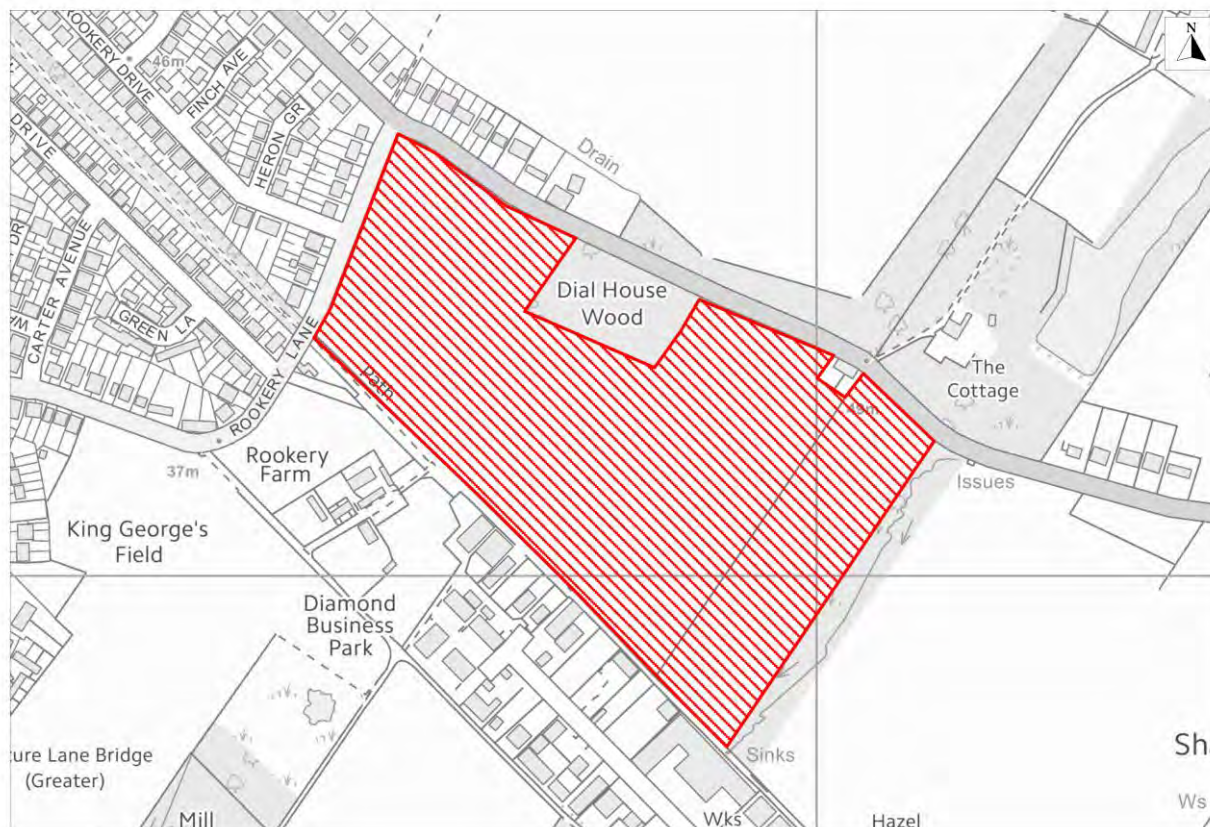
<b>LPSD Ref:</b>	<b>7HA - Land West of the A49 Mill Lane and to the East of the West Coast Mainline Railway Line, Newton-le-Willows</b>	<b>Ward:</b>	<b>Newton</b>
<b>Notional Capacity:</b>	<b>140 units</b>	<b>Designation:</b>	<b>Allocate</b>



#### Requirements:

- Safe highway access should be provided from Winnick Road (with any necessary off-site improvements).
- The internal site layout should provide a permeable network for walking and cycling, linking to the external adopted highway and greenway networks.
- Accessible bus stops should be provided adjacent to the site according to Merseytravel's specification.
- Appropriate noise attenuation measures, including buffers, should be incorporated to protect new residents from unacceptable noise levels from the adjoining railway line and adjacent farm activities.
- Provision of effective flood management measures to reduce the risk of flooding.
- Existing protected trees within the site should be given due consideration in line with Policy LPC10.

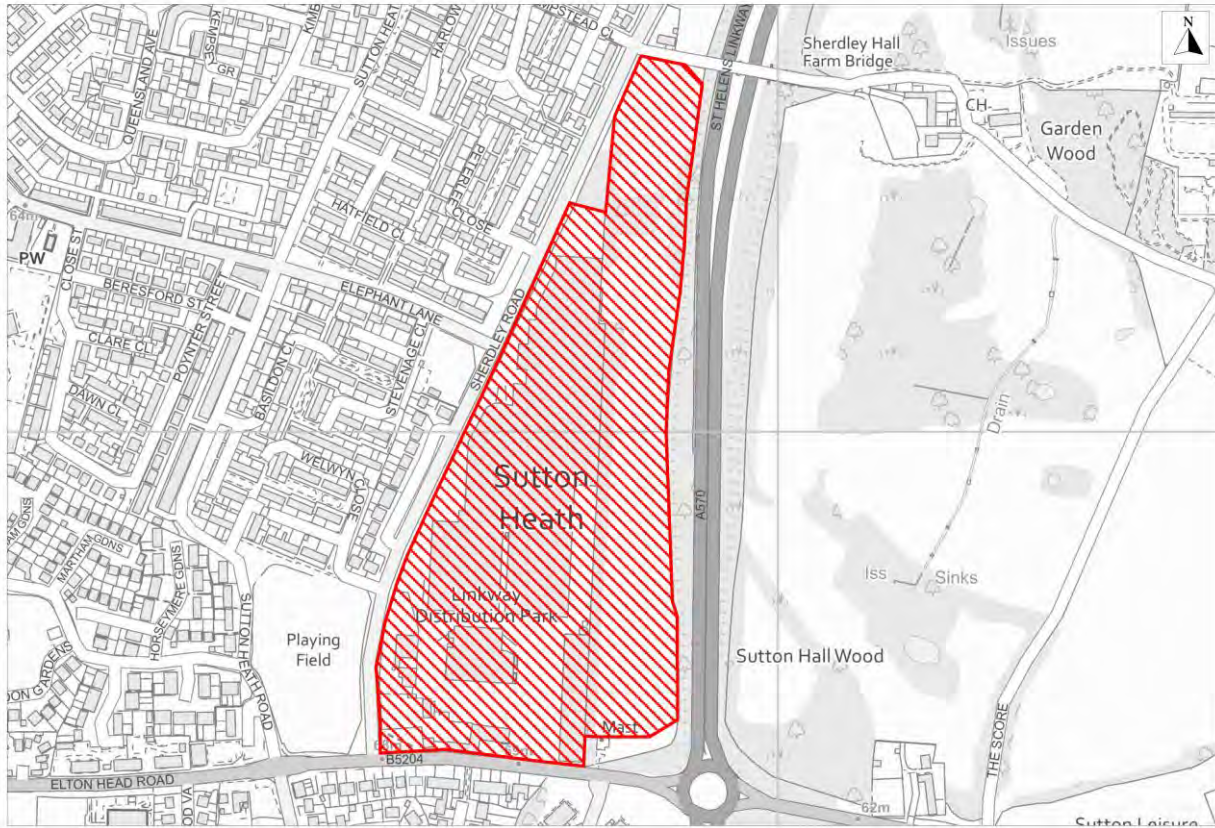
<b>LPSD Ref:</b>	<b>8HA - Land South of Higher Lane and East of Rookery Lane, Rainford</b>	<b>Ward:</b>	<b>Rainford</b>
<b>Notional Capacity:</b>	<b>259 units</b>	<b>Designation:</b>	<b>Allocate</b>



#### Requirements:

- Safe highway access should be provided from both Rookery Lane and Higher Lane (with any necessary off-site improvements).
- The internal site layout should provide a permeable network for walking and cycling, linking to the external adopted highway and greenway networks. This shall include the provision of pedestrian and cycleway access to and along Rainford Linear Park and to public right of way 831.
- Accessible bus stops should be provided adjacent to the site according to Merseytravel's specification.
- Appropriate noise attenuation measures should be incorporated to protect new residents from unacceptable noise levels from the adjoining industrial area.
- A flood attenuation feature and habitat creation (similar to existing woodland to the south-east of the site) would be required along the south-western boundary with Rainford Linear Park (minimum 25m).
- Existing protected trees within the site should be given due consideration in line with Policy LPC10.

<b>LPSD Ref:</b>	<b>9HA - Land at former Linkway Distribution Park, Elton Head Road, Thatto Heath</b>	<b>Ward:</b>	<b>Thatto Heath</b>
<b>Notional Capacity:</b>	<b>350 units</b>	<b>Designation:</b>	<b>Allocate</b>

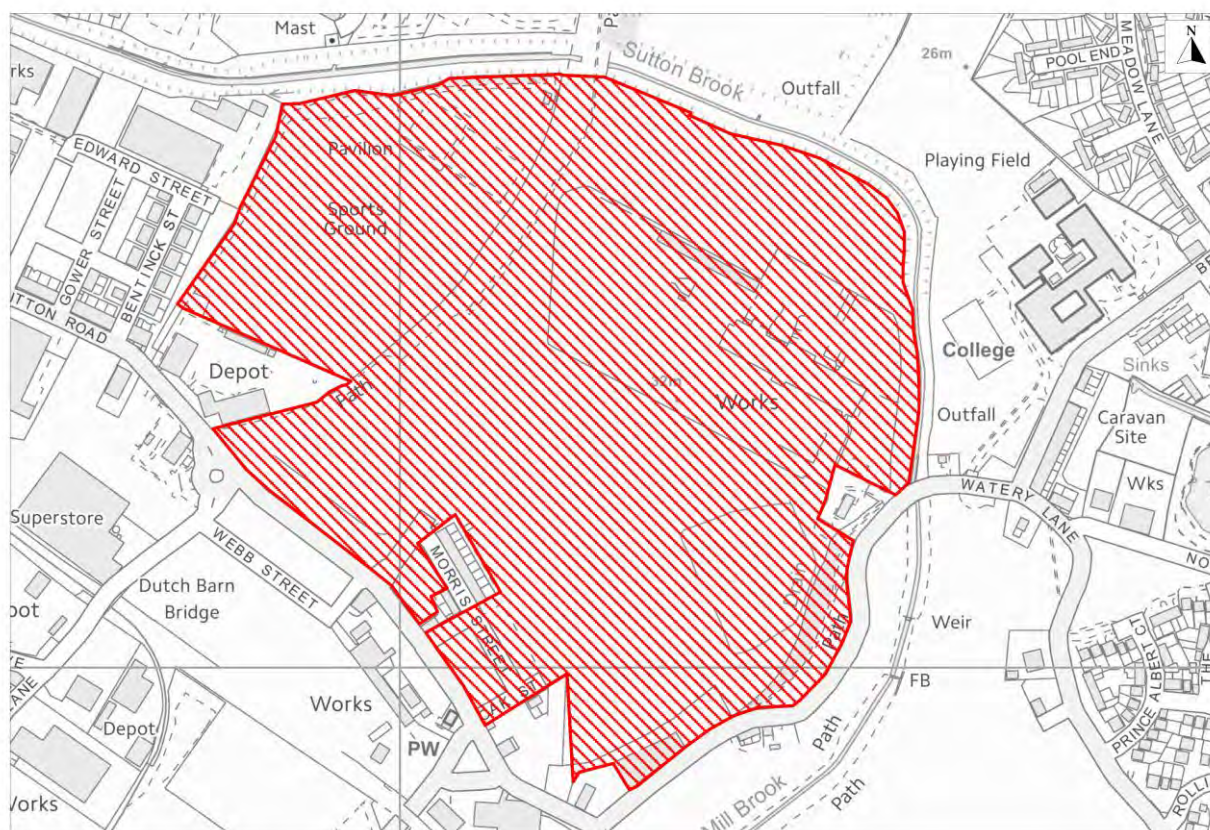


**Requirements:**

- Development should address any contamination issues and/or other geo-technical issues affecting the site.
- Existing protected trees within the site should be given due consideration in line with Policy LPC10.
- Appropriate consideration of archaeological finds prior to commencement on site must be given, including a watching brief during construction.
- Scheme required for intrusive site investigations relating for mine entry and the carry out of those works.



<b>LPSD Ref:</b>	<b>10HA – Moss Nook Urban Village, Watery Lane, Moss Nook, Sutton</b>	<b>Ward:</b>	<b>Town Centre</b>
<b>Notional Capacity:</b>	<b>802 units</b>	<b>Designation:</b>	<b>Allocate</b>



### Requirements:

- Appropriate highway access to be provided linking Sutton Road to Watery Lane (with any necessary off-site improvements).
- Off-site highway works to be undertaken, to be phased in line with the development of the site.
- The layout must be compatible with the provision of a bus service through the site. New accessible bus stops should be provided through the site according to Merseytravel's specification, so that none of the new dwellings are more than 400 metres walking distance from a bus stop.
- The internal site layout should provide a permeable network for walking and cycling, linking to adopted highway and greenway networks outside the site. This shall include the provision of links to and along the Sutton Brook greenway.

- The implementation of any other measures necessary to promote sustainable transport or other infrastructure provision, in accordance with policies LPA06 and LPA07.
- Appropriate site remediation should be undertaken along with resolution of any geo-technical issues.
- Any loss of existing playing fields must include replacement provision of an equal (or improved) quantity and quality.
- Playing pitches within the site must be suitably replaced off-site before they are lost as part of the development.
- Appropriate noise mitigation measures may be required in relation to industrial land uses close to the site.
- Provision of a small commercial/retail area close to the junction with Sutton Road

(NB planning permission P/2003/1574 was granted for mainly residential development on 18 July 2007; Permission P/2011/0058 to – in summary – vary conditions on the scheme was granted on 22 May 2017).

## **Appendix 6: Site Profiles - Allocated Gypsy and Traveller Sites**

LPSD Ref:	GTA01 - Gypsy and Traveller Permanent Provision	Ward:	Thatto Heath
Notional Capacity:	8 pitches	Designation:	Allocate



LPSD Ref:	GTA02 – Gypsy and Traveller Transit Site	Ward:	Thatto Heath
Notional Capacity:	3 pitches	Designation:	Allocate



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## **Appendix 7: Site Profiles – Safeguarded Employment and Housing Sites**

**[Please note: the sites listed in this appendix are not allocated for development within the Plan period. The requirements set out for each site in this appendix are in addition to any others that may apply to a future development proposal at the time e.g., in relation to infrastructure provision]**

<b>LPSD Ref:</b>	<b>1ES - Land North of M62 and South of Gorse Lane, Bold</b>	<b>Ward:</b>	<b>Bold</b>
<b>Notional Capacity:</b>	<b>29.98ha</b>	<b>Designation:</b>	<b>Safeguard</b>

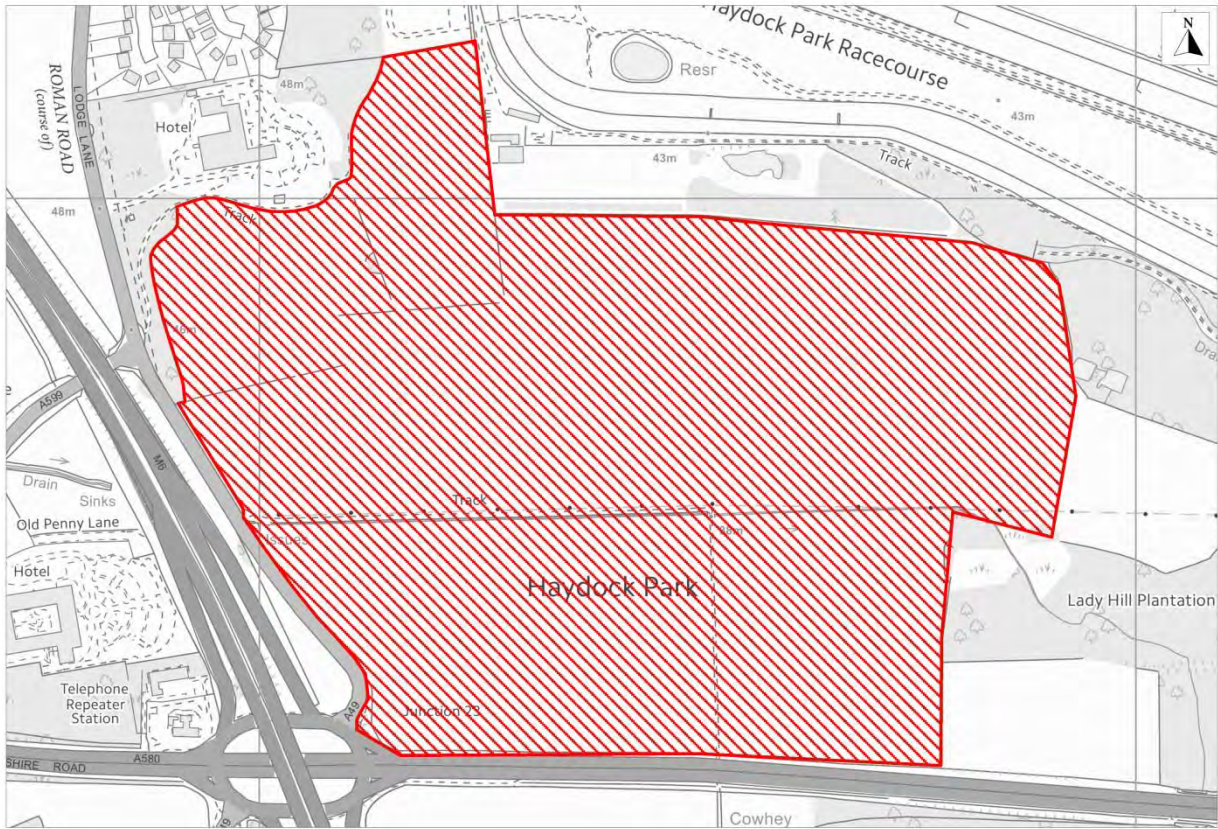


**Requirements:**

- Appropriate highway access via the existing Omega North Western extension development.
- Implementation of any measures required to mitigate impacts on the M62 (Junction 8) or other parts of the highway network.
- Measures to secure suitable access to the site by walking, cycling and public transport and other sustainable modes from residential areas in St Helens and Warrington.



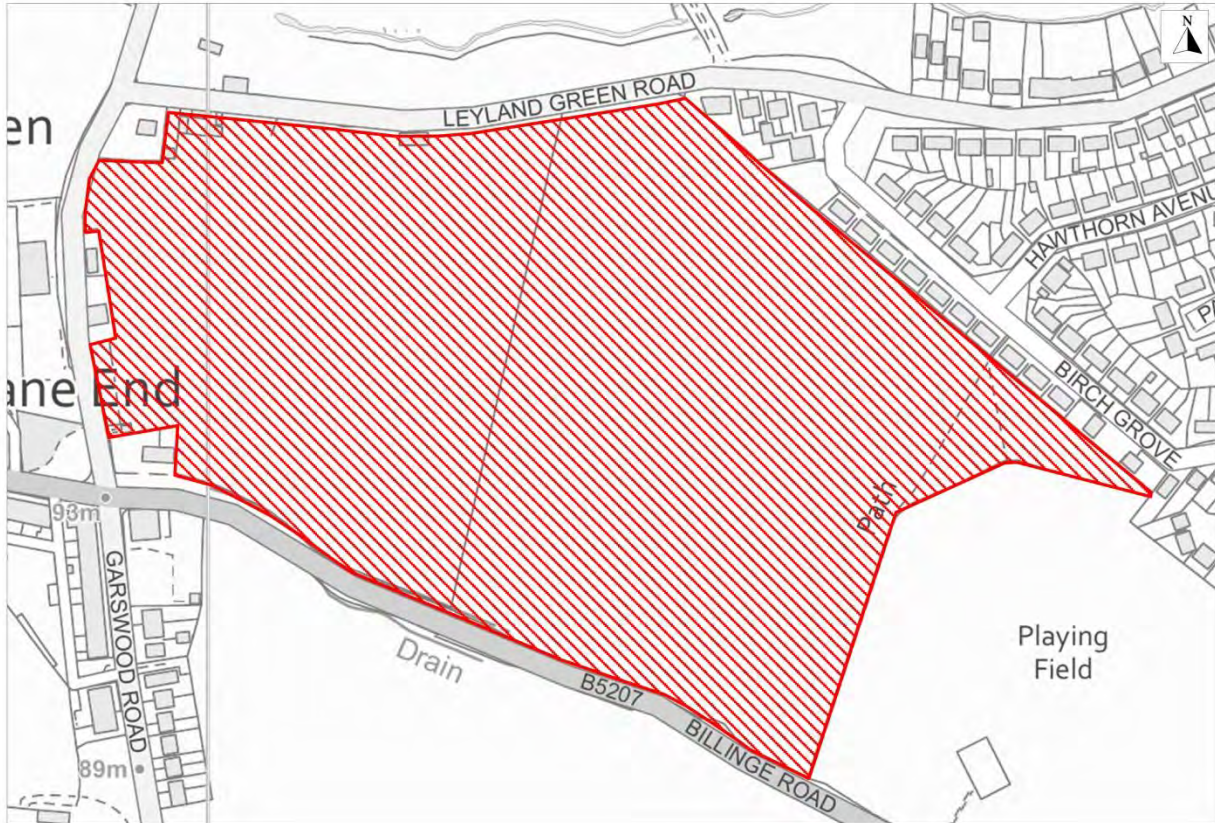
<b>LPSD Ref:</b>	<b>2ES - Land to the East of M6 Junction 23 (South of Haydock racecourse), Haydock</b>	<b>Ward:</b>	<b>Haydock</b>
<b>Notional Capacity:</b>	<b>42.31ha</b>	<b>Designation:</b>	<b>Safeguard</b>



### Requirements:

- Appropriate highway access should be provided via the A580 (East Lancashire Road).
- Developers must liaise with Highways England and St Helens Borough Council to identify and deliver any enhancement work required to M6 Junction 23 to mitigate any impacts from the proposed development.
- Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes from residential areas in St Helens, Wigan, and Warrington.
- Appropriate landscape mitigation measures must be provided to ensure landscape harm is minimised to an acceptable degree.

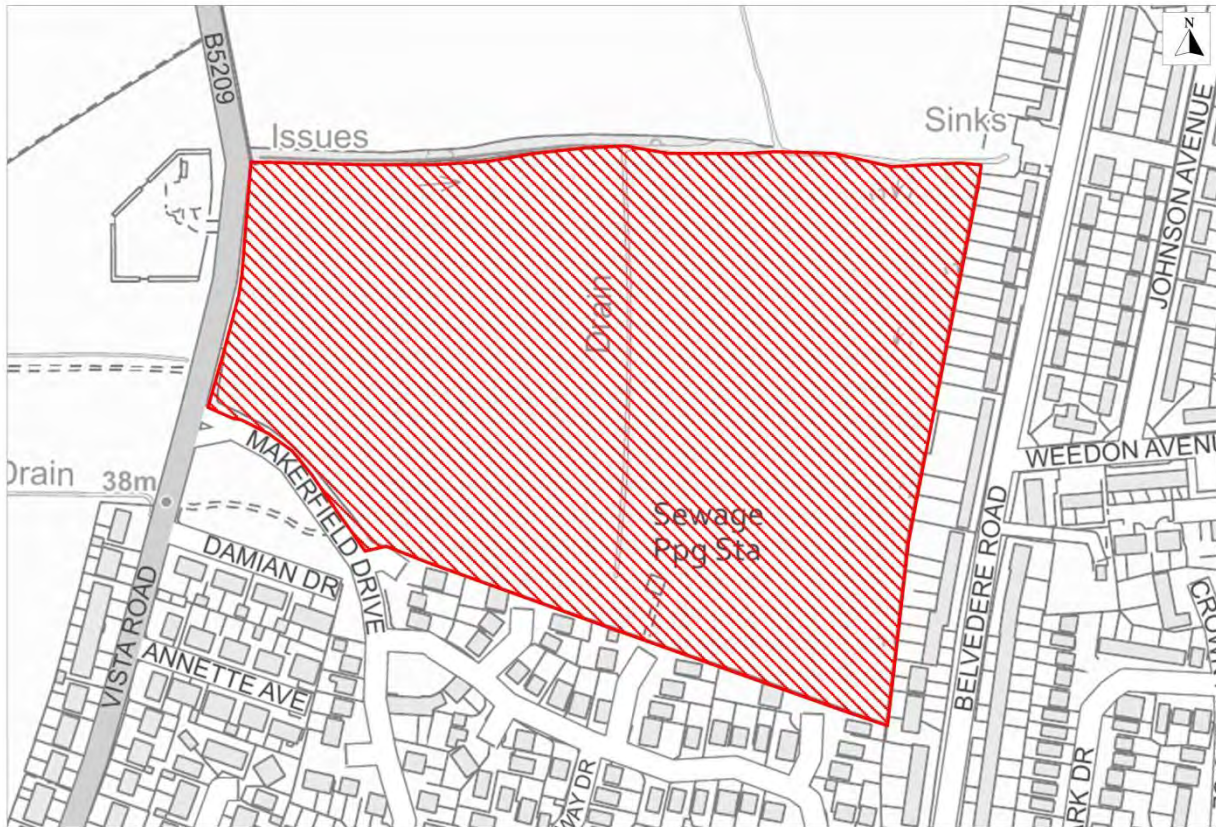
<b>LPSD Ref:</b>	<b>1HS - Land South of Leyland Green Road, North of Billinge Road and East of Garswood Road, Garswood</b>	<b>Ward:</b>	<b>Billinge &amp; Seneley Green</b>
<b>Notional Capacity:</b>	<b>291 units</b>	<b>Designation:</b>	<b>Safeguard</b>



**Requirements:**

- Safe highway access should be provided from Leyland Green Road and Billinge Road (with any necessary off-site improvements).
- Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.
- Provision of effective flood management measures to reduce the risk of flooding.
- The ground conditions are unknown, although historic mineshafts are recorded within the sub-parcel, so further investigation is required.

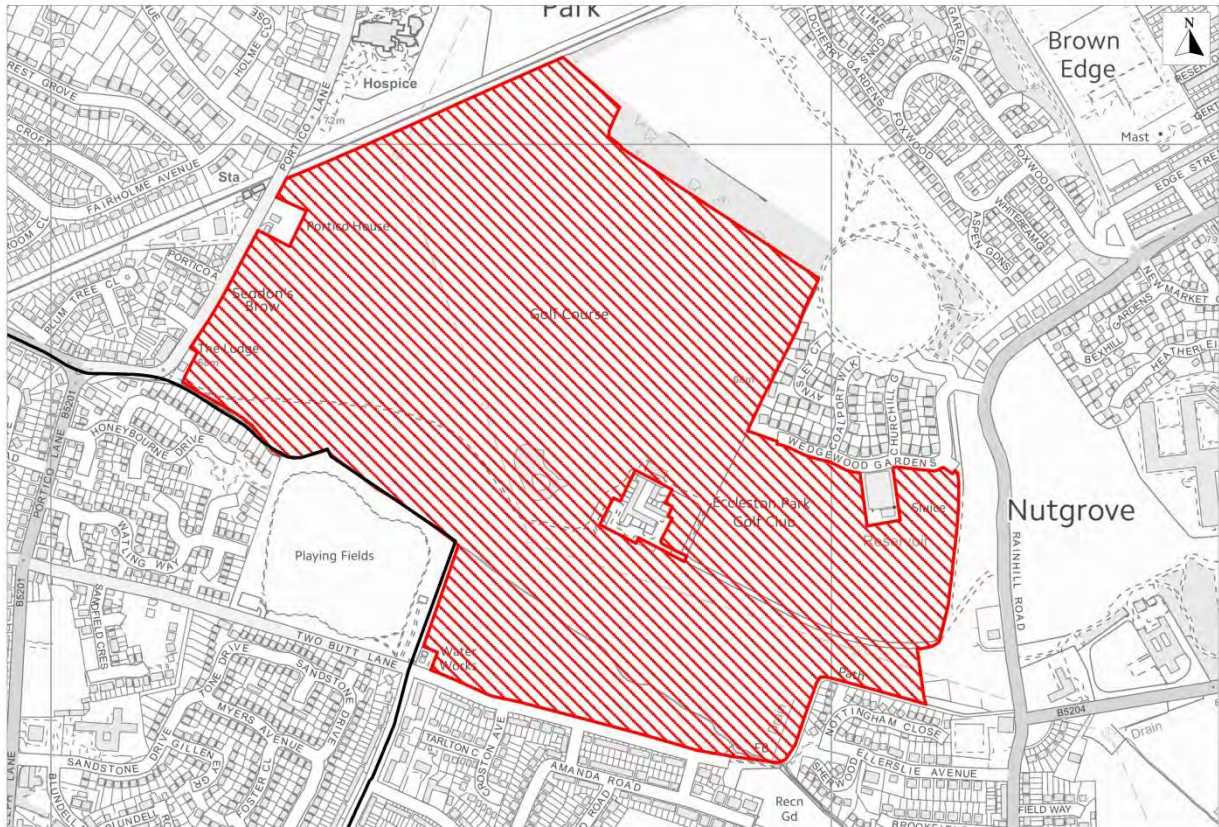
<b>LPSD Ref:</b>	<b>2HS - Land between Vista Road and Belvedere Road, Earlestown</b>	<b>Ward:</b>	<b>Earlestown</b>
<b>Notional Capacity:</b>	<b>178 units</b>	<b>Designation:</b>	<b>Safeguard</b>



#### Requirements:

- Safe highway access can be gained from Vista Road and Makerfield Drive.
- Implementation of any measures required to mitigate impacts on the M6 (Junction 23) or other parts of the highway network.
- Provision of effective flood management measures to reduce the risk of flooding with due consideration to be given to the existing UU pumping station.
- Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.

<b>LPSD Ref:</b>	<b>3HS – Former Eccleston Park Golf Club, Rainhill Road, Eccleston</b>	<b>Ward:</b>	<b>Eccleston</b>
<b>Notional Capacity:</b>	<b>956 units</b>	<b>Designation:</b>	<b>Safeguard</b>

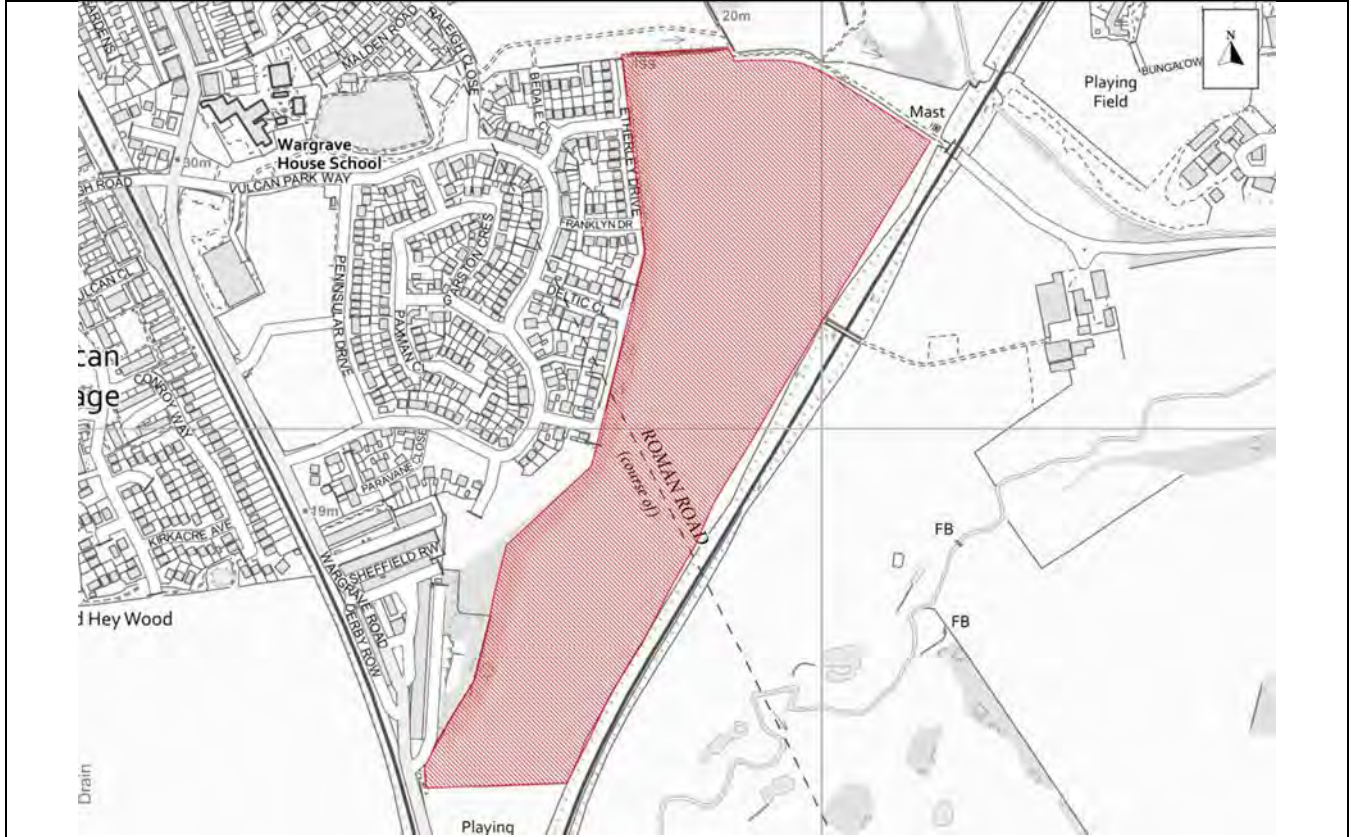


### Requirements:

- Appropriate highway access should be provided via a primary access from the B5413 Rainhill Road and secondary access at Portico Lane together with a suitable internal road network.
- The layout and design of the development should make suitable provision for a bus service to access the primary access road and consider feasibility of a bus through-route from Portico Lane to Rainhill Road.
- Safe pedestrian and cycle access should be provided to Eccleston Park Station.
- Consideration should be given to the potential for park and ride facilities.
- Any access to the site from Two Butt Lane must, at most, serve only a limited number of properties and be agreed by Knowsley Council as the Highways Authority.

- Ensure that the design and layout mitigates and minimises impacts on the existing road network, including the Rainhill Road/Warrington Road junction and other junctions in the area.
- The sandstone wall on the Rainhill Road frontage should be reclaimed and rebuilt once the access road is constructed.
- The developer should liaise with the Lead Local Flood Authority in the design of a suitable and ecologically friendly flood management solution for the on-site open watercourse. The development should incorporate measures to “slow the flow” to reduce the risk of flooding downstream and enhance biodiversity.
- Any other measures needed to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.

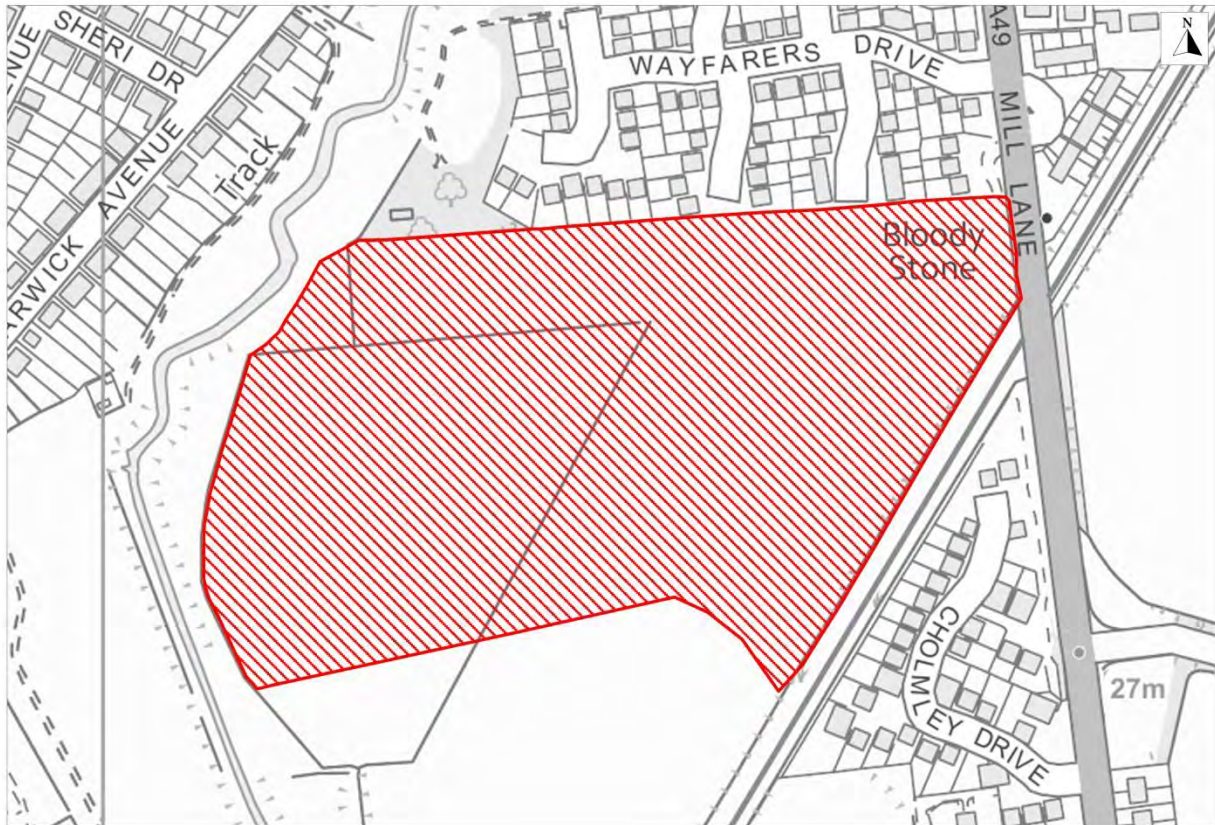
<b>LPSD Ref:</b>	<b>4HS - Land East of Newlands Grange (former Vulcan works) and West of West Coast mainline, Newton-le-Willows</b>	<b>Ward:</b>	<b>Newton</b>
<b>Notional Capacity:</b>	<b>355 units</b>	<b>Designation:</b>	<b>Safeguard</b>



**Requirements:**

- Safe highway access should be provided from the existing development to the west of the site (with any necessary off-site improvements).
- Appropriate noise attenuation measures, including buffers, should be incorporated to protect new residents from unacceptable noise levels from the adjoining railway line.
- Significant landscaping will be required to the south of the site to provide an appropriate buffer with the adjacent Vulcan Village Conservation Area.
- Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.

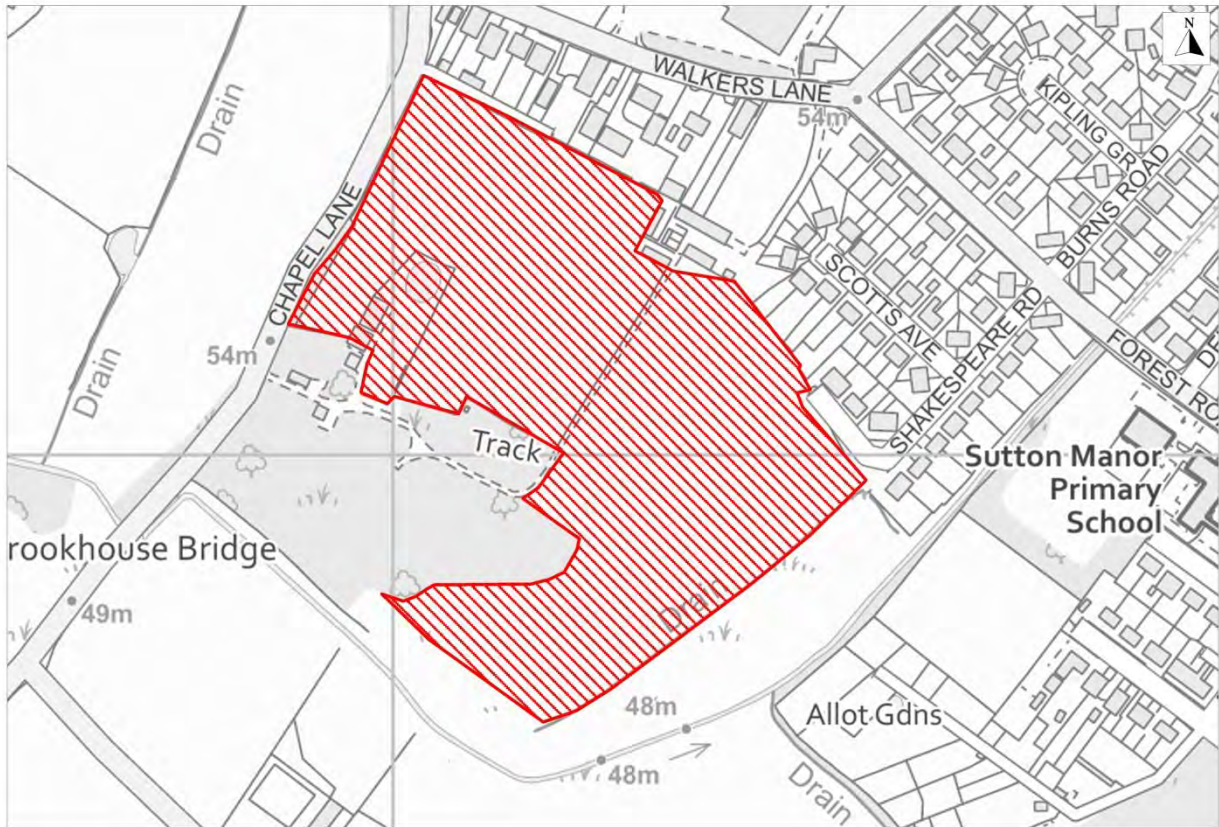
<b>LPSD Ref:</b>	<b>5HS - Land West of Winwick Road and East of Wayfarers Drive, Newton-le-Willows</b>	<b>Ward:</b>	<b>Newton</b>
<b>Notional Capacity:</b>	<b>191 units</b>	<b>Designation:</b>	<b>Safeguard</b>



#### Requirements:

- Safe highway access should be provided from the A49 (Mill Lane), (with any necessary off-site improvements).
- Appropriate noise attenuation measures, including buffers, should be incorporated to protect new residents from unacceptable noise levels from the adjoining railway line.
- Provision of effective flood management measures to reduce the risk of flooding.
- Appropriate buffers should be provided from the proposed site and adjoining LWS.
- Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.

<b>LPSD Ref:</b>	<b>6HS - Land East of Chapel Lane and South of Walkers Lane, Sutton Manor</b>	<b>Ward:</b>	<b>Thatto Heath</b>
<b>Notional Capacity:</b>	<b>113 units</b>	<b>Designation:</b>	<b>Safeguard</b>

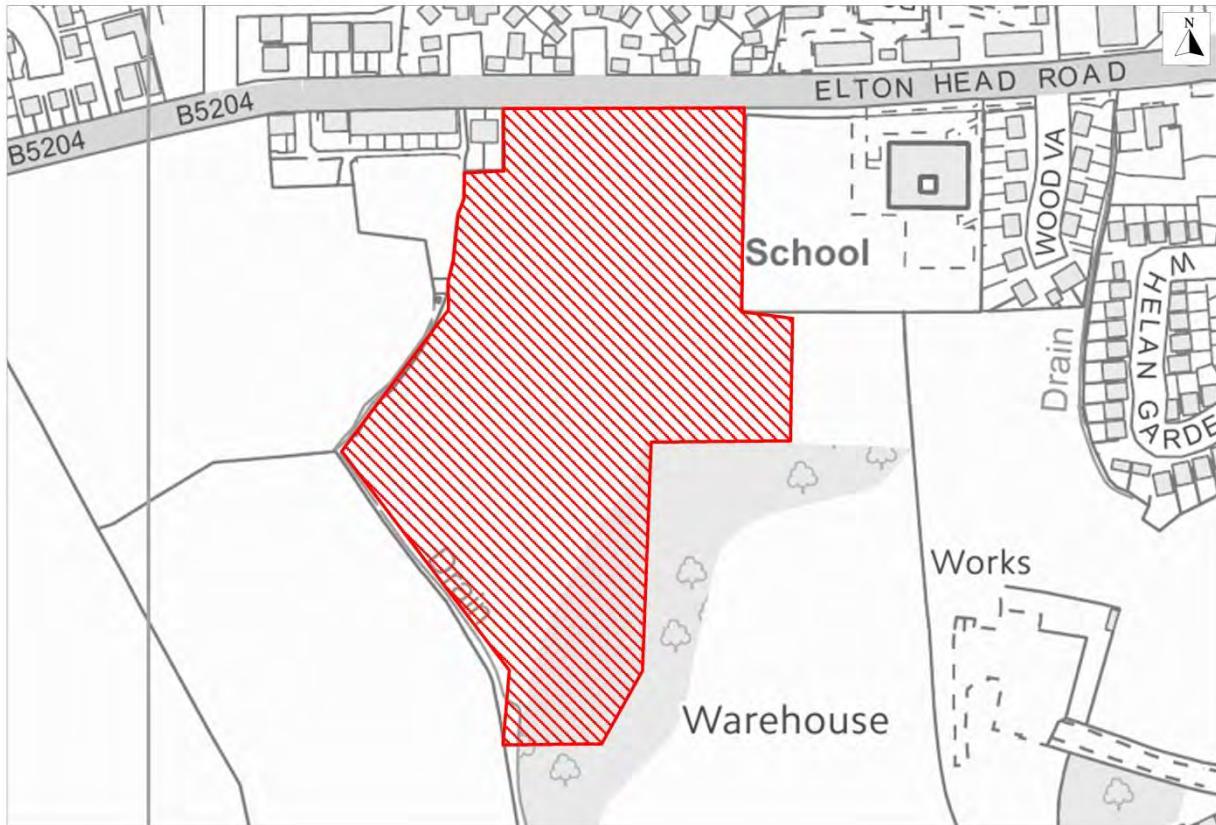


#### Requirements:

- Safe highway access can be provided from Chapel Lane and Shakespeare Road, (with any necessary off-site improvements).
- Provision of effective flood management measures to reduce the risk of flooding.
- Appropriate buffers should be provided from the proposed site and adjacent woodland and LWS (Pendlebury Brook).
- Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.



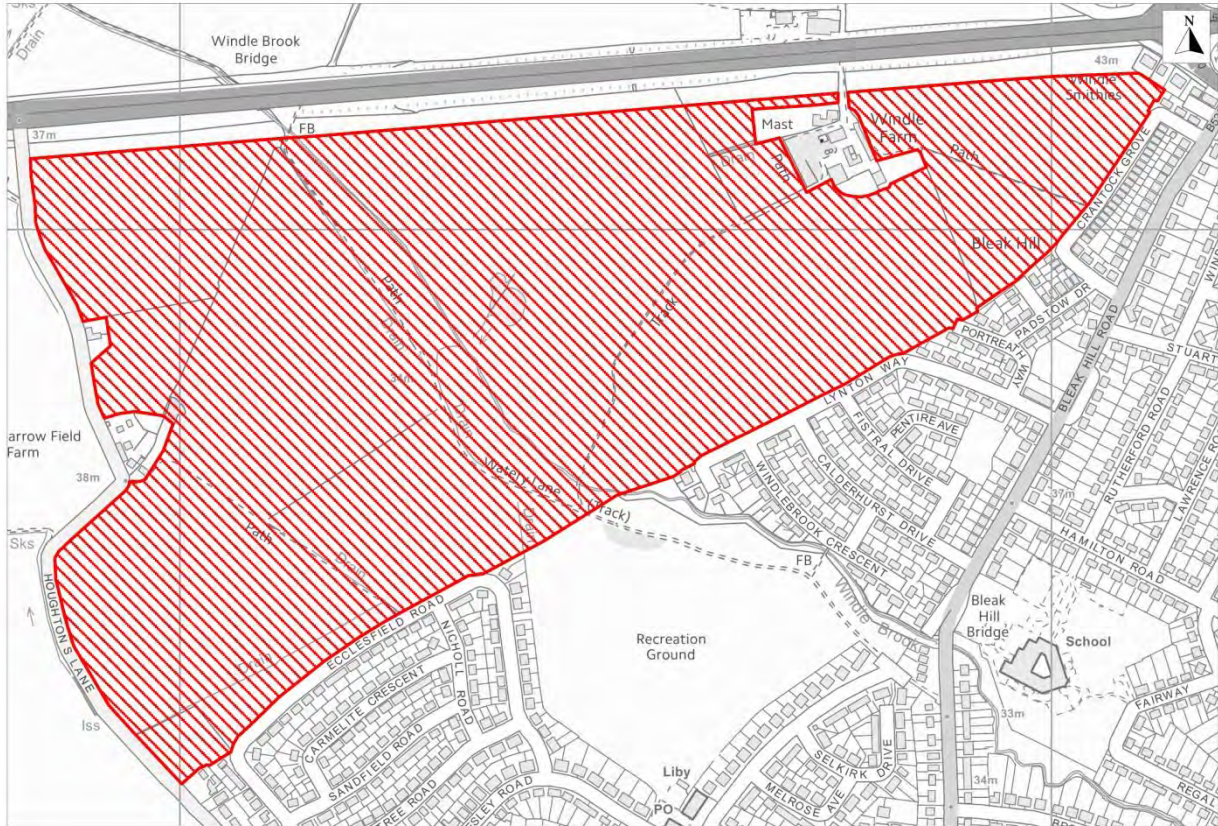
<b>LPSD Ref:</b>	<b>7HS - Land South of Elton Head Road (adjacent to St. John Vianney Catholic Primary School), Thatto Heath</b>	<b>Ward:</b>	<b>Thatto Heath</b>
<b>Notional Capacity:</b>	<b>84 units</b>	<b>Designation:</b>	<b>Safeguard</b>



#### Requirements:

- Safe highway access can be provided from Elton Head Road (with any necessary off-site improvements).
- Provision of effective flood management measures to reduce the risk of flooding.
- Appropriate buffers should be provided from the proposed site and adjoining saltmarsh area.
- Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.

<b>LPSD Ref:</b>	<b>8HS - Land South of A580 between Houghtons Lane and Crantock Grove, Windle</b>	<b>Ward:</b>	<b>Windle</b>
<b>Notional Capacity:</b>	<b>1,027 units</b>	<b>Designation:</b>	<b>Safeguard</b>



**Requirements:**

- Appropriate highway access should be provided via a new access from the A580 East Lancashire Road at Houghton's Lane junction (or suitable alternative) during initial phases of development, to link into a new primary access road into the site and a pedestrian and cycle access through to adjacent roads together with a suitable internal road network.
- The design and layout should mitigate and minimise impacts on the existing road network, including cul-de-sacs adjoining the site and the junction of Rainford Road/Bleak Hill Road.
- Houghton's Lane should be diverted and upgraded.
- The developer must ensure that the design and layout makes suitable provision for a bus service to access the primary access road.

- The developer should liaise with the Lead Local Flood Authority in the design of a suitable and ecologically friendly flood management solution for Windle Brook. The development should incorporate measures to “slow the flow” to reduce the risk of flooding downstream and enhance biodiversity.
- Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.

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## **Appendix 8: Sites of Biodiversity and Geodiversity Importance**

**Local Wildlife Sites**

(NB Sites LWS 29,40,78 and 82 have been deleted)

<b>Site reference number</b>	<b>Local Wildlife Site</b>	<b>Ward</b>
LWS1	Rainford Brook	Rainford
LWS2	Bawdy Brook	Rainford
LWS3	Ponds, east of Birch Wood	Rainford
LWS4	Downham Walk, pond and marsh	Billinge and Seneley Green
LWS5	Sidings Lane, Rainford	Rainford
LWS6	Shaley Brow, Billinge	Rainford
LWS7	Nursery Plantation	Rainford
LWS8	Randles Brook	Rainford
LWS9	Holiday Moss, Rainford	Rainford
LWS10	Shaley Brow, Brownlow	Rainford
LWS11	Billinge Beacon	Billinge and Seneley Green
LWS12	Camholes Wood	Rainford
LWS13	Wooded Valley at Billinge	Billinge and Seneley Green
LWS14	Ashgrove Farm, wood	Billinge and Seneley Green
LWS15	King's Moss Plantation	Rainford
LWS16	Barton Clough, Billinge	Billinge and Seneley Green
LWS17	Disused Depot Rainford	Rainford
LWS18	Twelve Yarder Pits, Pond and Wood	Billinge and Seneley Green
LWS 19	Mine Spoil, West of Weathercock Hill	Billinge and Seneley Green

Site reference number	Local Wildlife Site	Ward
LWS 20	Birchley Wood	Billinge and Seneley Green
LWS 21	Rainford Old Delph & Crank Caverns	Rainford
LWS 22	Fir Wood	Moss Bank
LWS 23	Black Brook, Kings Moss	Billinge and Seneley Green
LWS 24	Brown Birches	Rainford
LWS 25	Hill Top Farm Woodland	Rainford
LWS26	Small Wood, North-East of Fenny Bank	Moss Bank
LWS 27	Goyt Hey Wood	Billinge and Seneley Green
LWS 28	Hollins Hey Woods	Billinge and Seneley Green
LWS 30	Plantation Copse and Ponds, Haydock	Haydock
LWS 31	Haydock Cross	Haydock
LWS 32	Mossborough Moss woodland and land	Rainford
LWS 33	Moss Plantation	Rainford
LWS 34	Carr Mill Dam	Billinge and Seneley Green
LWS 35	Woodland beside Old Garswood Railway	Haydock
LWS 36	Clinkham Wood	Moss Bank
LWS 37	Brook Wood	Rainford
LWS 38	Haydock Park Woods	Haydock
LWS 39	Windle Park Wood	Rainford
LWS 41	Emma Wood	Rainford
LWS 42	Windlehurst Sedgemarsh	Moss Bank
LWS 43	Glasshouse Close Wood	Blackbrook
LWS 44	Fox Covert, including Cow Hey Dam	Haydock

Site reference number	Local Wildlife Site	Ward
LWS 45	Stanley Bank Meadow, Ponds and Wood	Blackbrook
LWS 46	Wicken Hedge and Ellams Brook	Haydock
LWS 47	Pilkington's Glass Factory Grounds	Moss Bank
LWS 48	Cambourne Avenue Pond	Moss Bank
LWS 49	Windlehurst Quarry	Windle
LWS 50	Windle Brook	Eccleston
LWS 51	Ellams Brook	Haydock
LWS 52	Wood Pit Covert	Haydock
LWS 53	Islands Brow Burgy	Moss Bank
LWS 54	St. Helens Canal	Blackbrook
LWS 55	Haresfinch Bank	Moss Bank
LWS 56	St. Helens Canal, South of Haresfinch Burgy	Town Centre
LWS 57	Parr Hall Millennium Green	Blackbrook
LWS 58	Grassland, west of Wagon Lane	Blackbrook
LWS 59	Castle Hill	Newton-le-Willows
LWS 60	Wood Pit Tip, Grassland	Haydock
LWS 61	Cloghe Wood and Grassland	Haydock
LWS 62	Lyme Pit Tip	Haydock
LWS 63	Mill Brook 04	Eccleston
LWS 64	St. Helens Canal, Broad Oak Basin and Frog Hall	Parr
LWS 65	Ashton's Green Reclaimed tip (Southport St Open Space)	Parr
LWS 66	Havannah Flash	Haydock
LWS 67	Newton Lake and Southern Woodland	Newton-le-Willows
LWS 68	Mill Brook	Eccleston
LWS 69	Crow Lane Copse	Earlestown



Site reference number	Local Wildlife Site	Ward
LWS 70	Mill Wood, Eccleston	Eccleston
LWS 71	Willow Park	Newton-le-Willows
LWS72	Collingwood Road Openspace	Earlestown
LWS 73	Mesnes Park and Stream	Newton-le-Willows
LWS 74	Newton Common and Pond	Earlestown
LWS 75	Sankey Brook	Earlestown
LWS 76	Eccleston Top Dam	Eccleston
LWS 77	Leg O' Mutton Dam and Woodland	West Park
LWS 79	The Dingle, Newton	Earlestown
LWS 80	Gillars Green Wood	Eccleston
LWS 81	Old Joan's Plantation	Eccleston
LWS 83	Grassland South of Towpath, Sankey Valley Park	Earlestown
LWS 84	Eccleston Mere	Eccleston
LWS 85	Red Brow Wood	Earlestown
LWS 86	Newton Brook 05	Newton-le-Willows
LWS 87	Eccleston Golf Course, West Ponds	Eccleston
LWS 88	Mucky Mountains	Earlestown
LWS 89	Woodland East of Wargrave Road	Newton-le-Willows
LWS 90	Grassland by Parr Flat	Parr
LWS 91	Parr Flat	Parr
LWS 92	Ravenhead Ponds	Town Centre
LWS 93	Old Hey Wood	Newton-le-Willows
LWS 94	Sales Wood / Gorse Plantation	Eccleston
LWS 95	Alexandra Colliery	West Park
LWS 96	Colliers Moss Common Local Nature Reserve	Parr

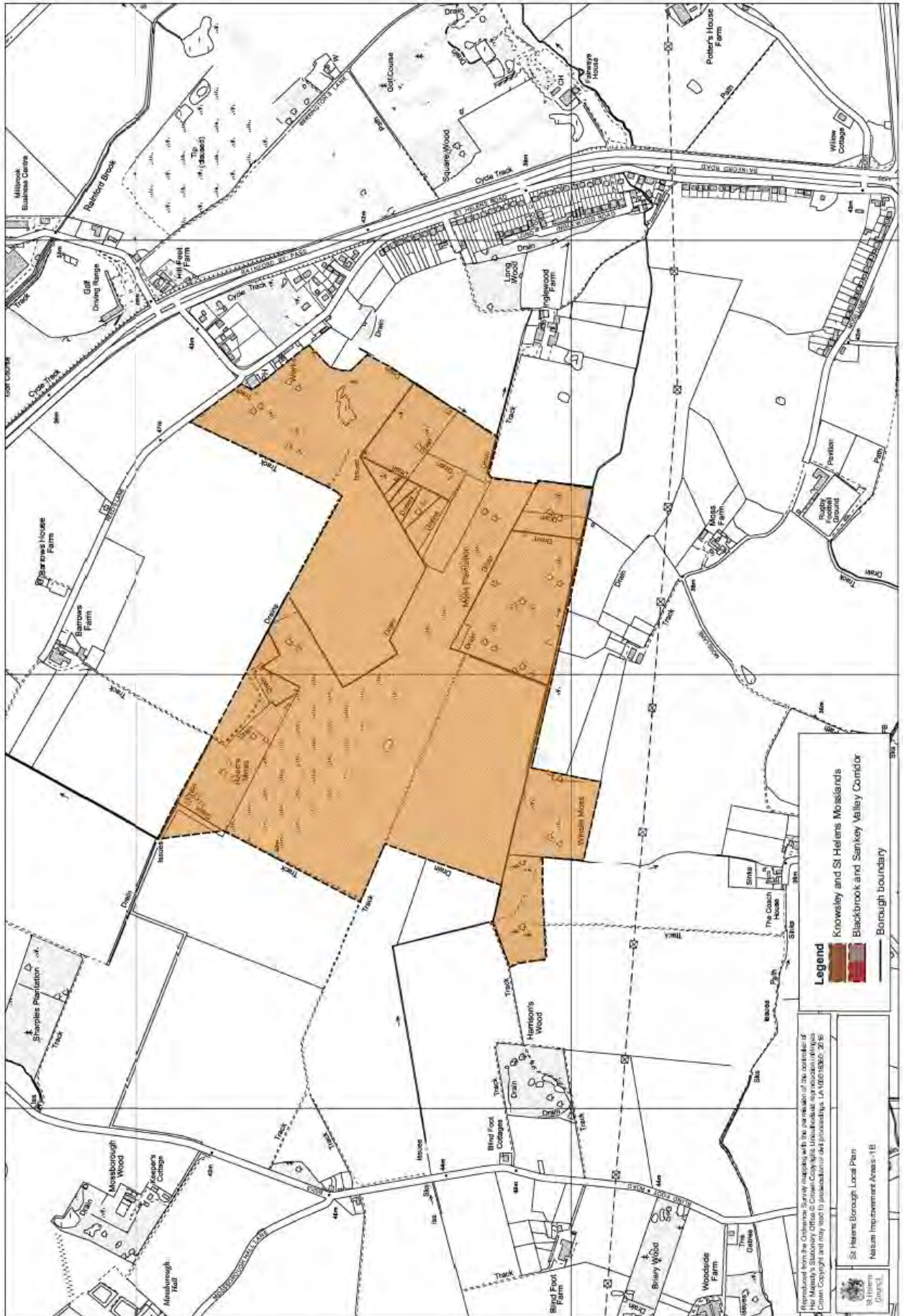
<b>Site reference number</b>	<b>Local Wildlife Site</b>	<b>Ward</b>
LWS 97	Gallows Croft	Newton-le-Willows
LWS 98	Thatto Heath Dam	West Park
LWS 99	Prescot Reservoirs Nos 3 & 4	Eccleston
LWS 100	Thatto Heath Meadow	Thatto Heath
LWS 101	Sutton Brook	Parr
LWS 102	Sherdley Park and Golf Course	Thatto Heath
LWS 103	Newton Brook 05	Newton-le-Willows
LWS 104	Land, West of Gerrards Lane	Sutton
LWS 105	Rough Grassland around Sutton Dam Stream	Sutton
LWS 106	Reeve Court Woodland (Former Rainhill Hospital)	Thatto Heath
LWS 107	Sutton Mill Dam	Sutton
LWS 108	Field, North of Gorse Lane/ Tunstalls Farm	Bold
LWS 109	Ansdell's Wood	Bold
LWS 110	Old Mineral Line, Lea Green	Bold
LWS 111	Dog Kennel Plantation	Bold
LWS 112	Pendlebury Brook	Rainhill
LWS 113	Parrens Covert	Rainhill
LWS 114	Booth's Wood	Bold
LWS 115	Blundell Hills Golf Course	Rainhill
LWS 116	The Rough, Woodland	Rainhill
LWS 117	Whittle Brook	Bold
LWS 118	Mersey Valley Golf Course	Bold
LWS 119	Clock Face Colliery Country Park pond	Bold
LWS 120	Sutton Manor	Bold

**Local Geological Sites**

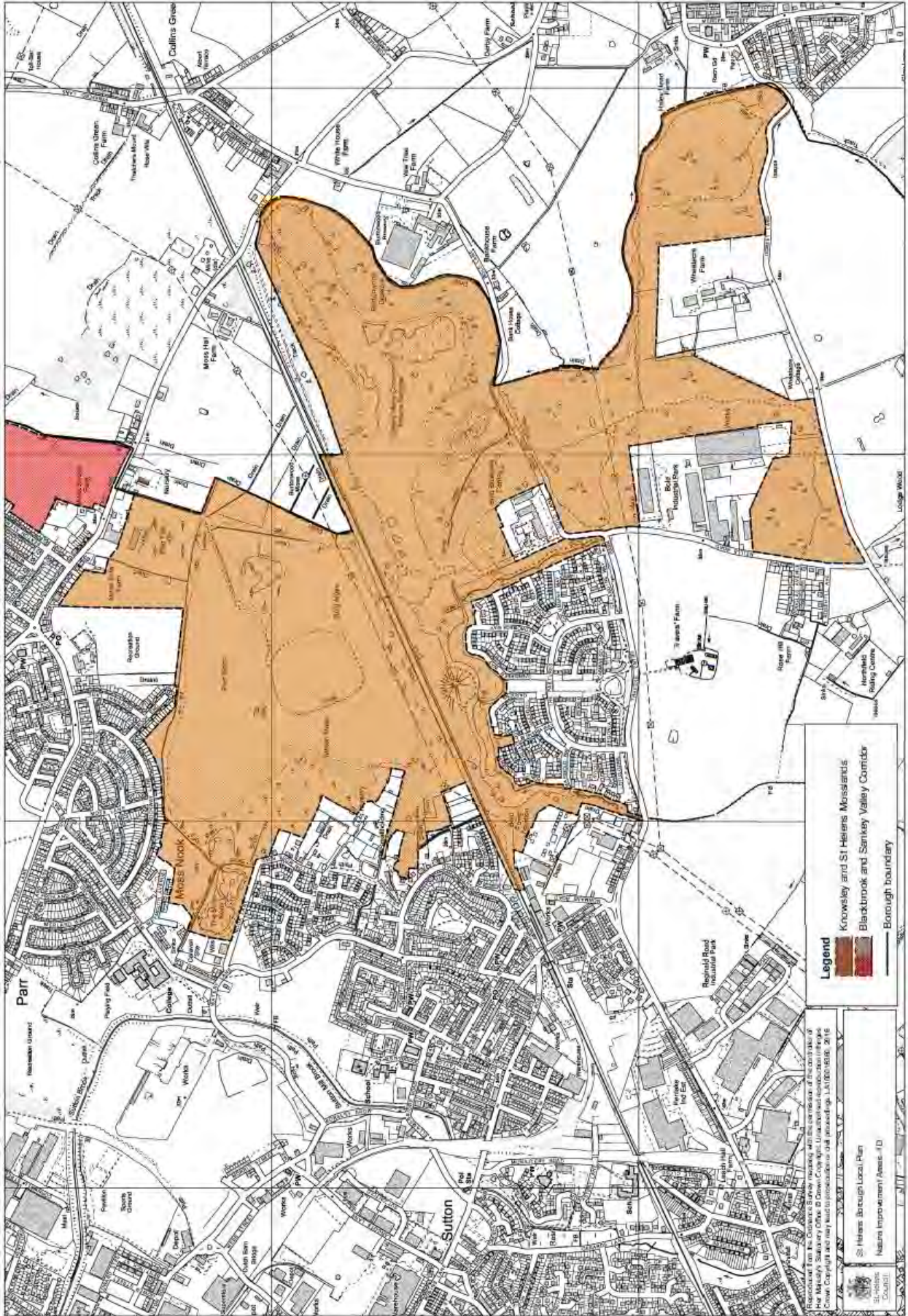
Site Reference	Site Location	Type
SH1	Windlehurst Quarry	Disused quarry
SH2	Crank Caverns	Quarry and Adits
SH3	Wargrave Quarry ( Red Brow Wood)	Disused quarry
SH5	Carr Mill Dam	Disused quarry
SH15	Billinge Plants	Disused quarry
SH19	Billinge Quarry	Disused quarry
SH25	Shaley Brow Quarry	Disused quarry
SH27	Brook, 150m NE of Houghwood Golf Course	Road Cutting
SH28	Brook, 130m NE of Houghwood Golf Course	Stream Section / Waterfall
SH30	Clinkham Wood (N), Mossbank	Disused quarry
SH33	Taylor Park Quarry	Disused quarry

## **Appendix 9: Nature Improvement Areas**

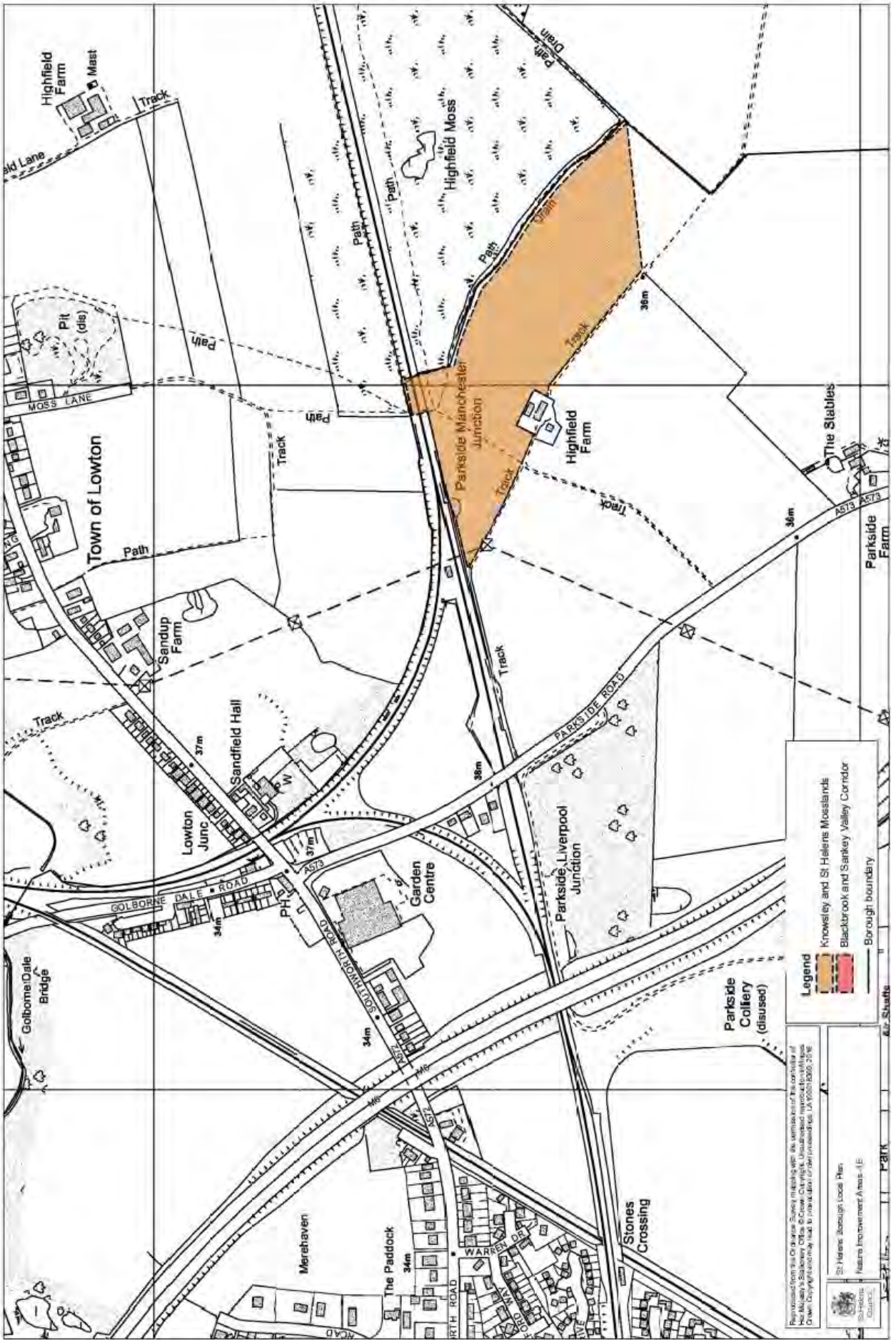










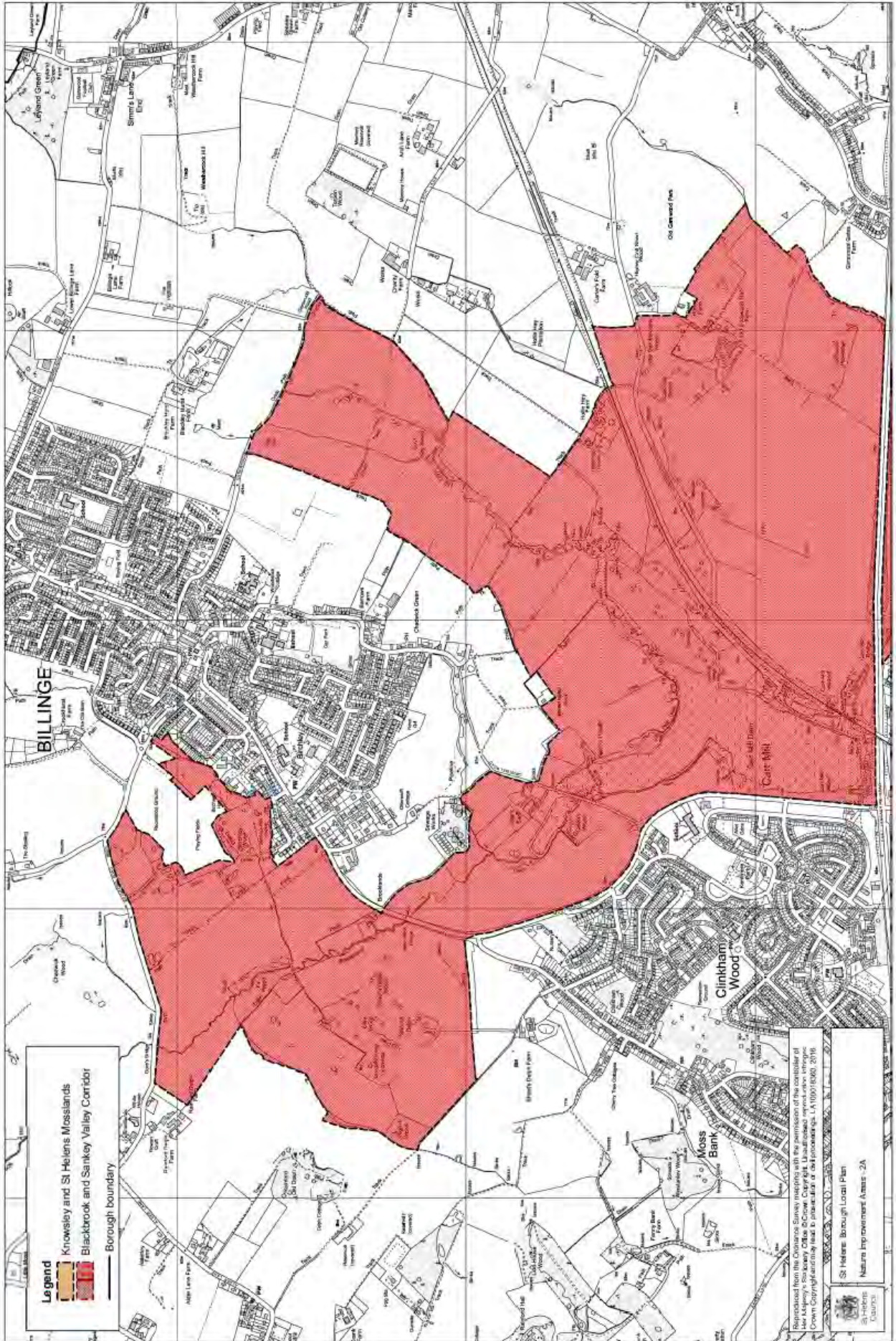


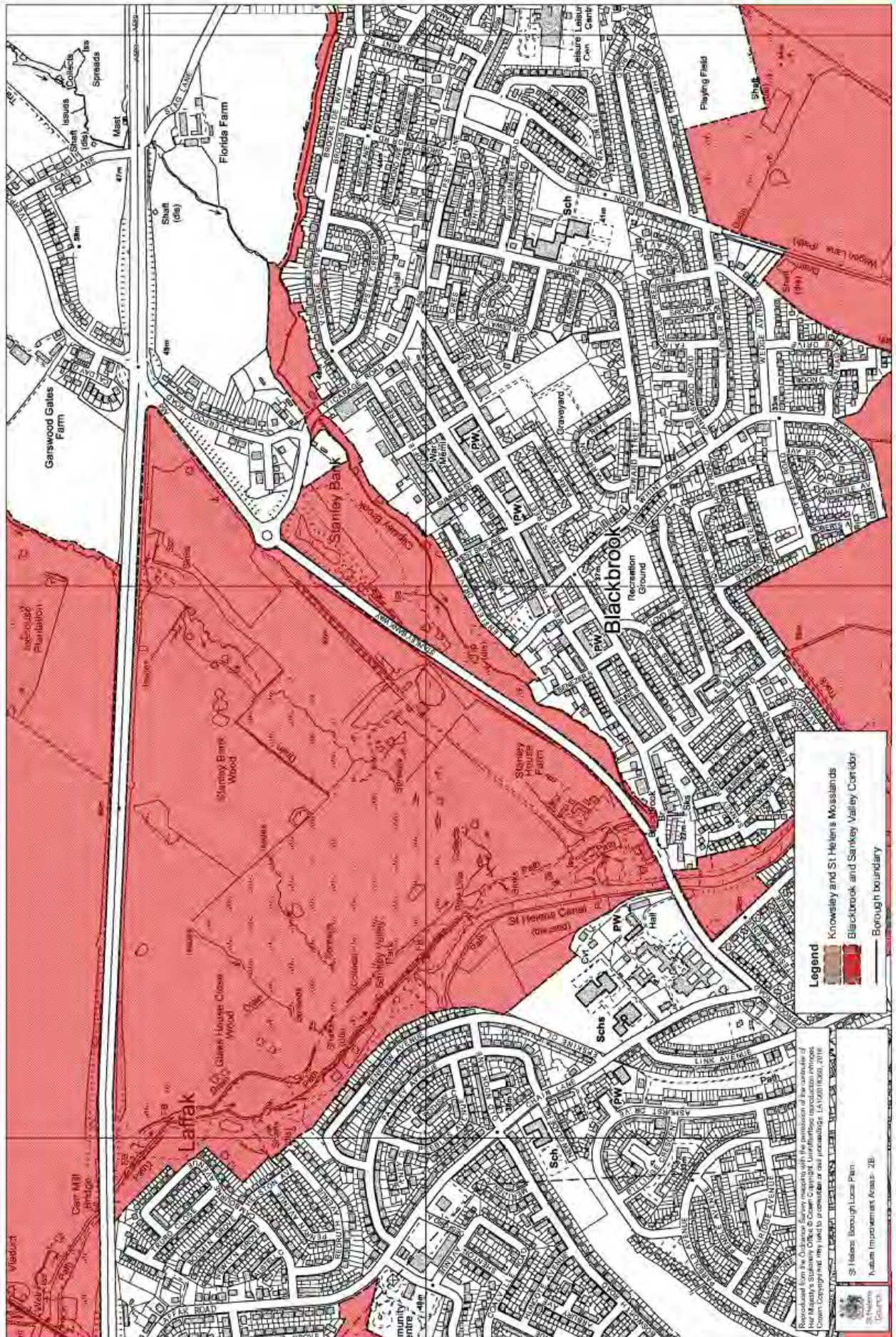
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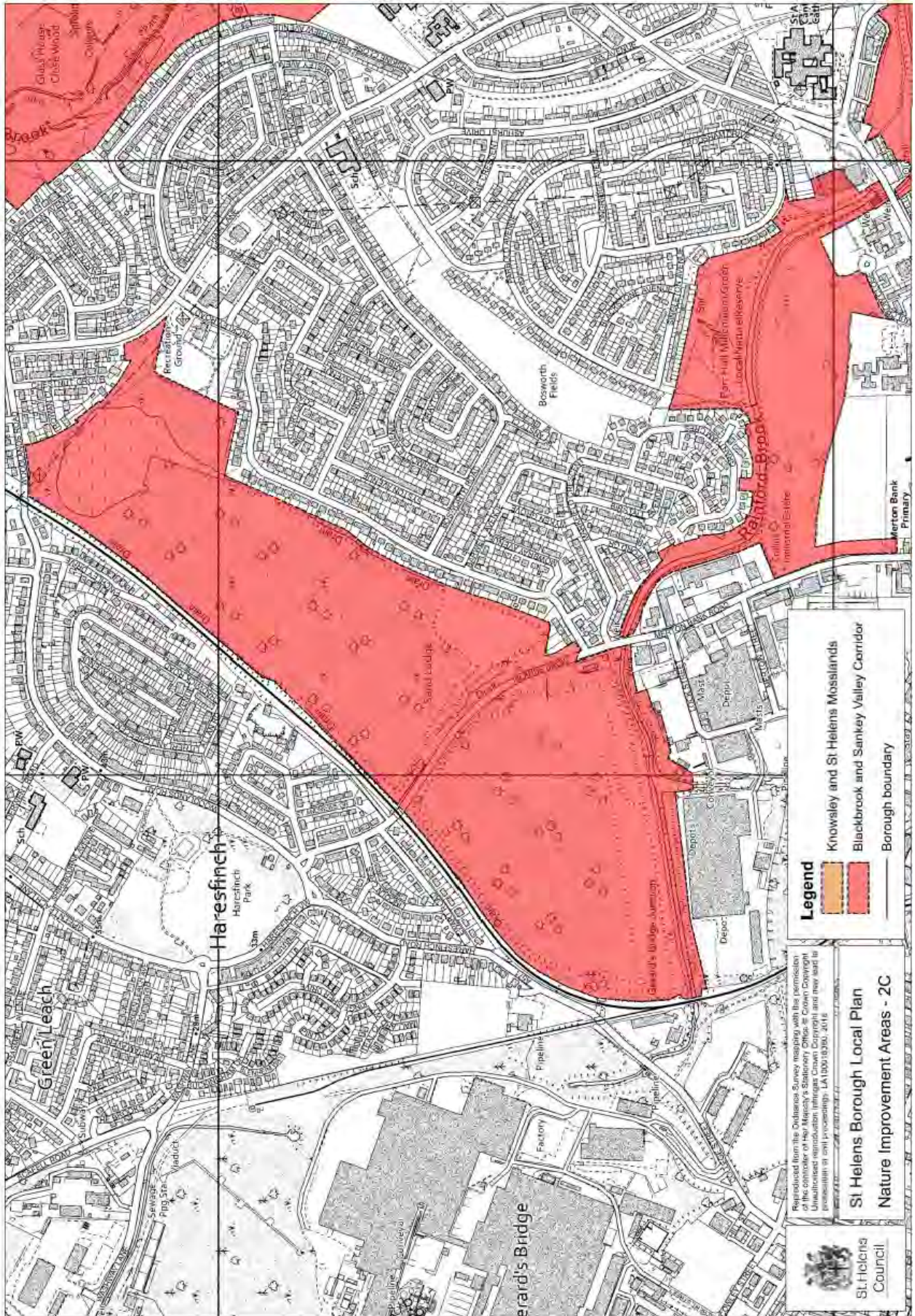
St Helens Borough Local Plan  
 Neighbourhood Development Areas (NDA)

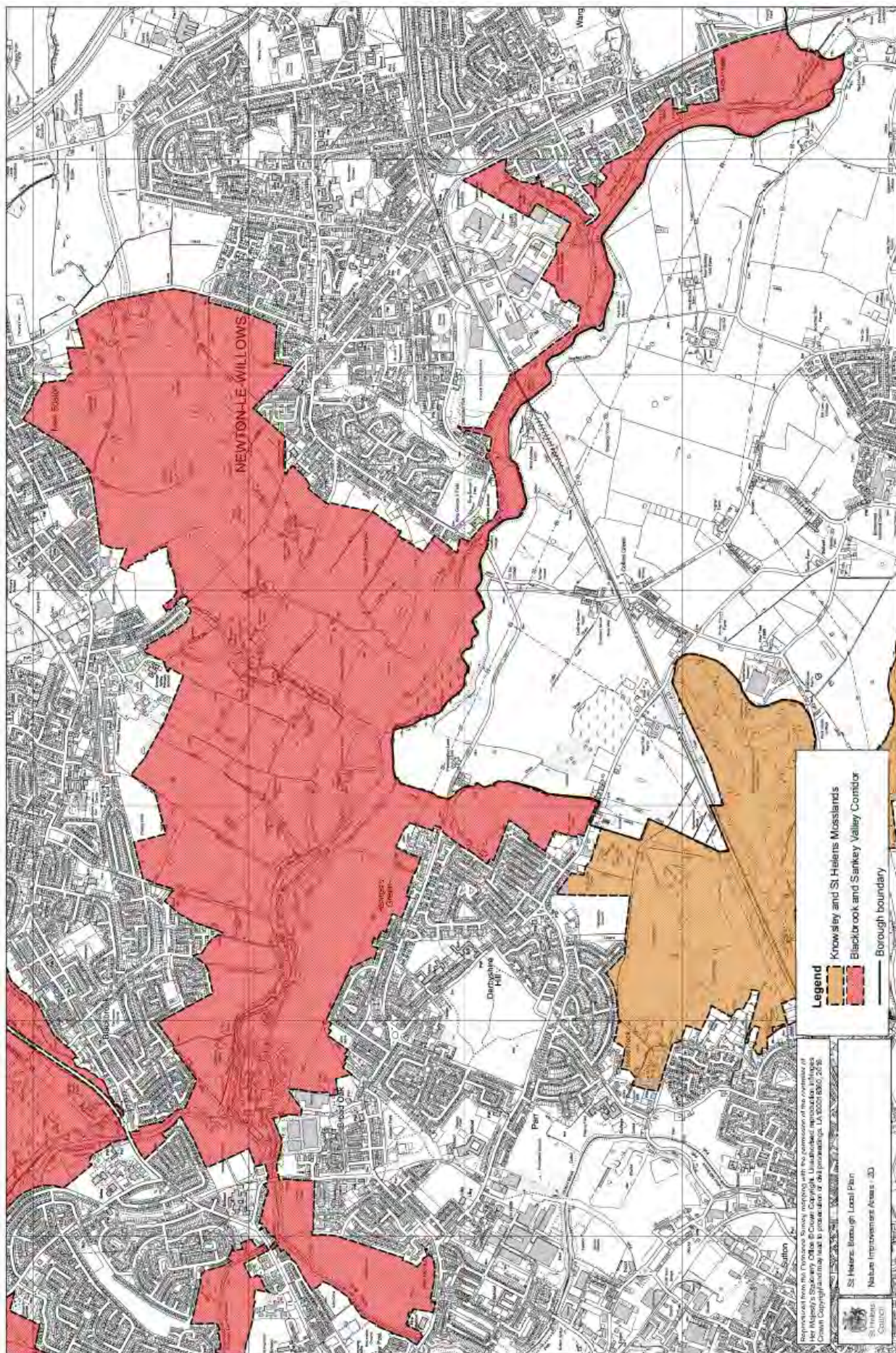
**Legend**  
 Knowlesley and St Helens Mosslands  
 Blackbrook and Salfrey Valley Corridor  
 Borough boundary

0 100 200 300 400 500 600m

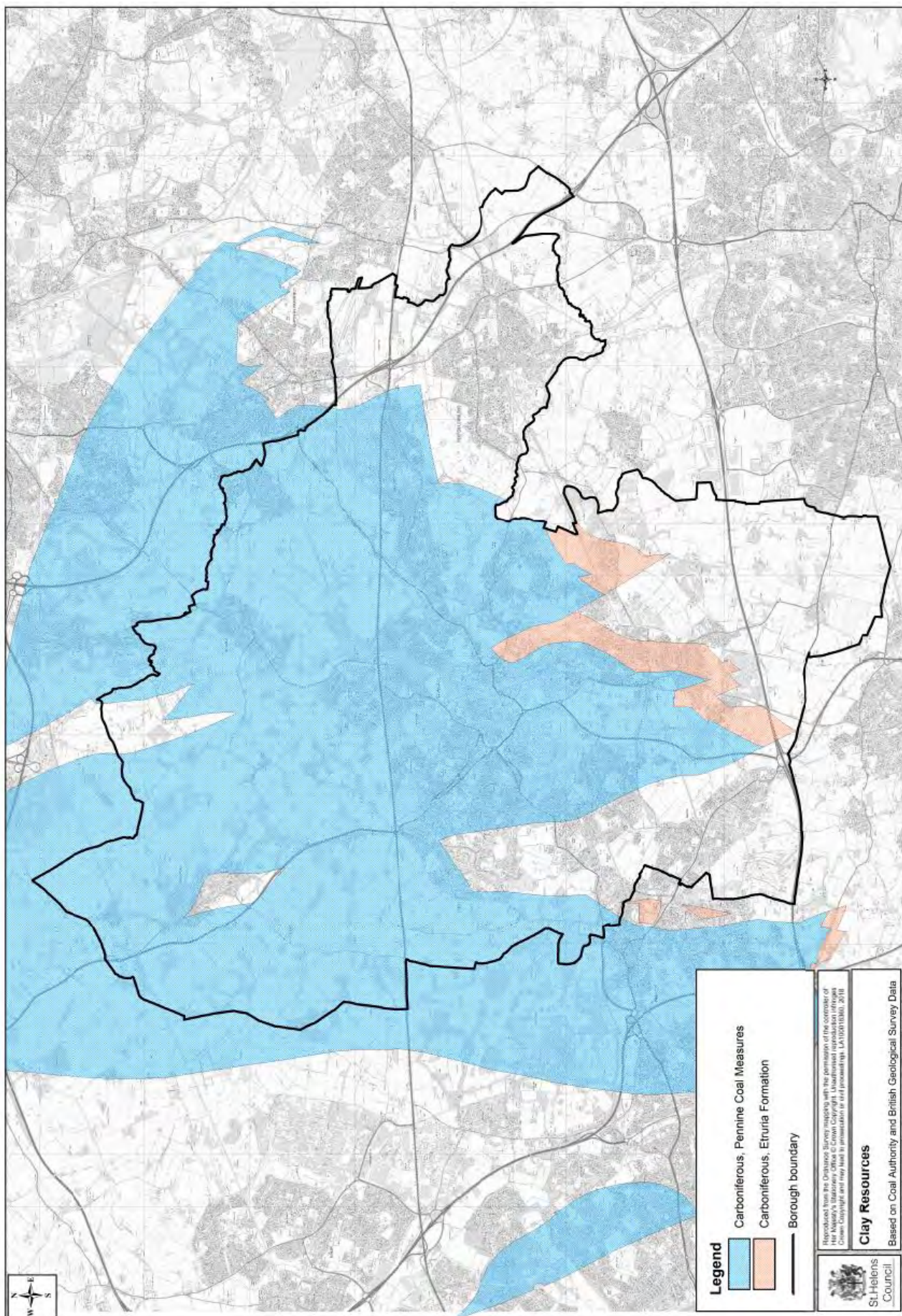


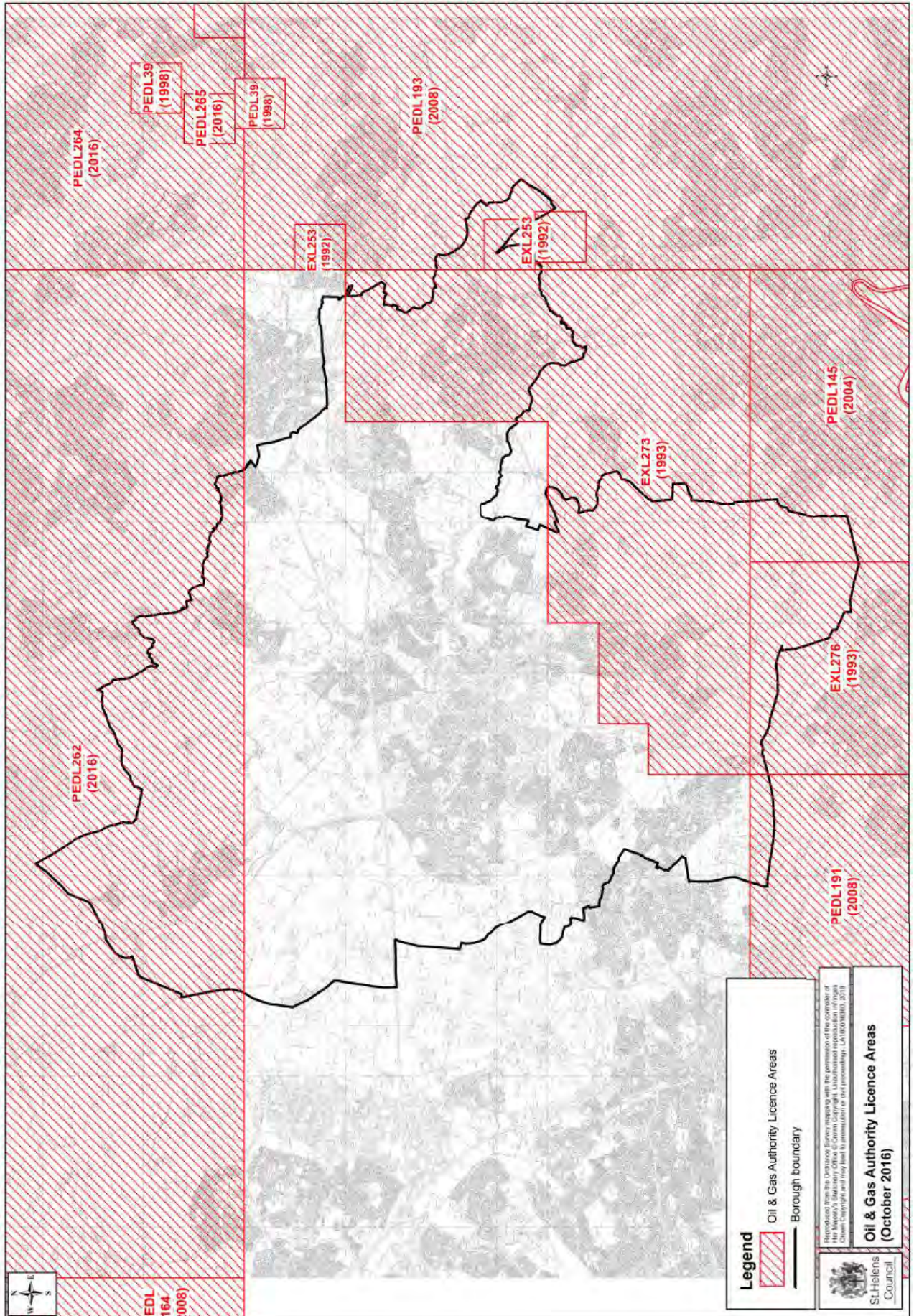




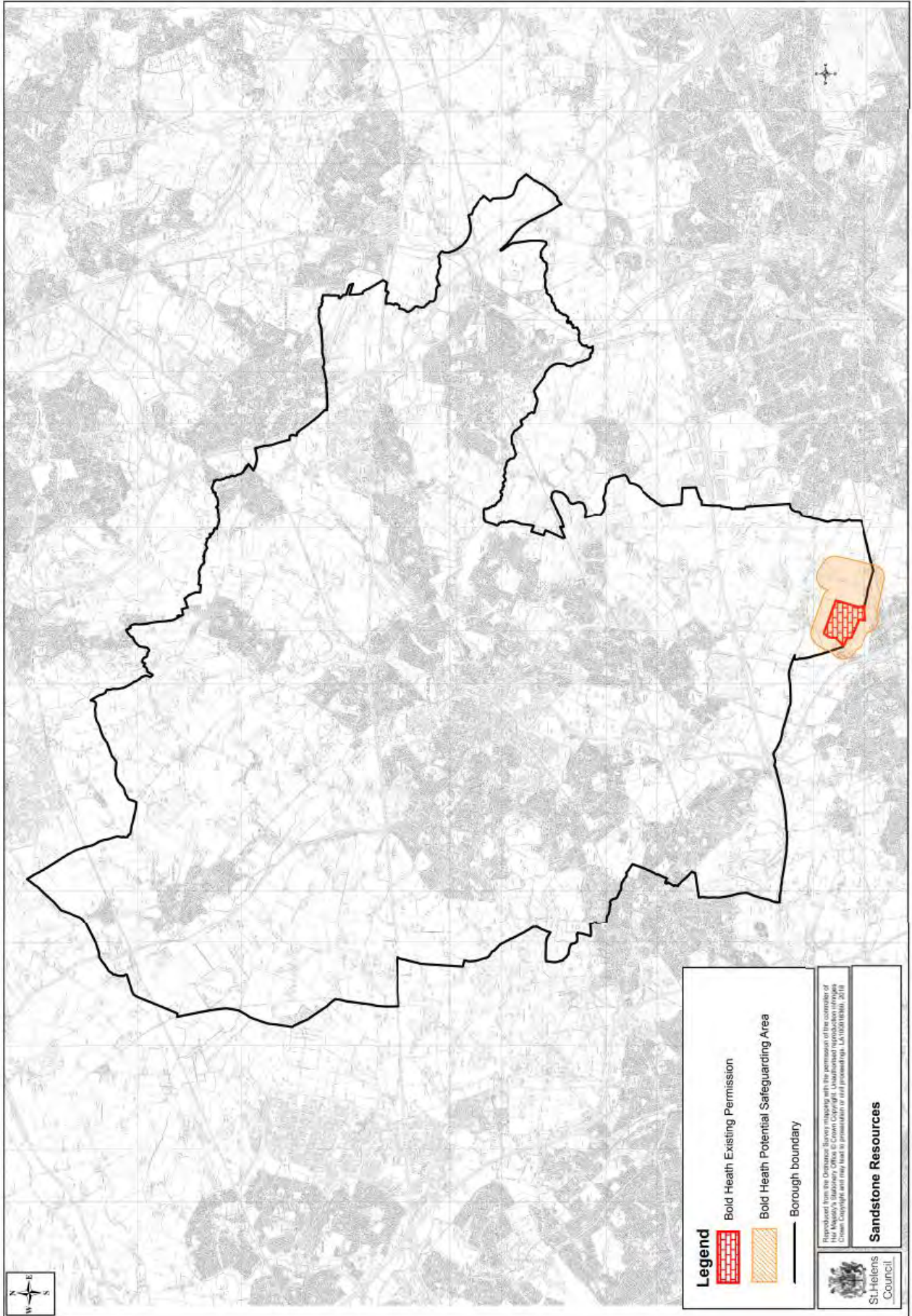


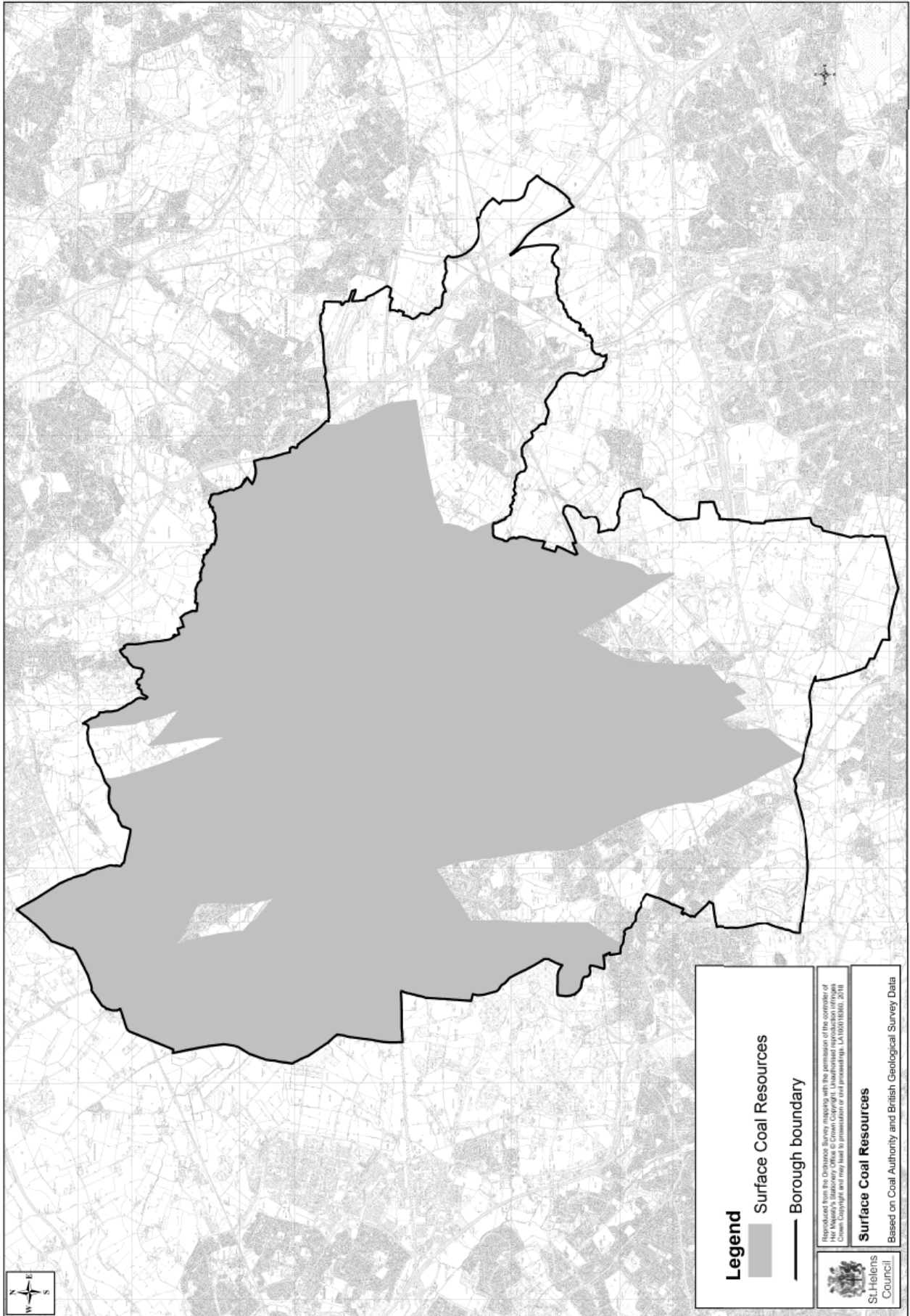
## **Appendix 10: Mineral Resources and Licence Areas**





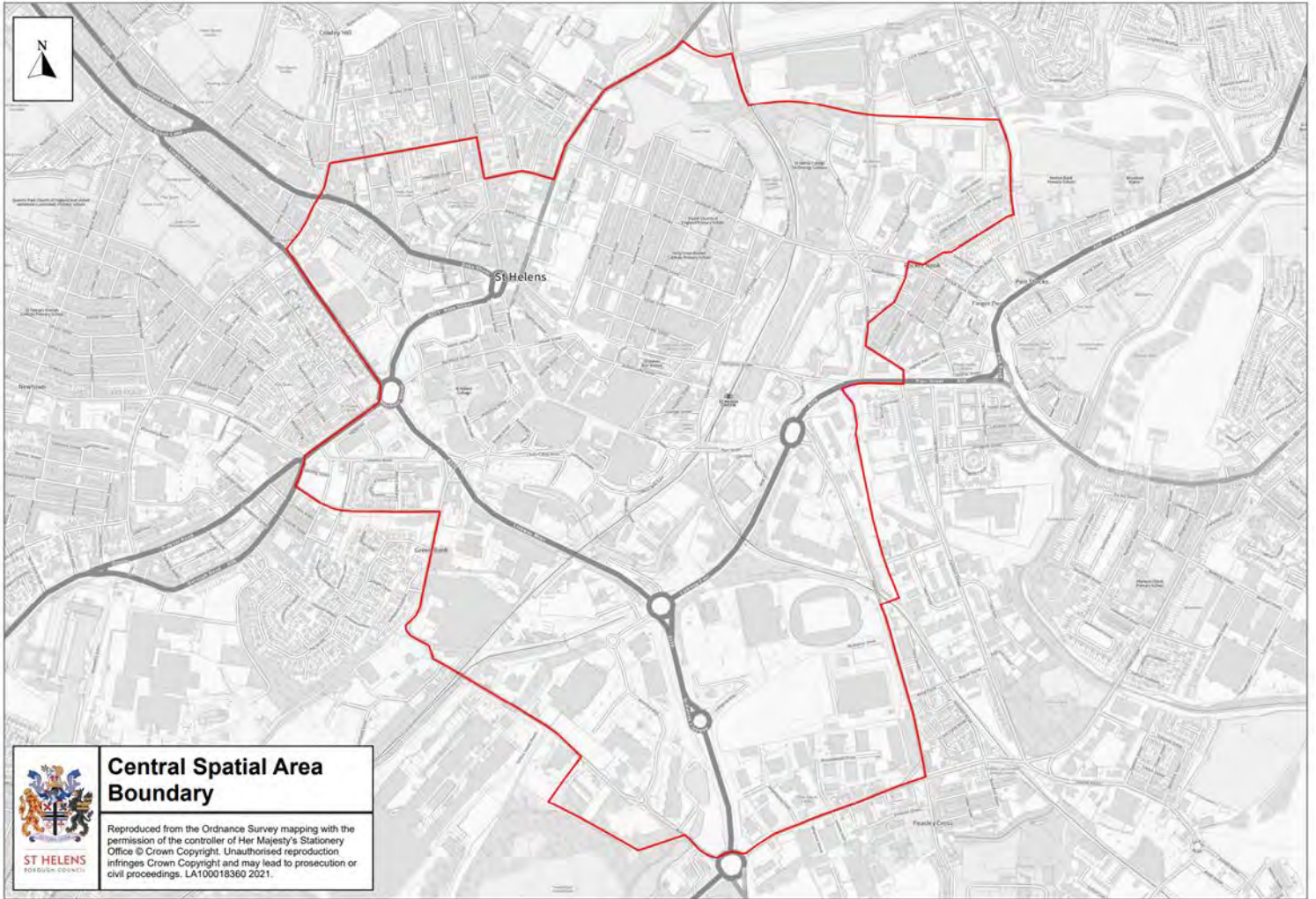




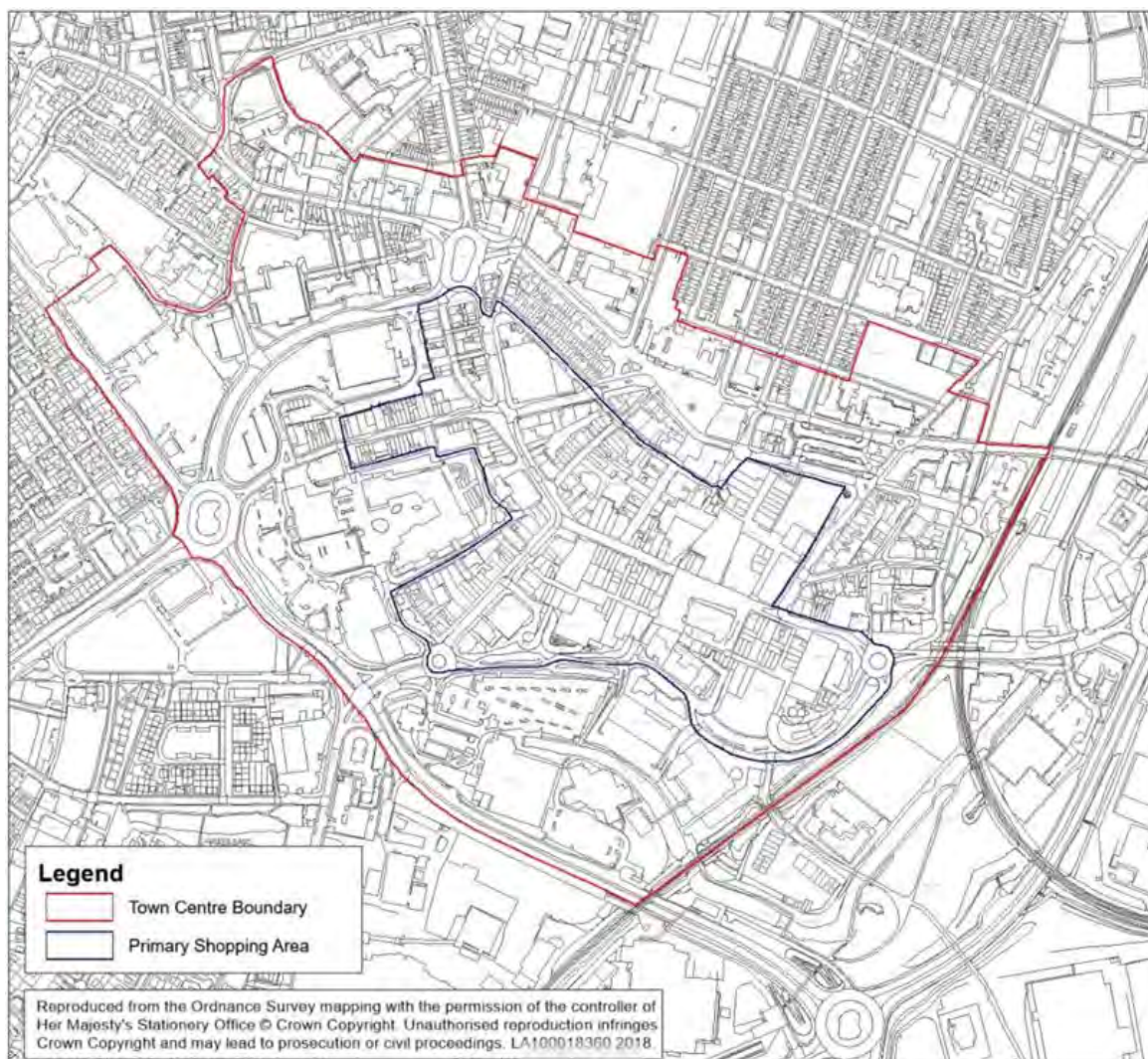


## **Appendix 11: Town, District and Local Centre Boundaries**

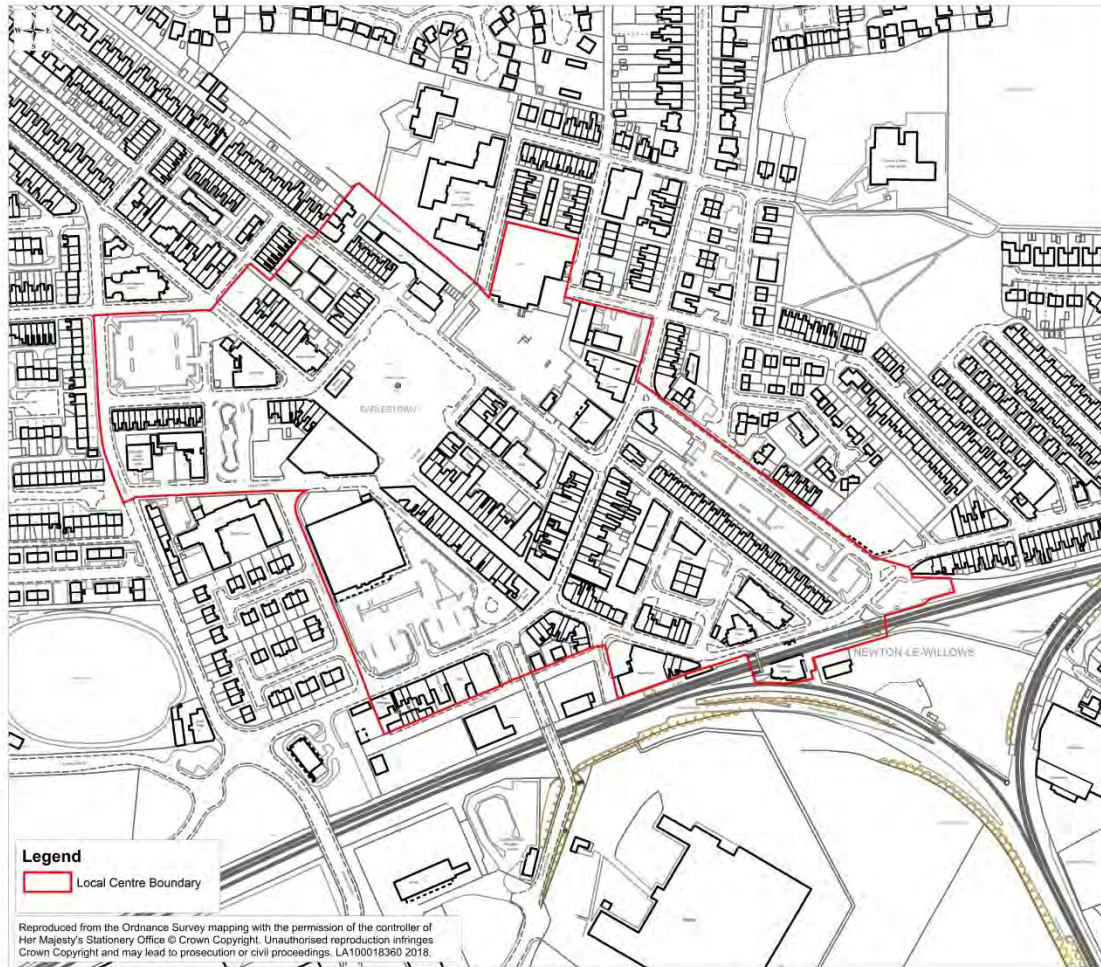
## Central Spatial Area



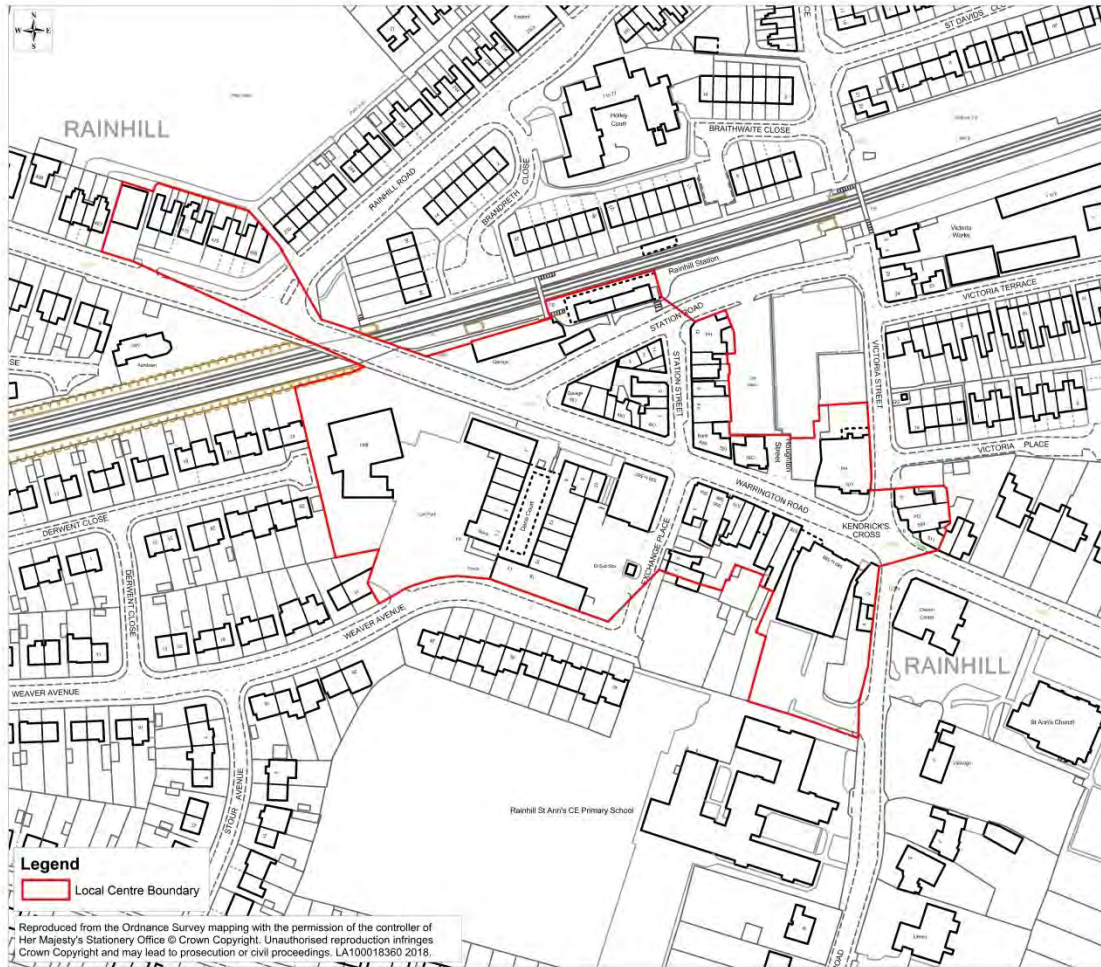
## St Helens Town Centre



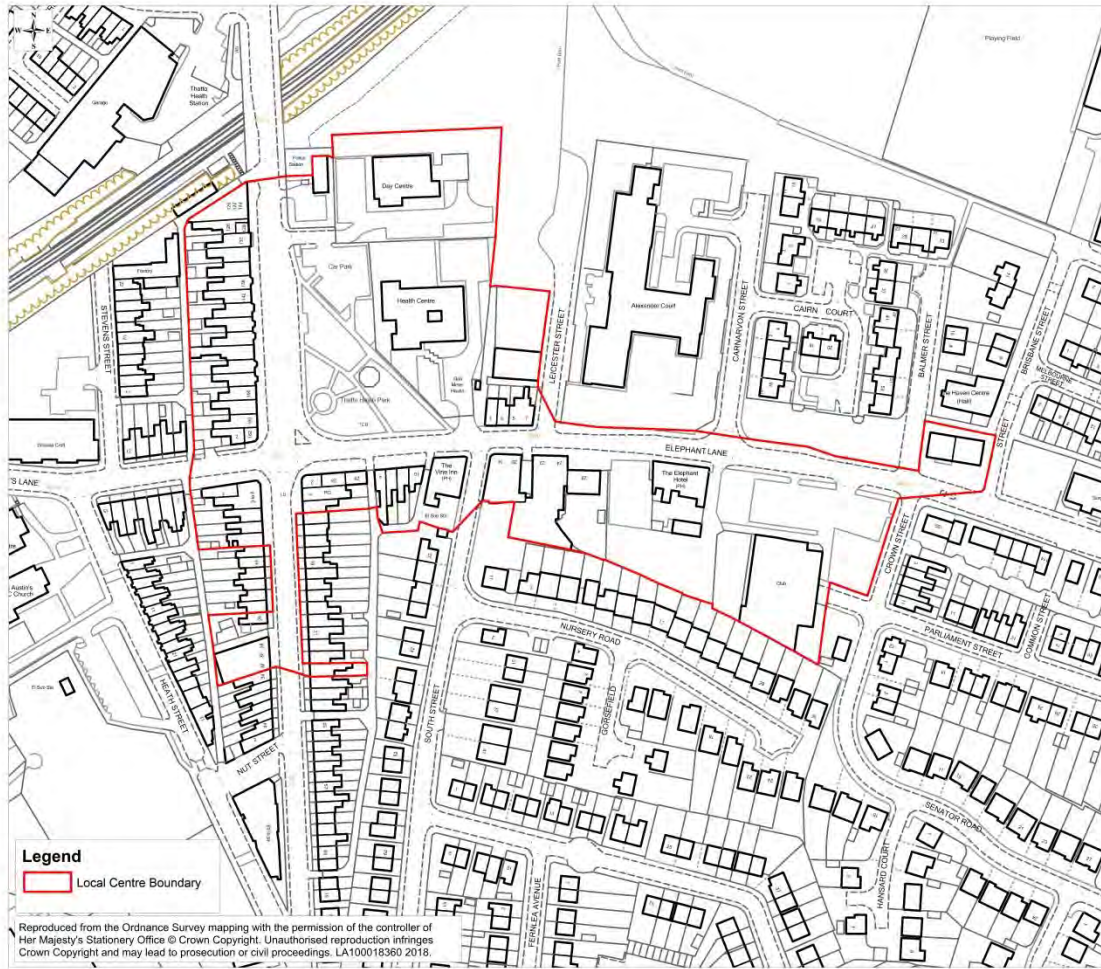
## Earlestown Town Centre



# Rainhill District Centre

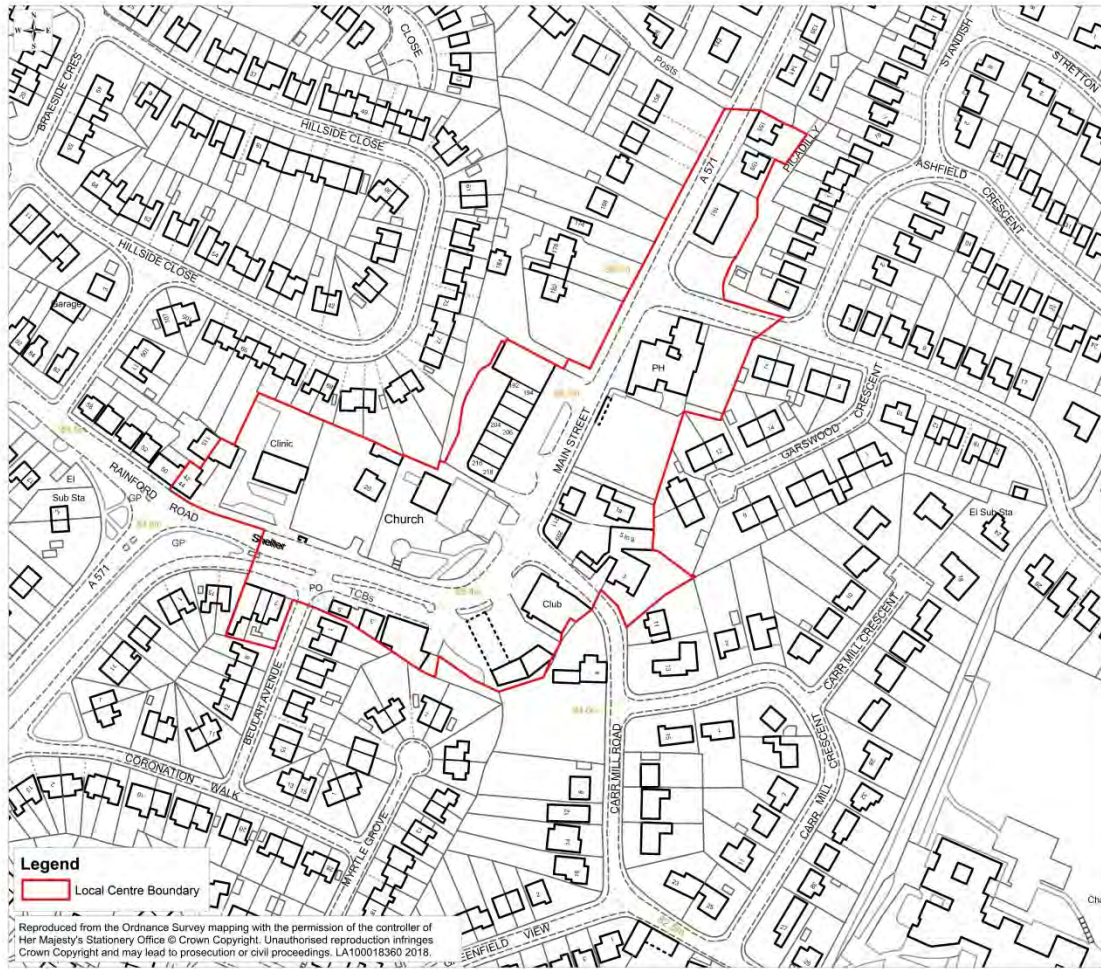


## Thatto Heath District Centre





# Billinge Local Centre



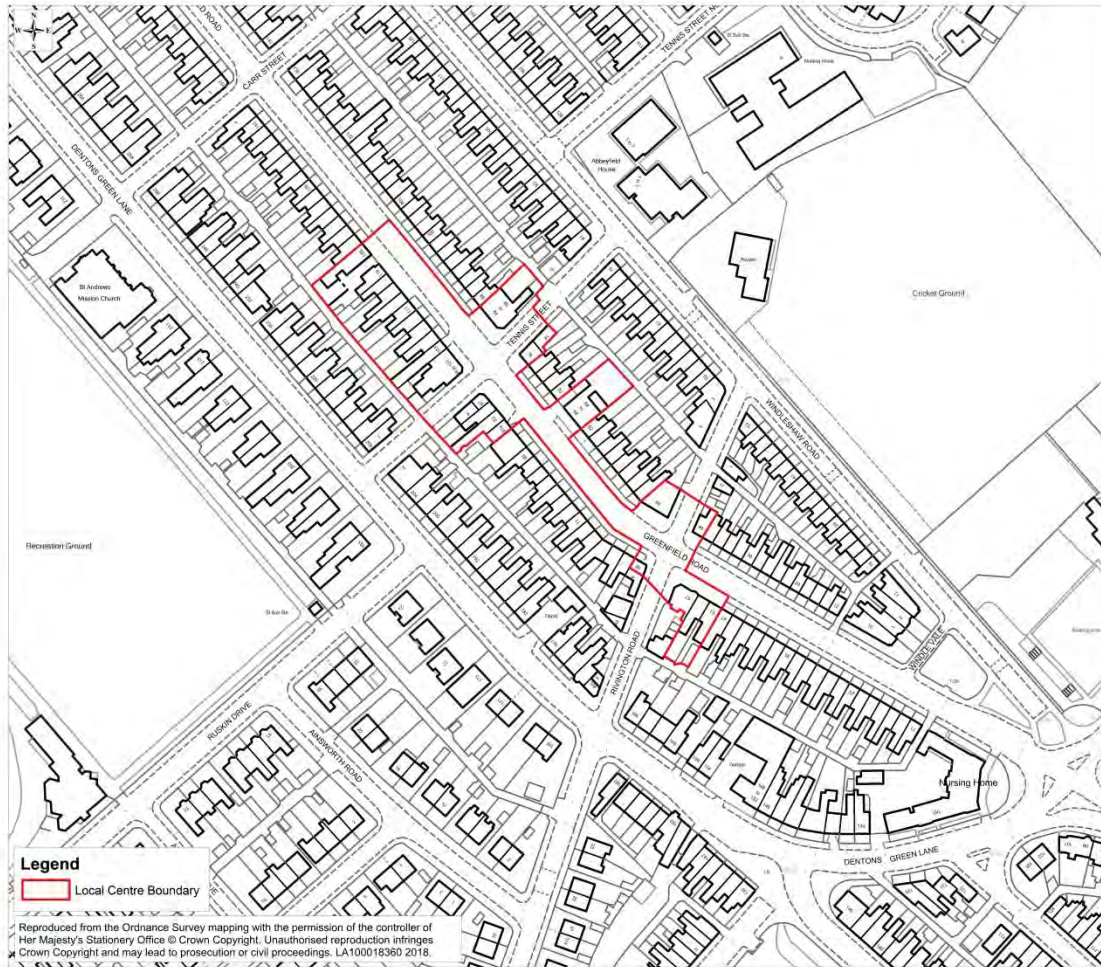
## Chain Lane Local Centre



# Clipsley Lane Local Centre



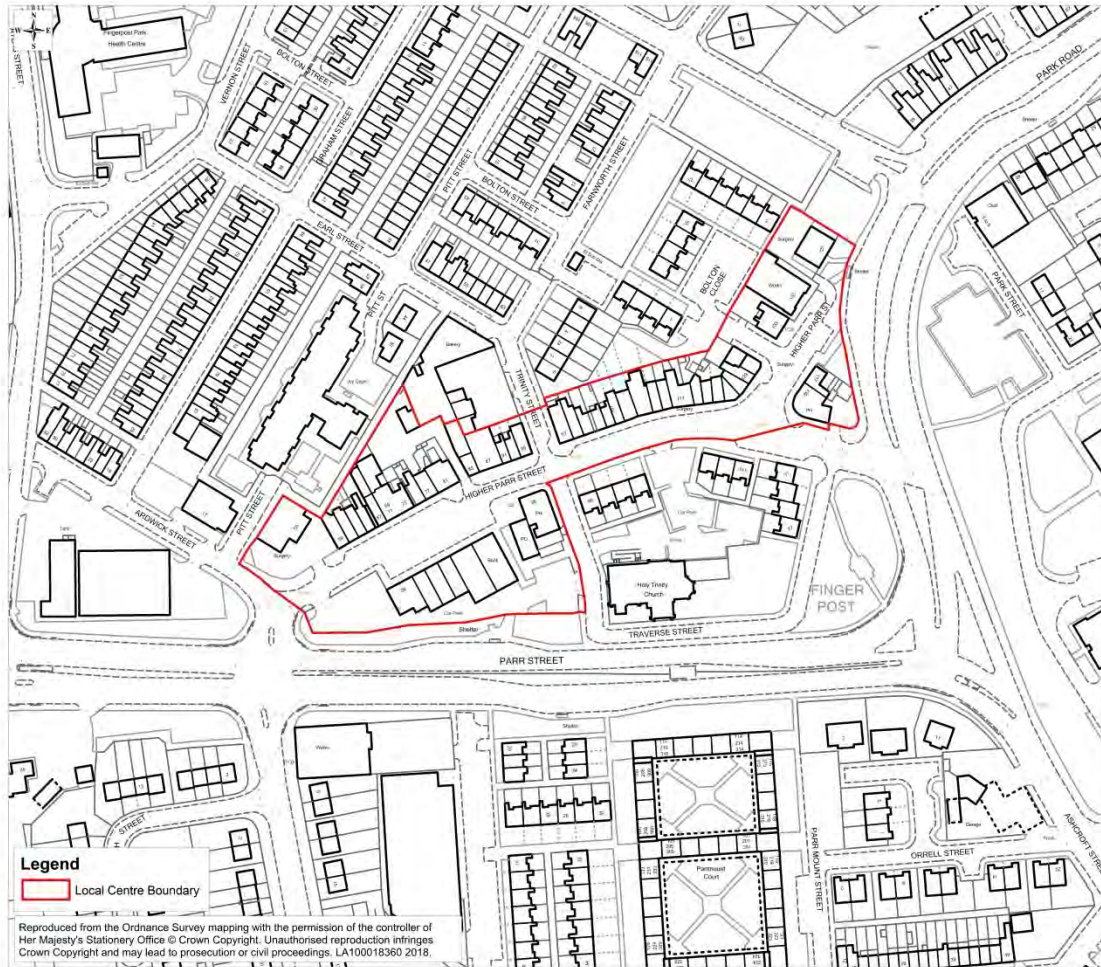
## Denton's Green Local Centre



# Eccleston Local Centre



## Fingerpost Local Centre



# Marshall's Cross Local Centre

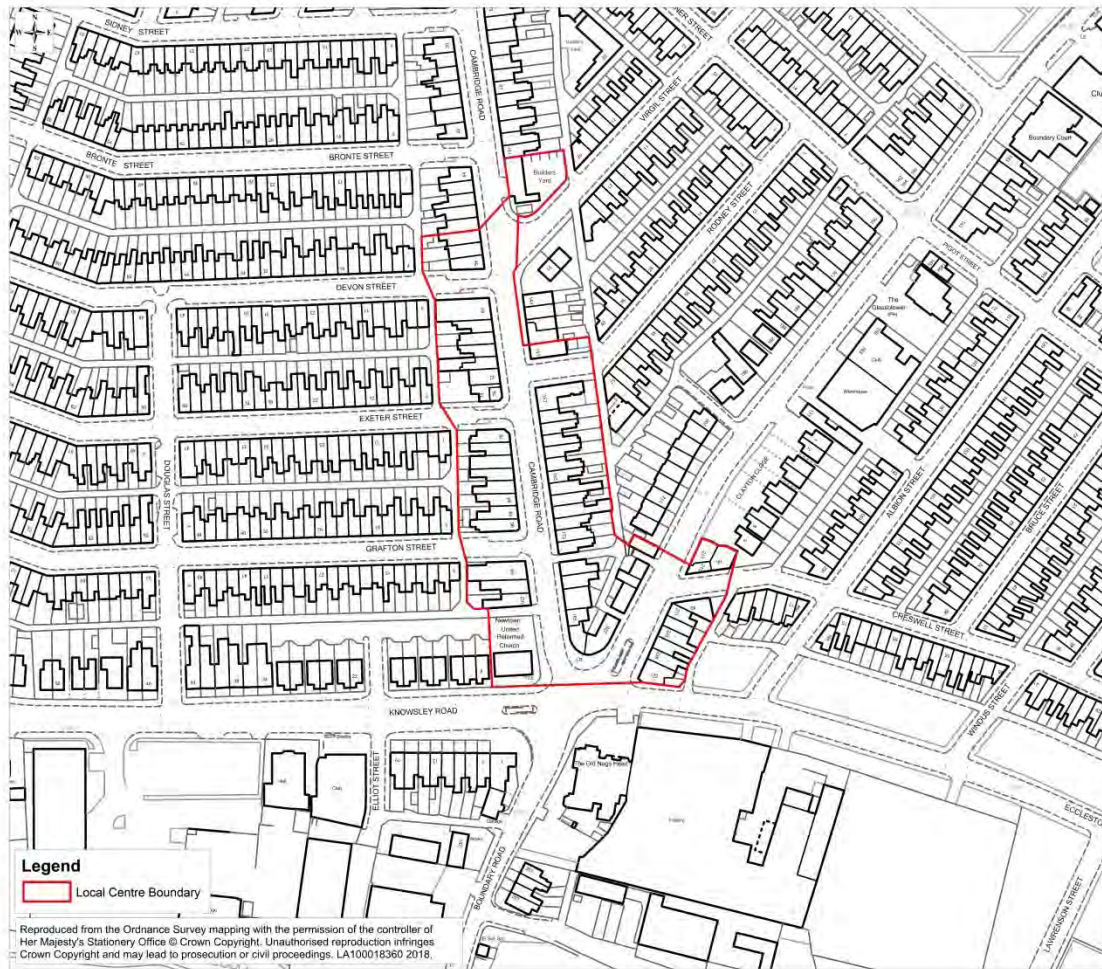


## Newton-le-Willows Local Centre

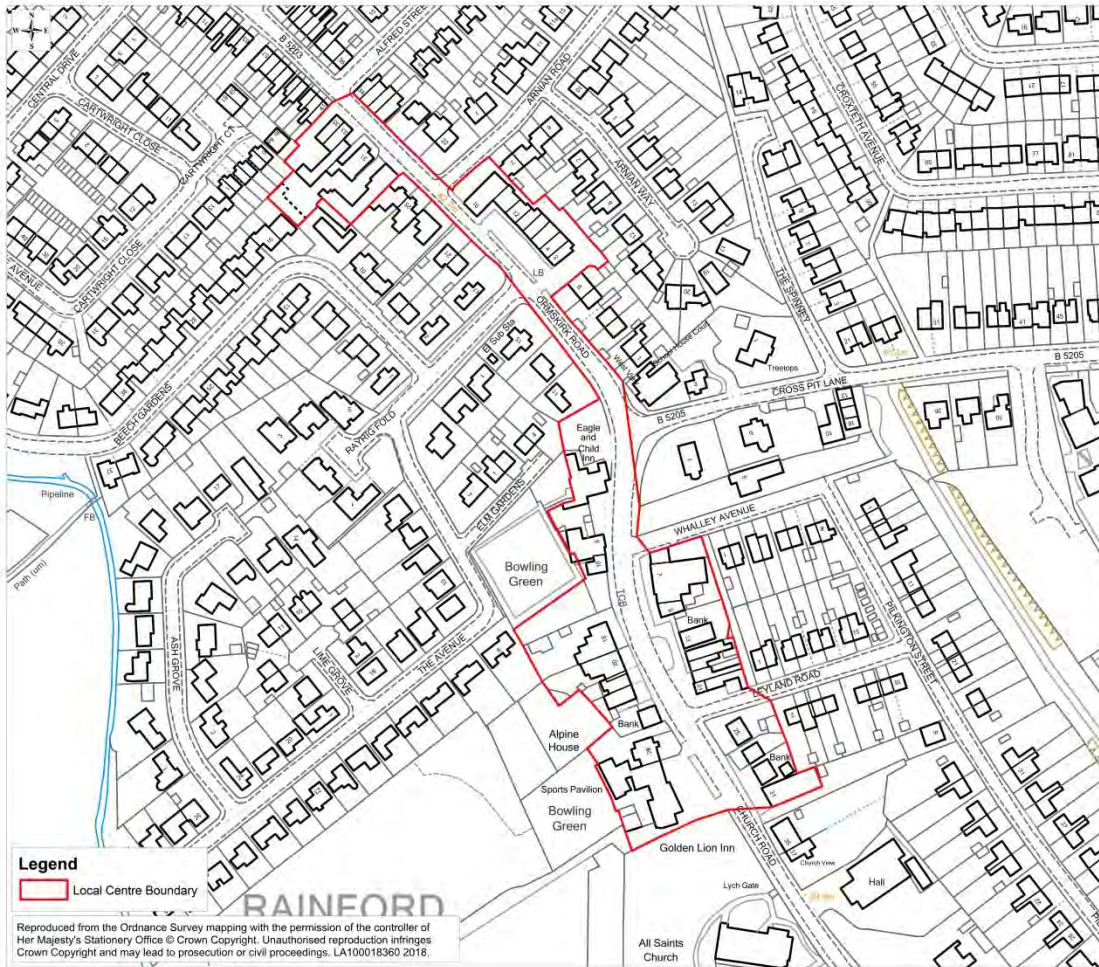




# Newtown Local Centre



## Rainford Local Centre



# Sutton Local Centre



## **Appendix 12: Existing Employment Areas**

This list shows existing employment areas as referred to in Policy LPA03 'A Strong and Sustainable Economy'

<b>Employment Area</b>	<b>Local Economy SPD Reference Number</b>
Lords Fold Industrial Estate	A
Millbrook Business Centre	B
Mill Lane Industrial Estate	B
Rainford Industrial Estate	B
Pilkington Works, Cowley Hill	C
Gerard's Park	D
Pocket Nook	E
Site at Corporation Street	F
Site at Parr Street / Corporation Street	G
Westside Industrial Estate / Kellerer Court	H
Chalon Way Industrial Estate	I
Eccleston Street Industrial Estate	J
Knowsley Road Industrial Park	K
Alexandra Business Park	L
Ravenhead Road Industrial Estate	M
Ravenhead Works	N
Sherdley Road Industrial Estate and Business Park	P
Baxters Lane Industrial Estate	Q
Sutton Oak Drive Industrial Estate	Q
Sutton Road Industrial Area	Q
Parr Industrial Estate	R
Site at Nook Lane	S

Moorfoot Road Industrial Estate	T
Delta Road Industrial Estate	U
Garswood Industrial Estate	V
Haydock Industrial Estate	W
The Parks	X
Woodlands Industrial Estate	Y
Sankey Valley Industrial Estate	AA
Bold Business Centre	BB
Bold Industrial Estate	CC
Normans Road Industrial Estate	DD
Reginald Road Industrial Park/ Abbotsfield Road Industrial Park	FF
Co-op Distribution Centre	GG
Linkway Distribution Park	HH
Mere Grange	II
Lea Green Business Park / Industrial Estate	JJ
St Helens Road	LL

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Visit: [www.sthelens.gov.uk/localplan](http://www.sthelens.gov.uk/localplan)







401

# ST HELENS BOROUGH LOCAL PLAN UP TO 2037

## POLICIES MAP

A BALANCED PLAN FOR A BETTER FUTURE  
JULY 2022



ST HELENS  
BOROUGH COUNCIL





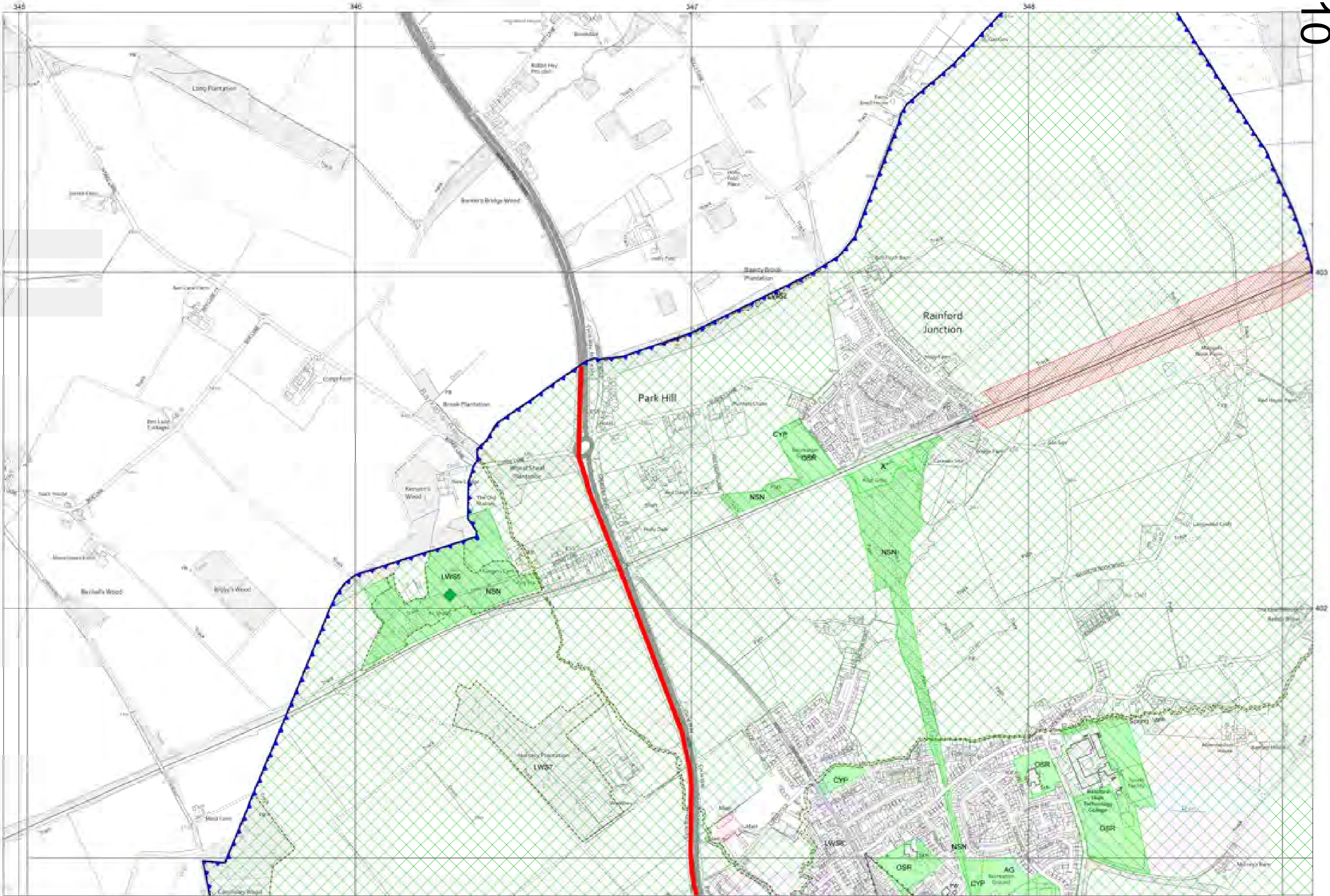
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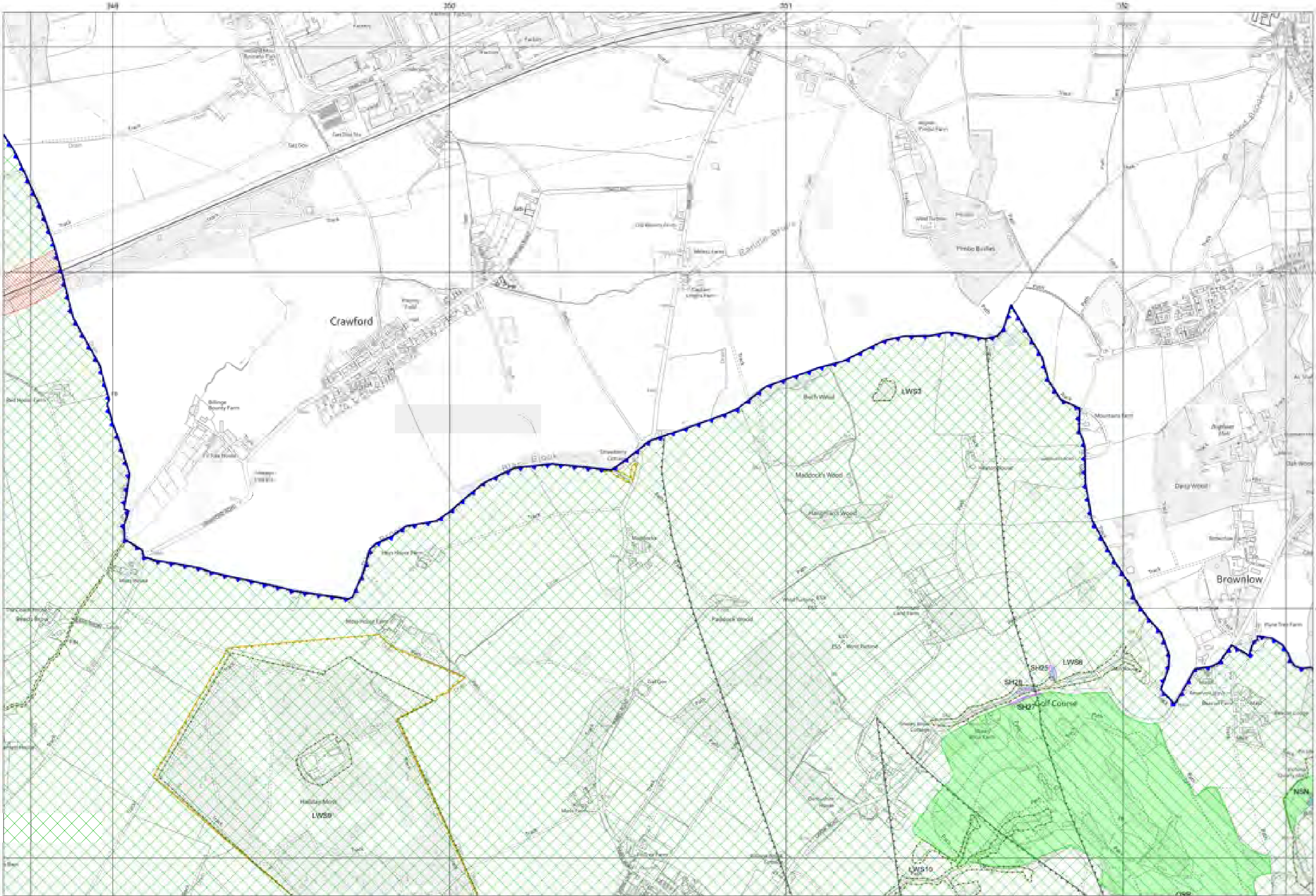


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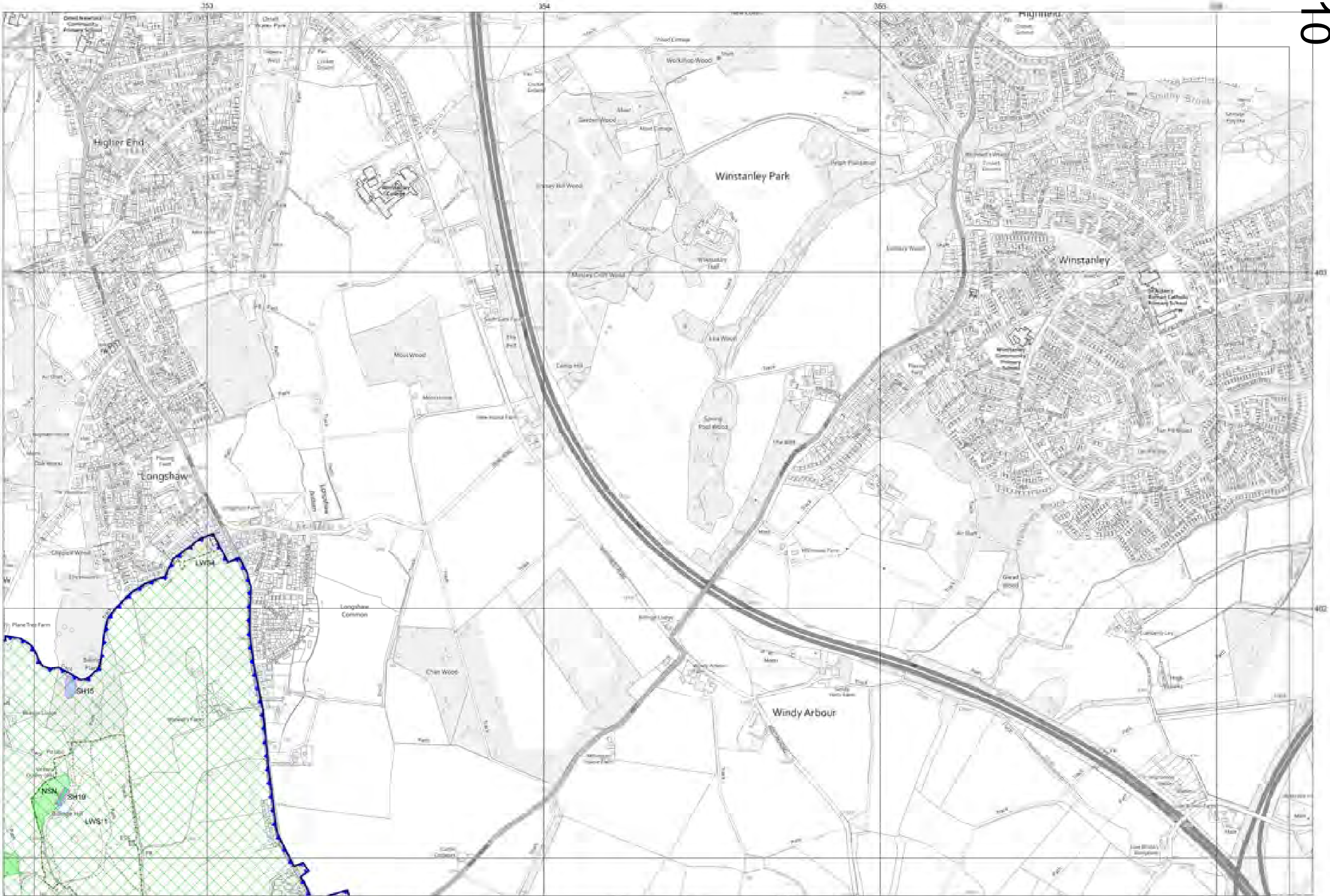


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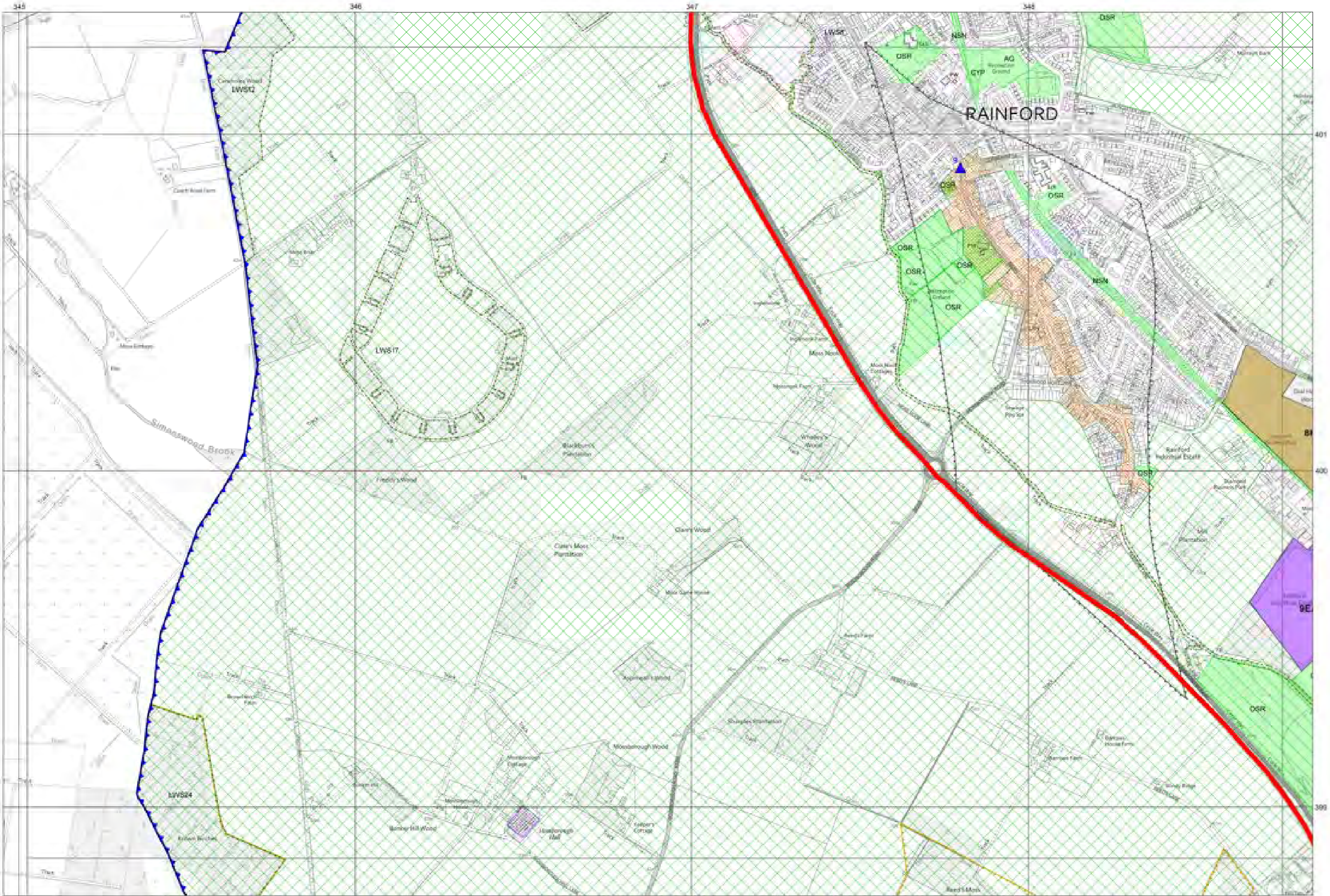


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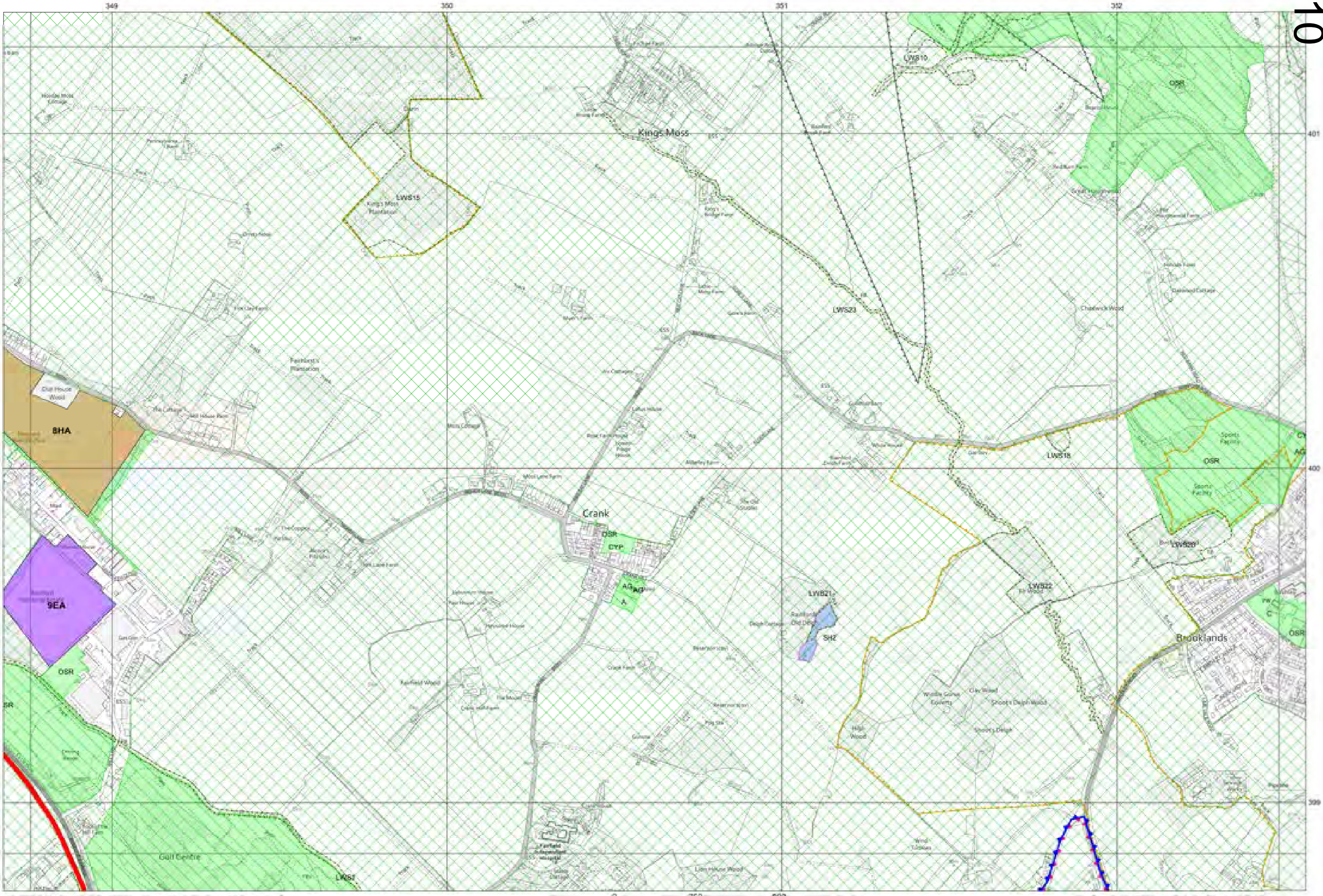


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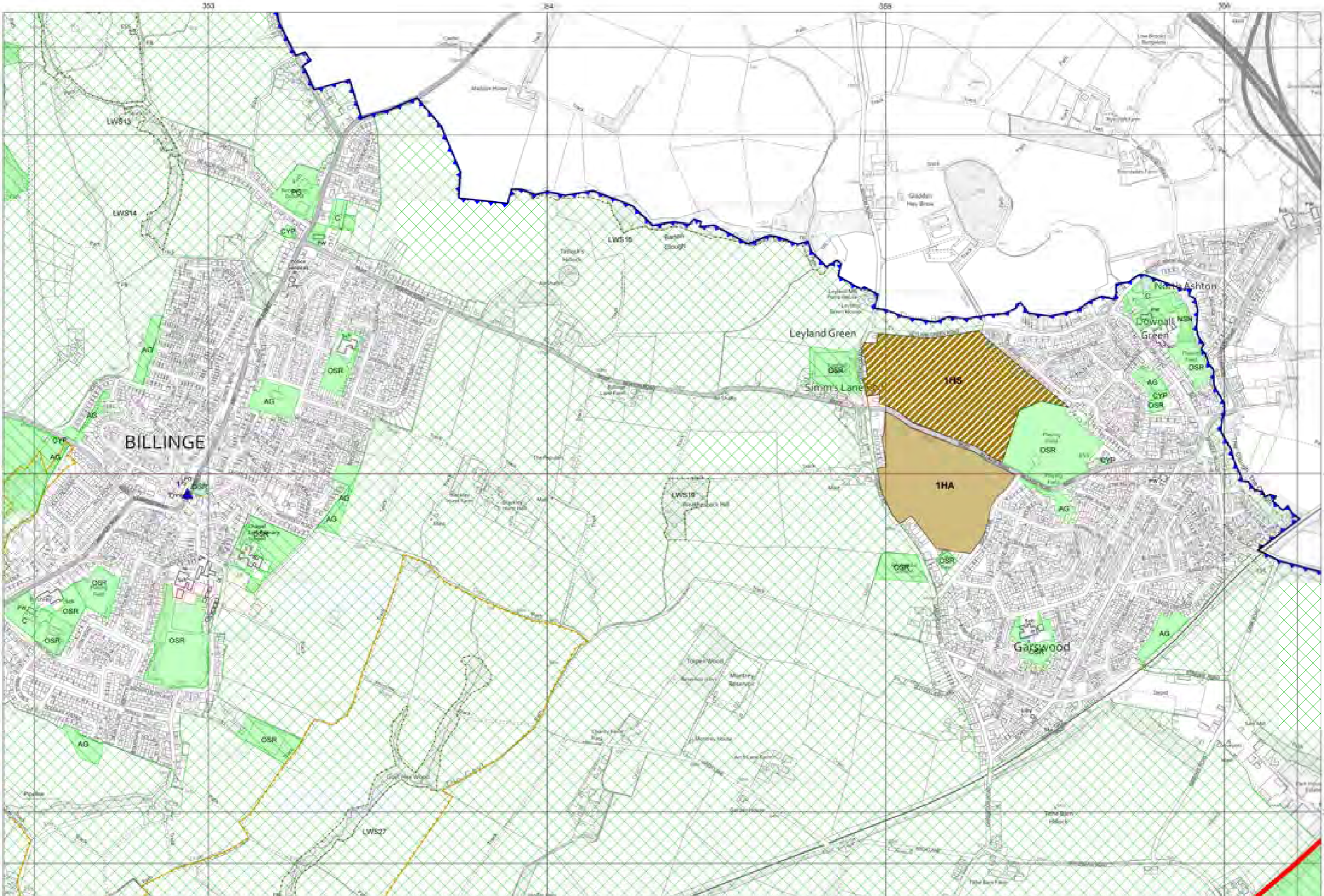
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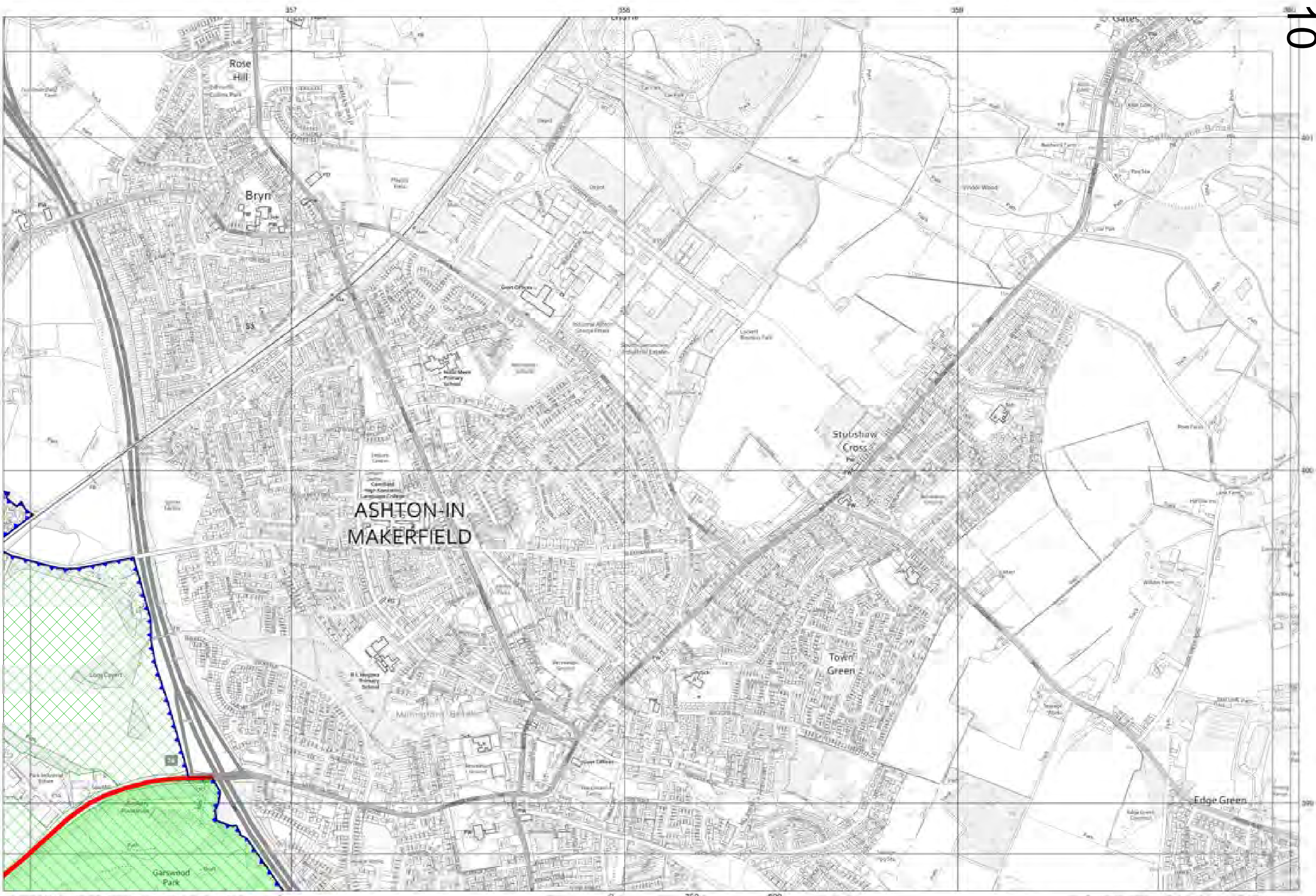
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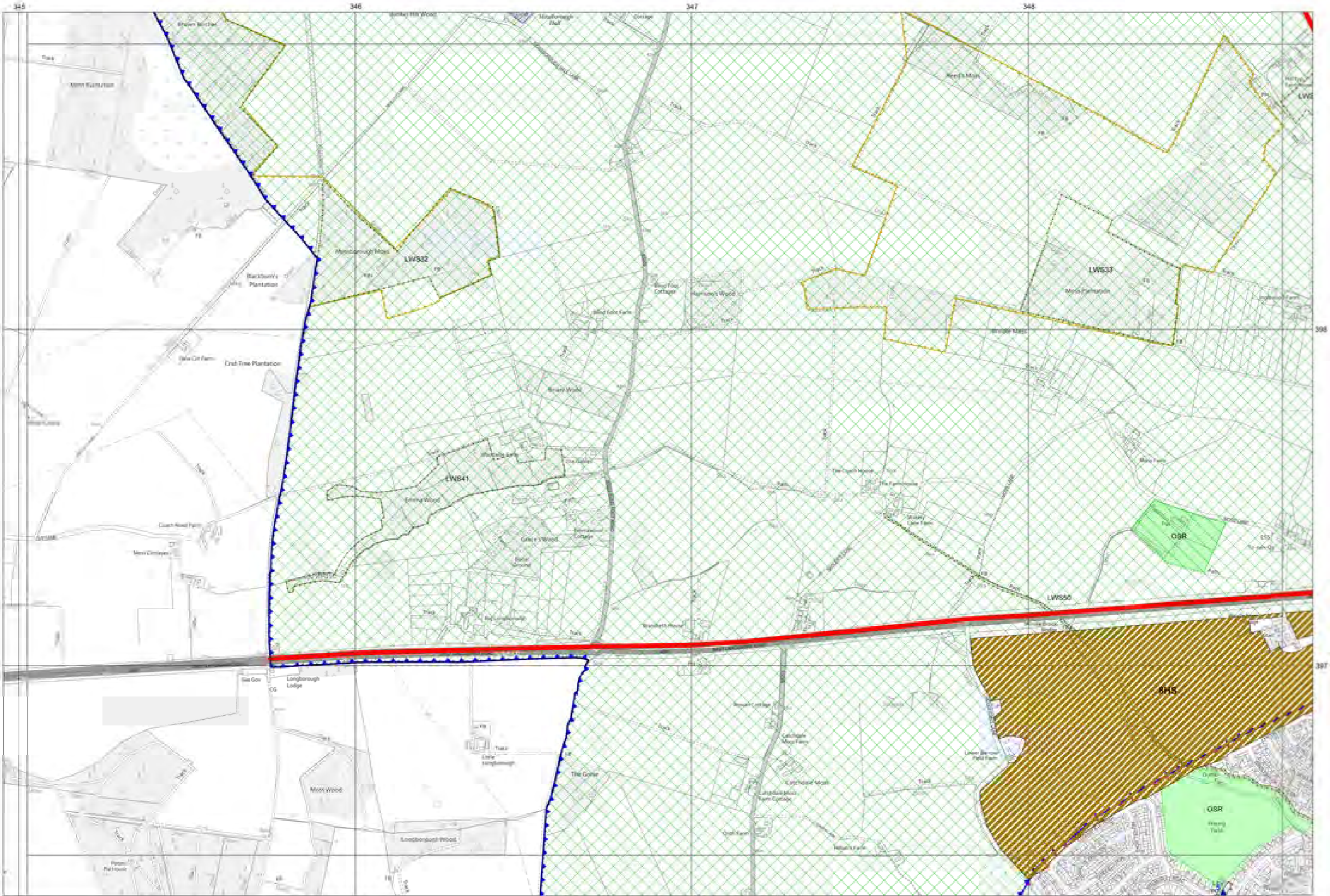


ASHTON-IN-MAKERFIELD

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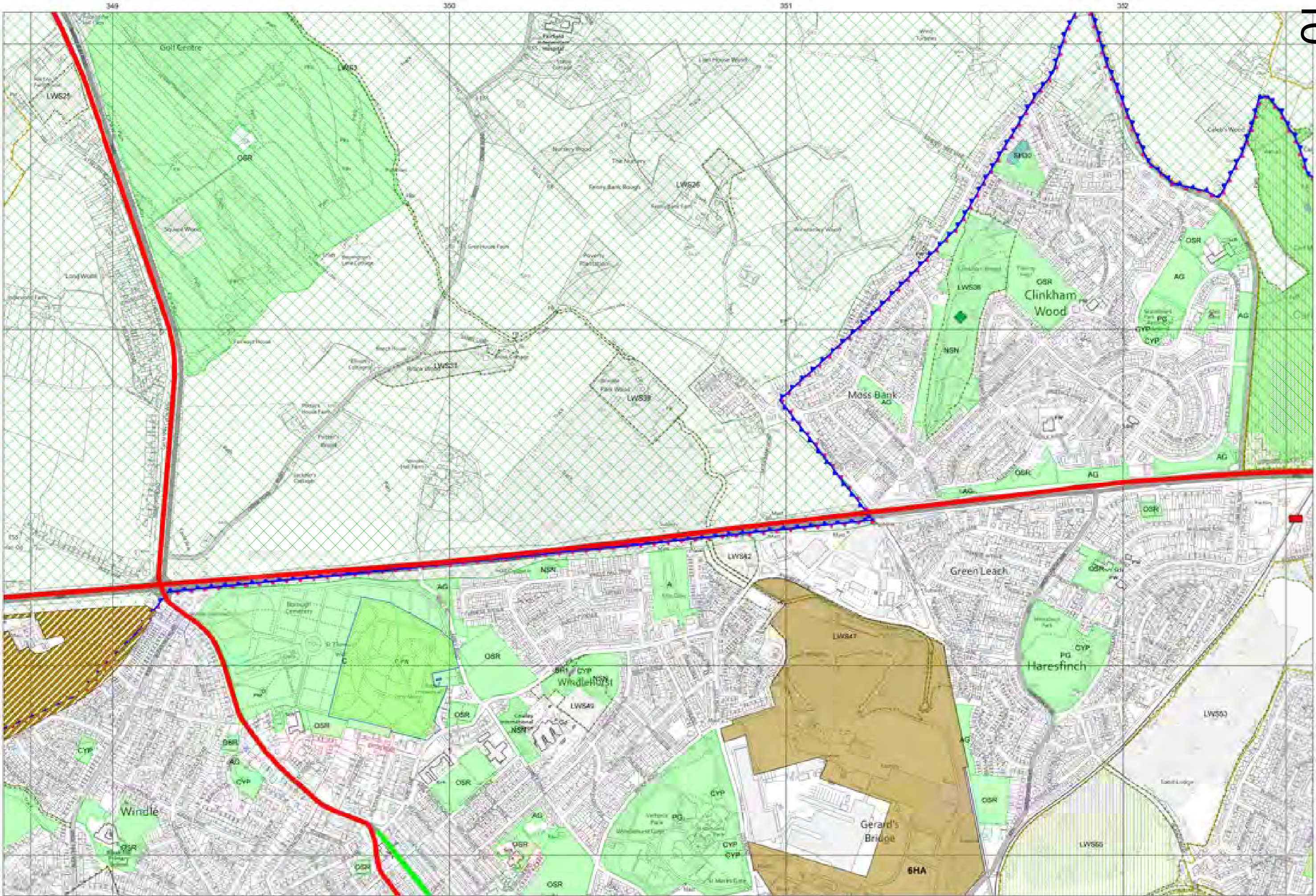


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St Helens Borough Local Plan up to 2037  
Policies Map - Page 9 of 25

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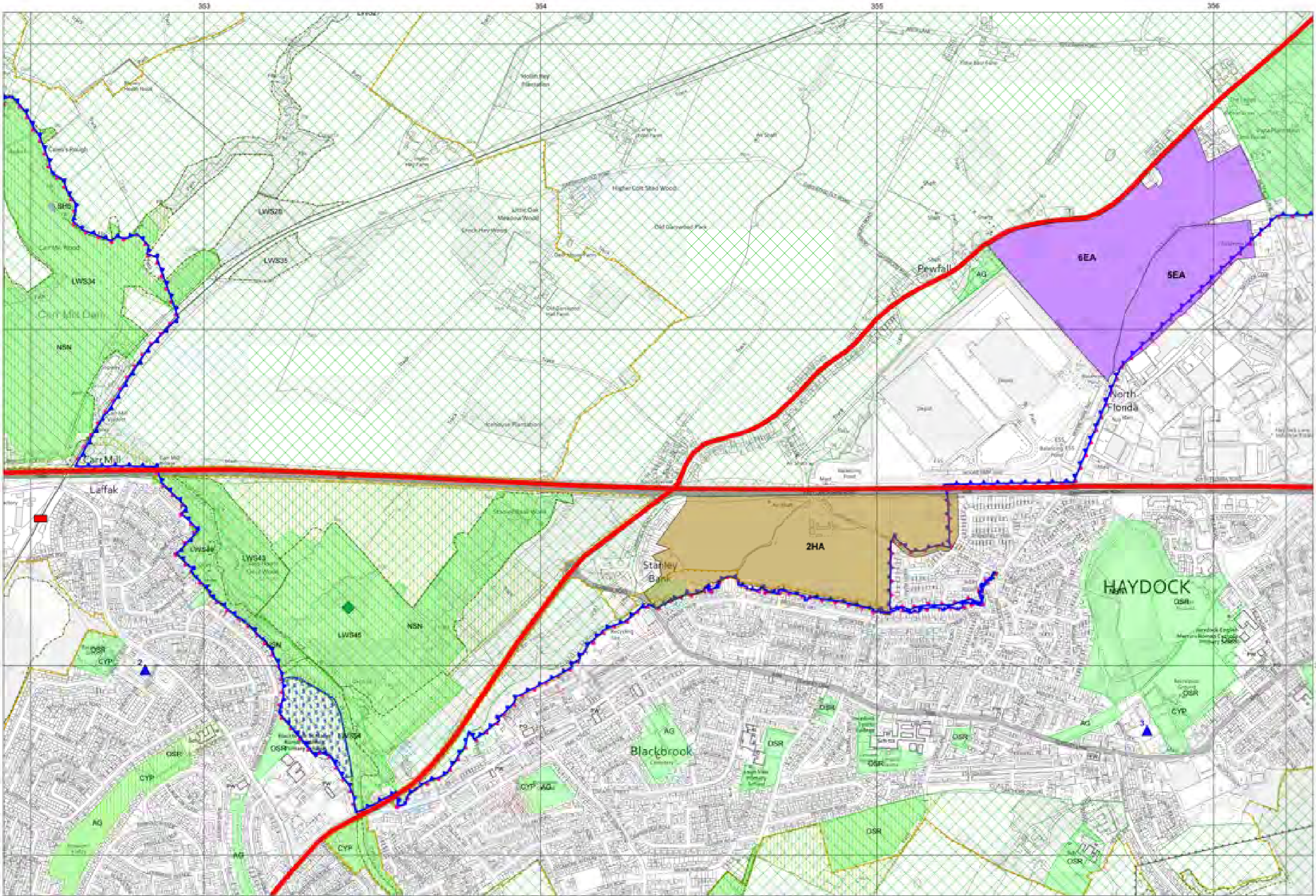


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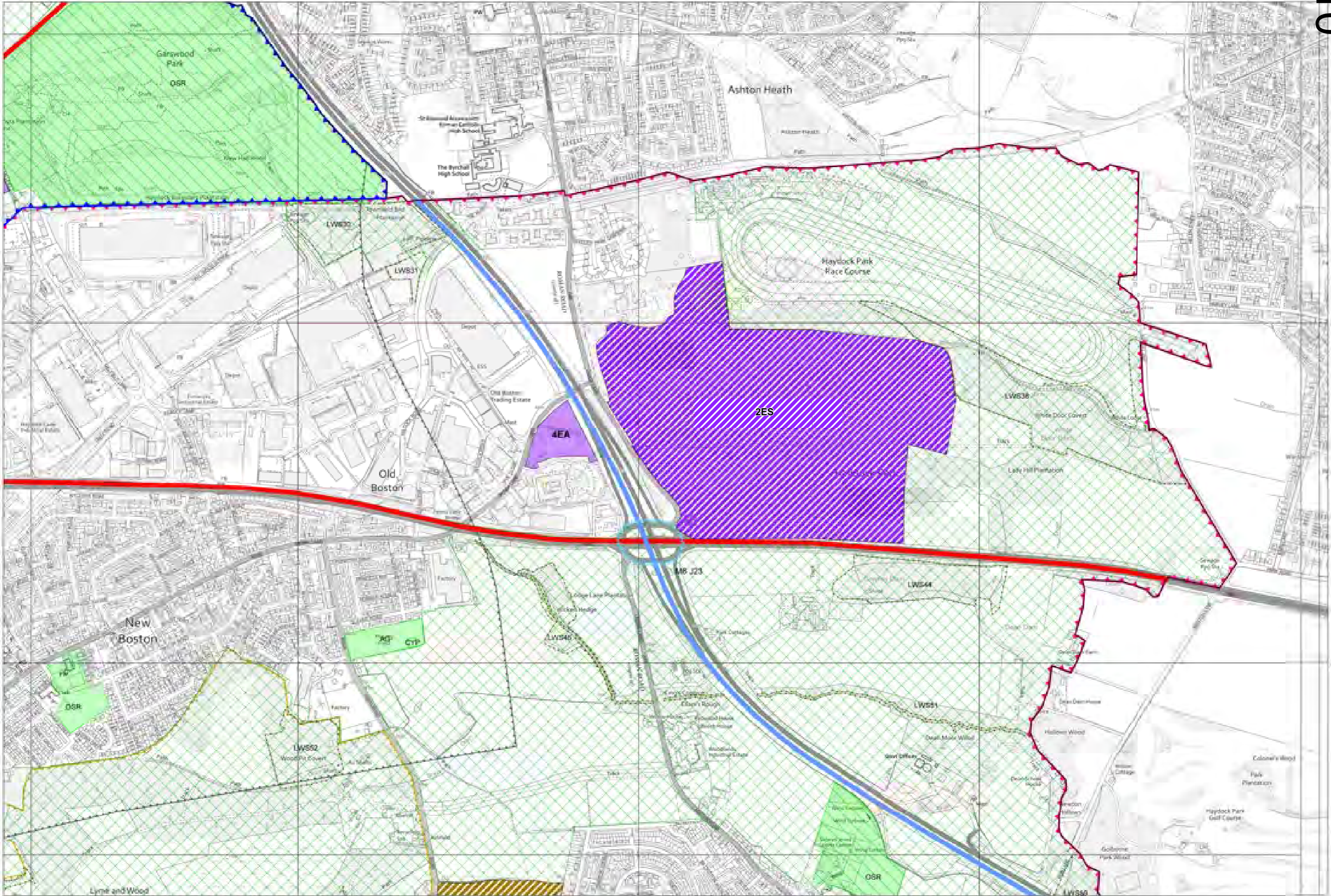


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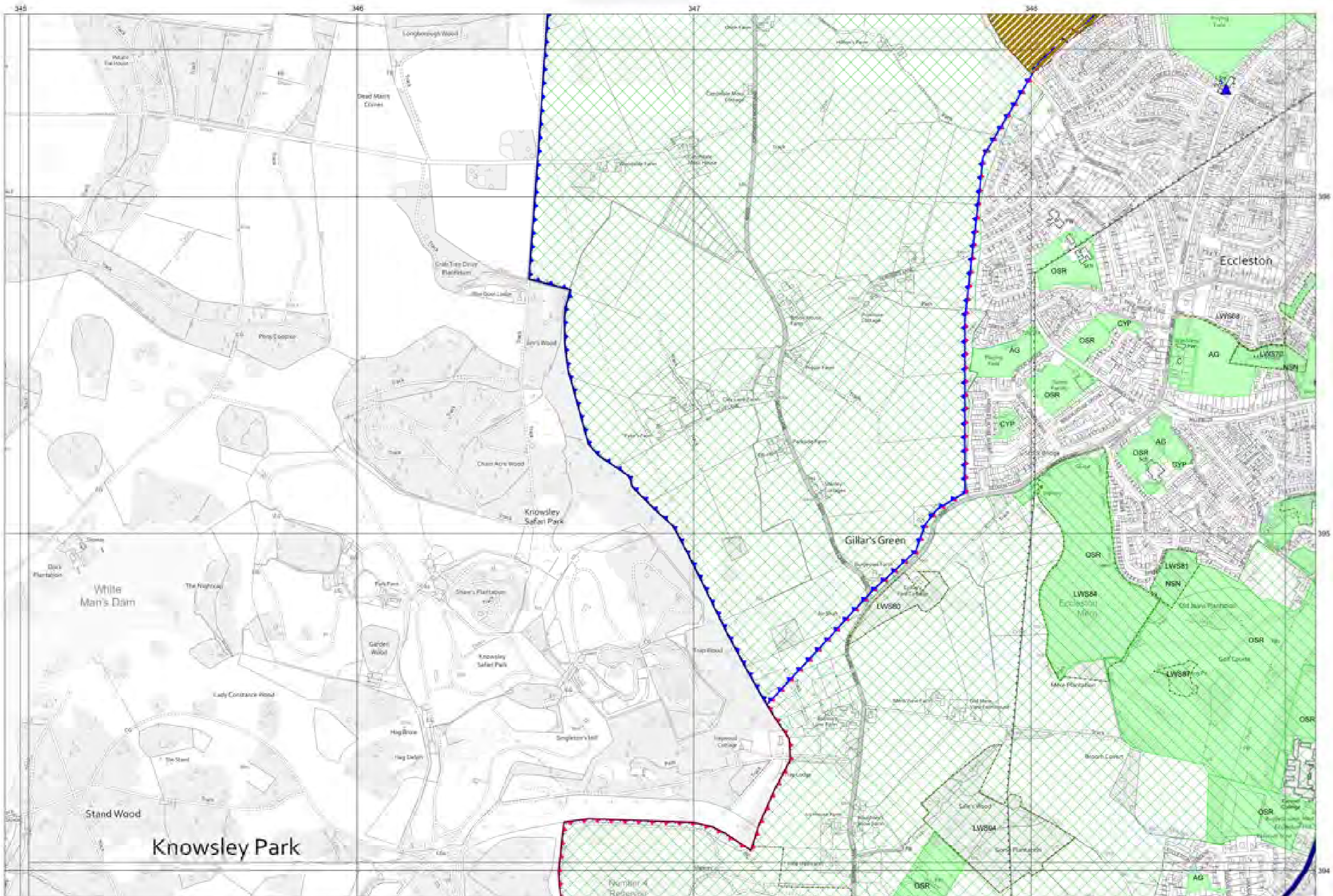


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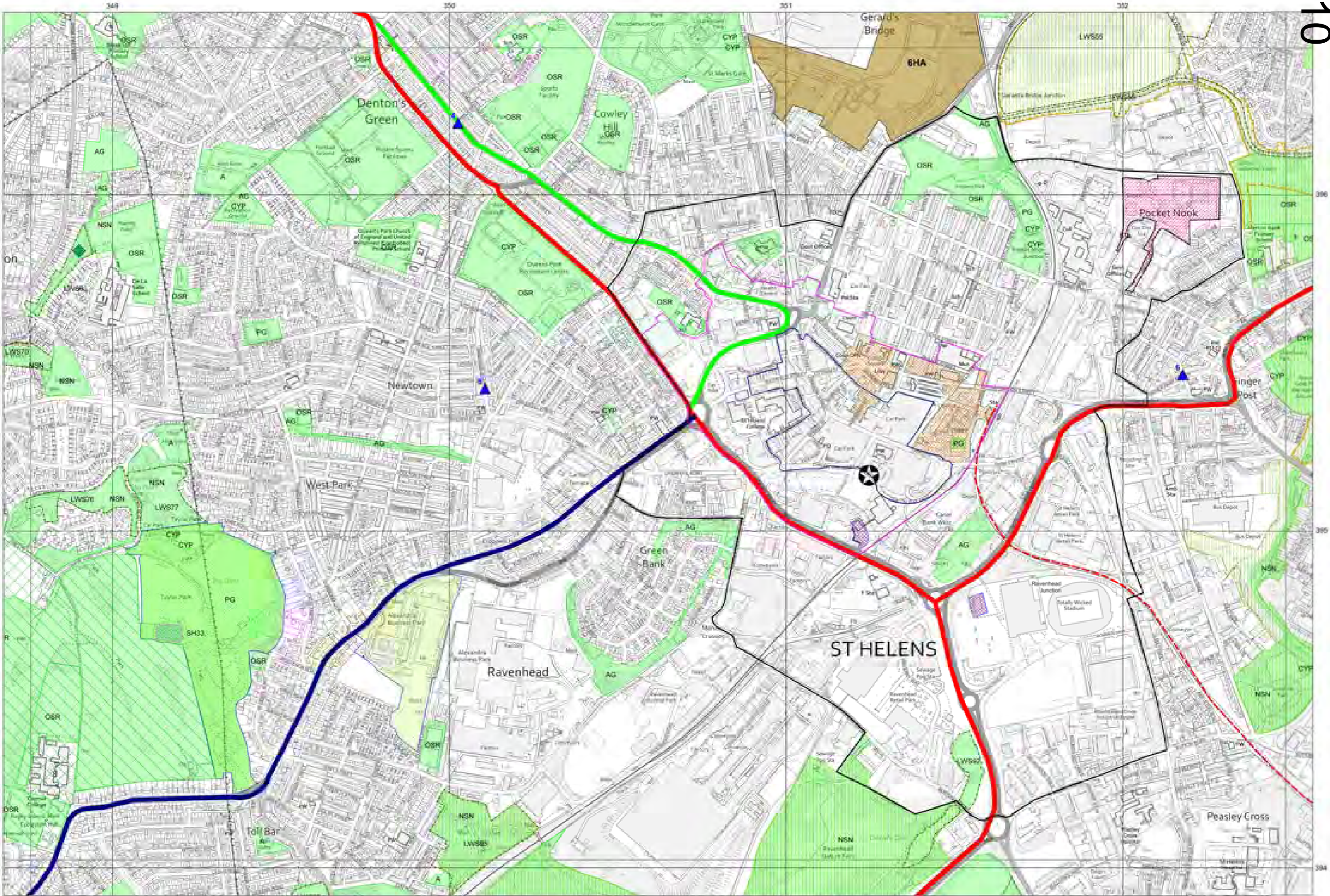
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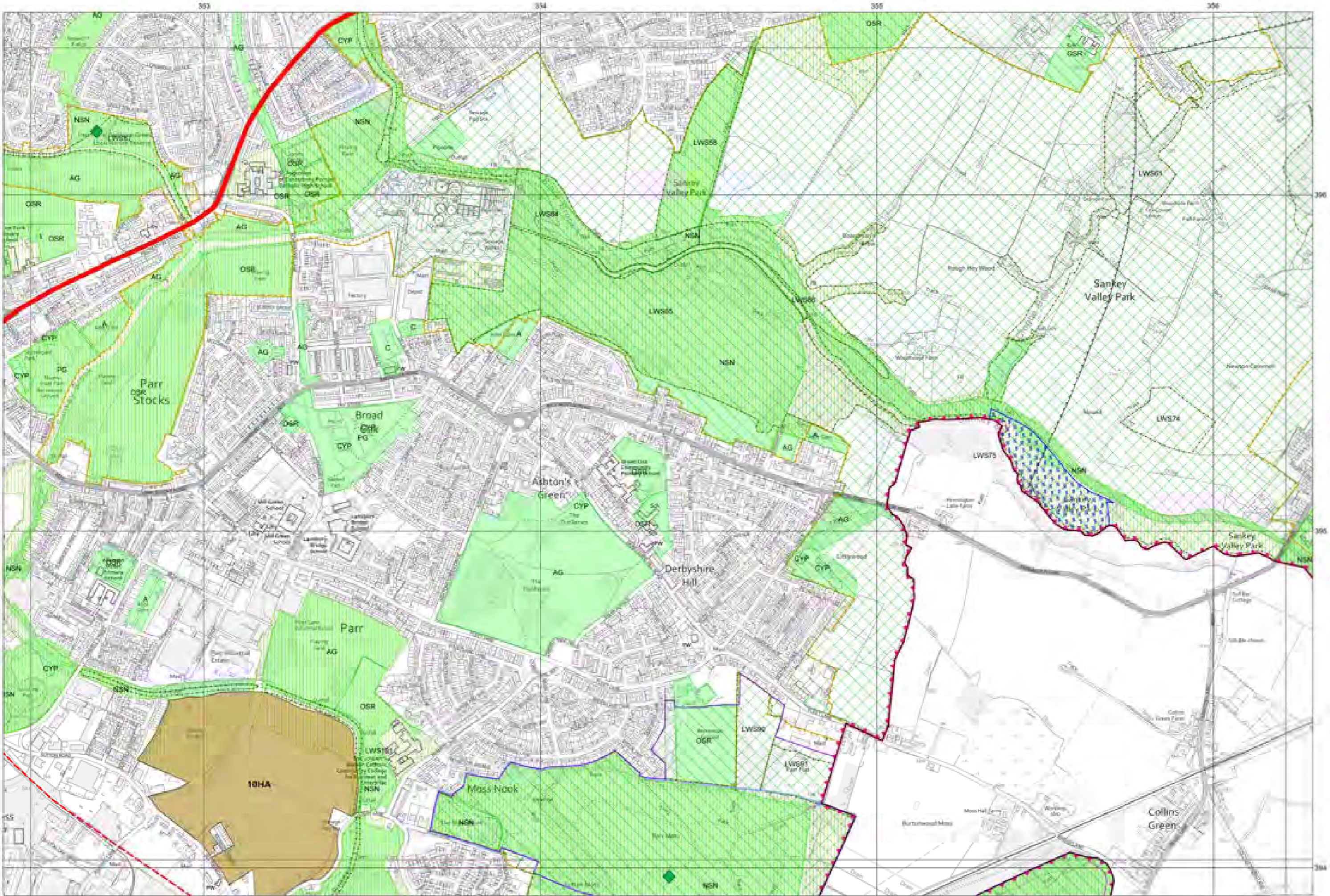
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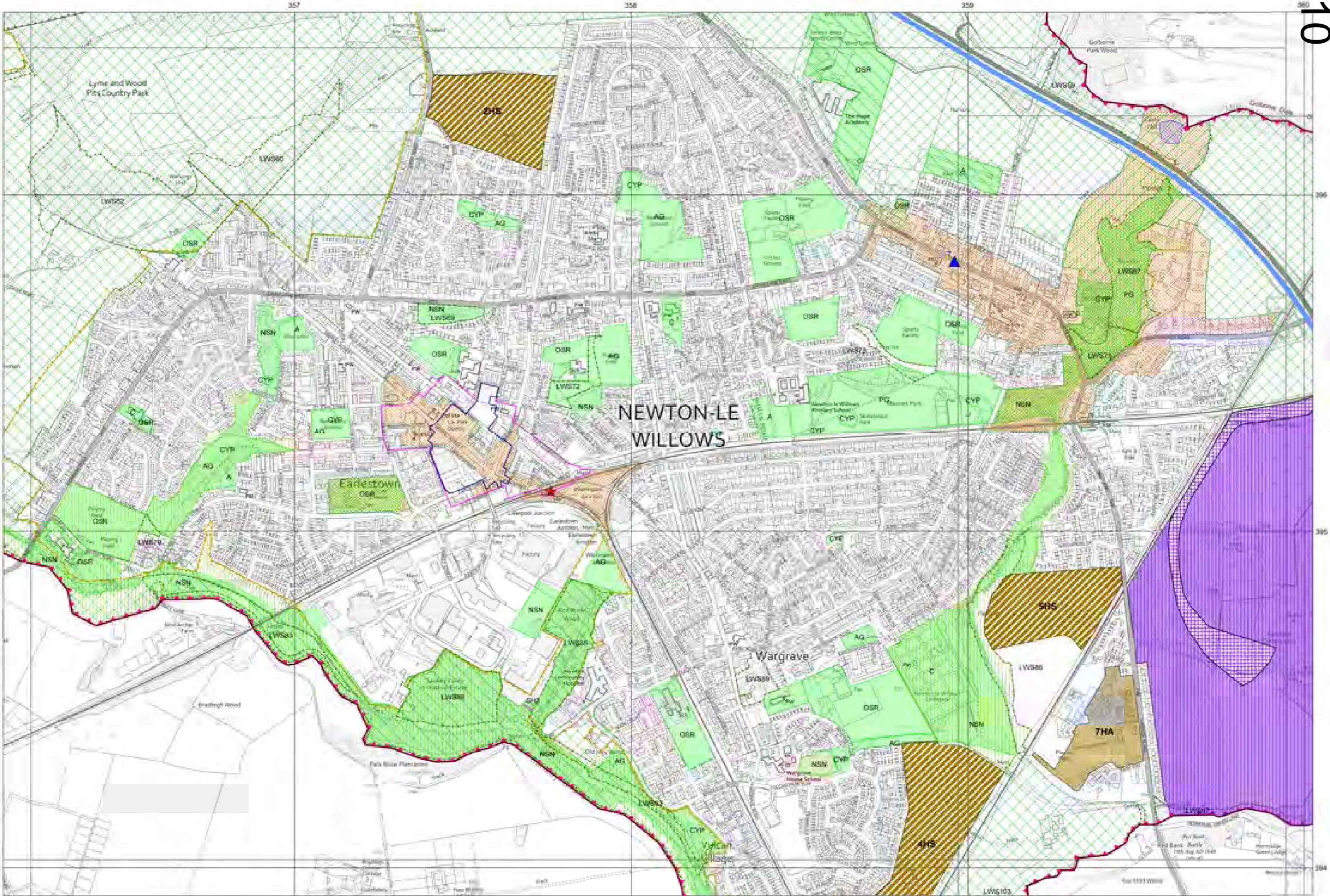
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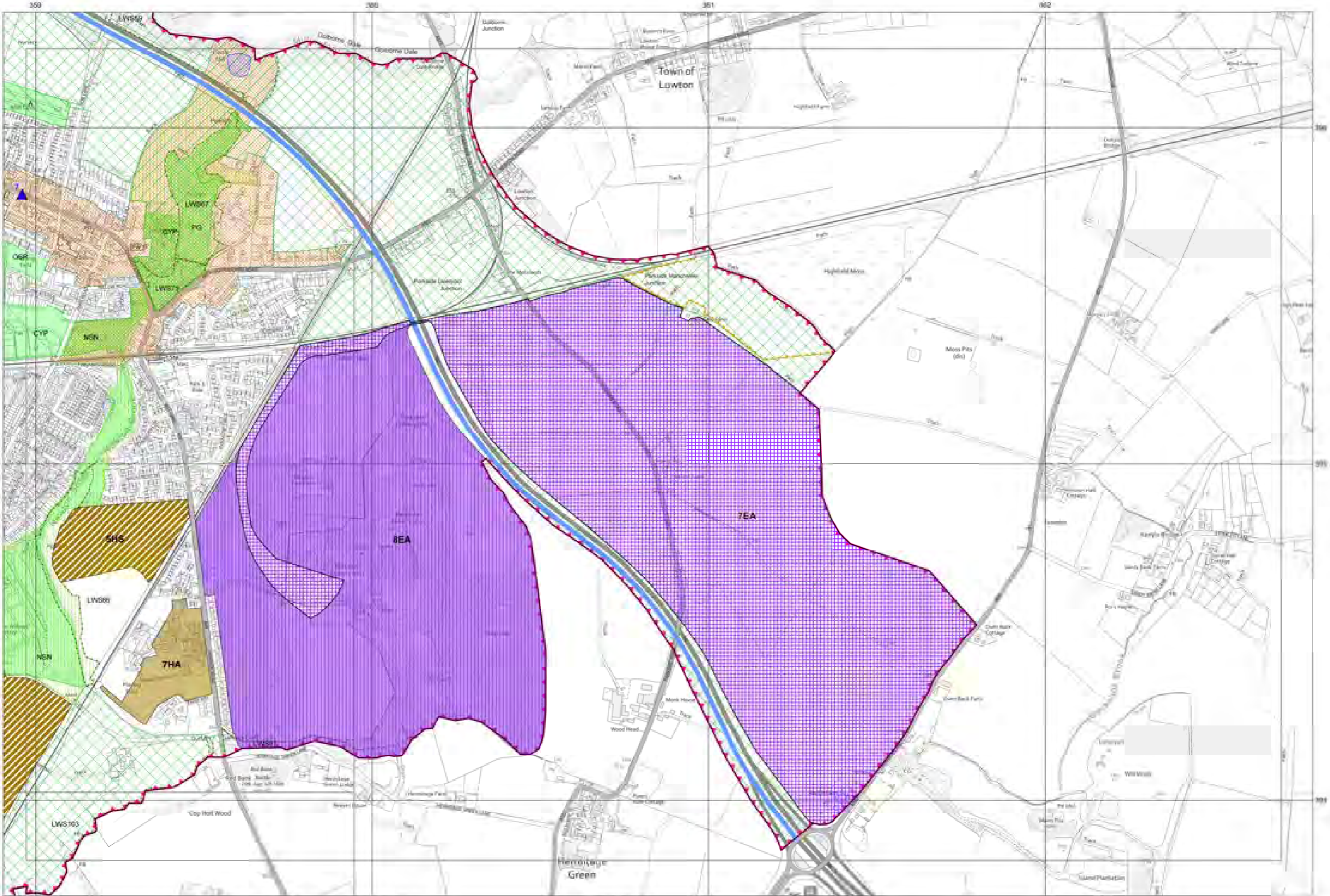


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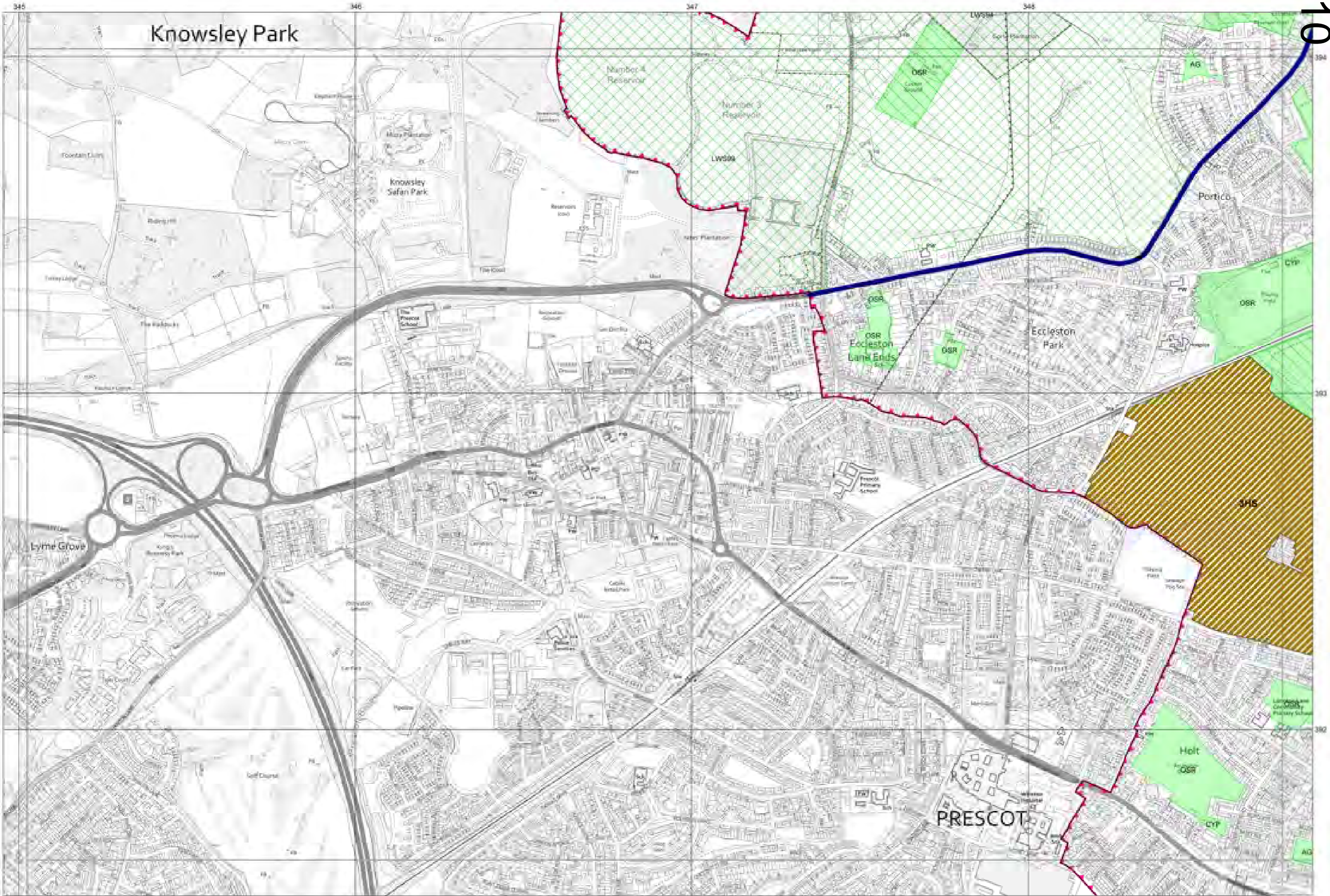


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# Knowsley Park

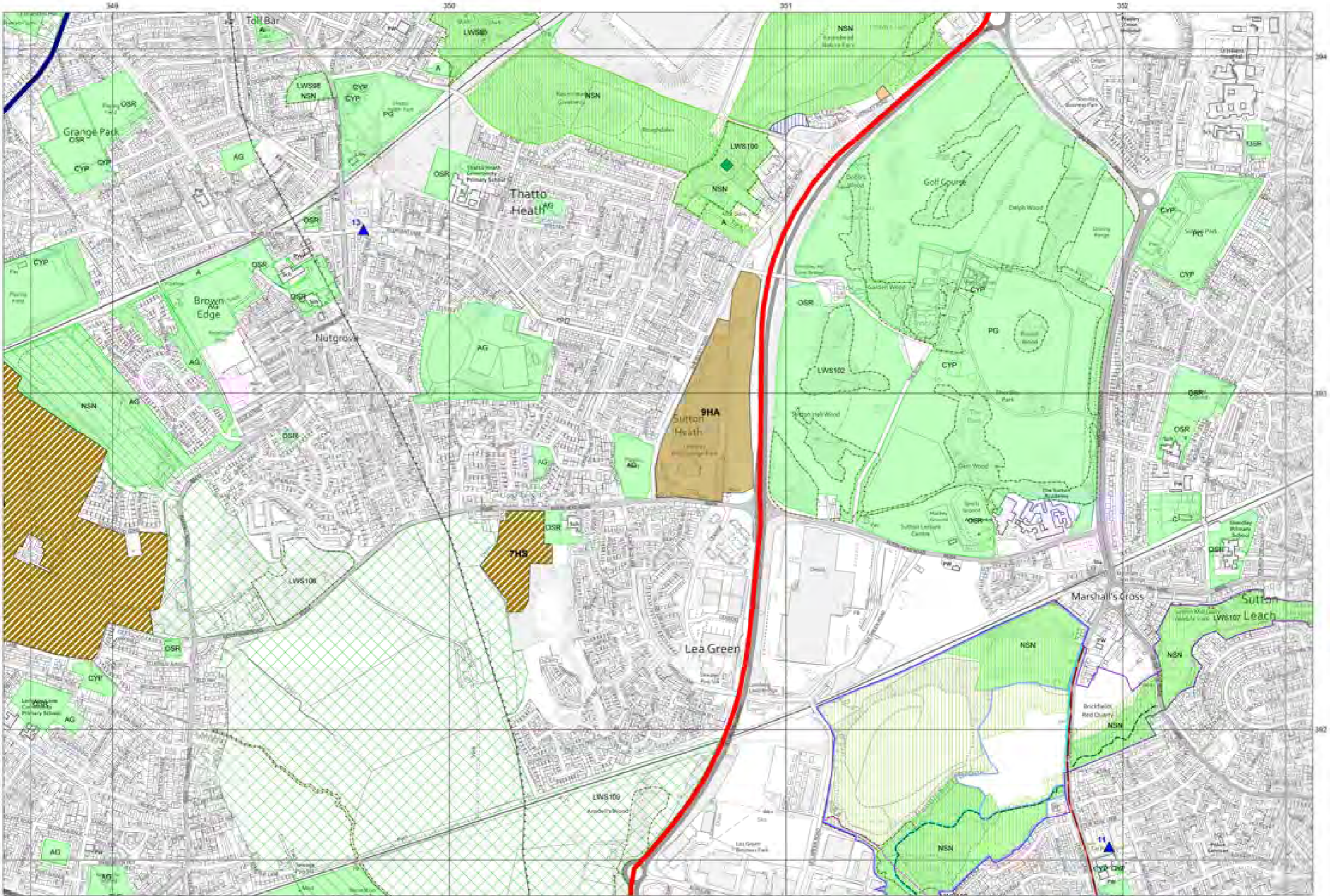


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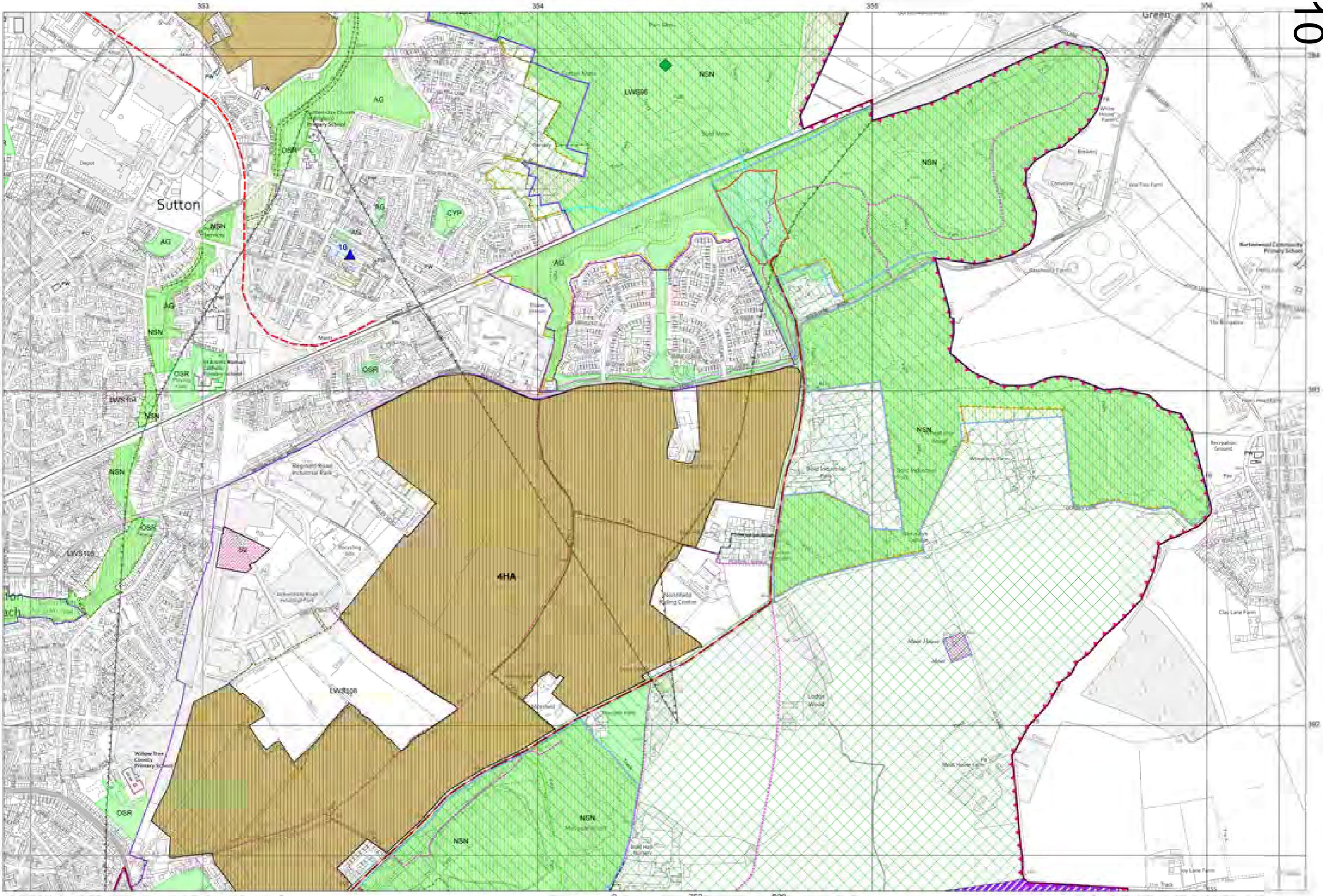


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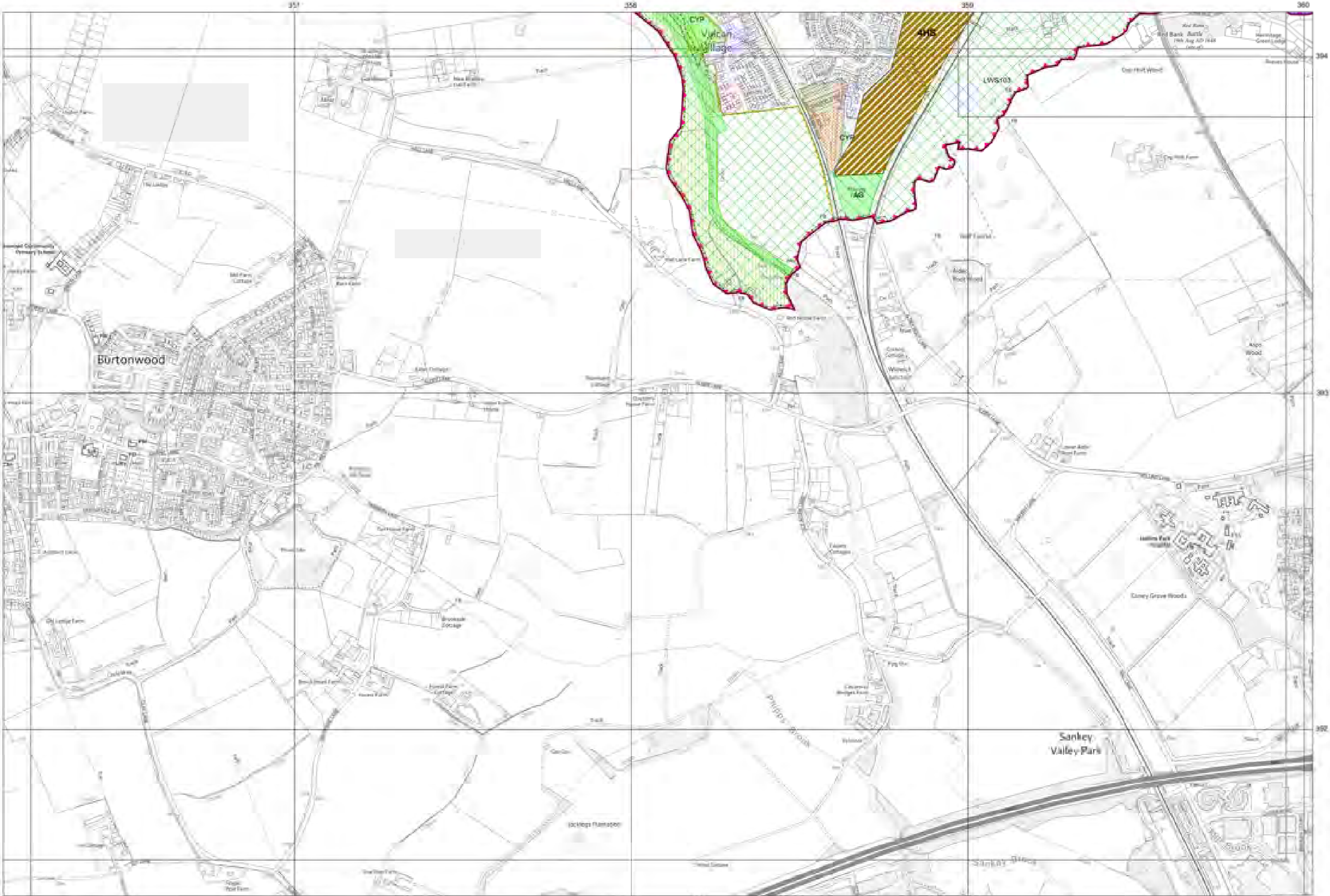


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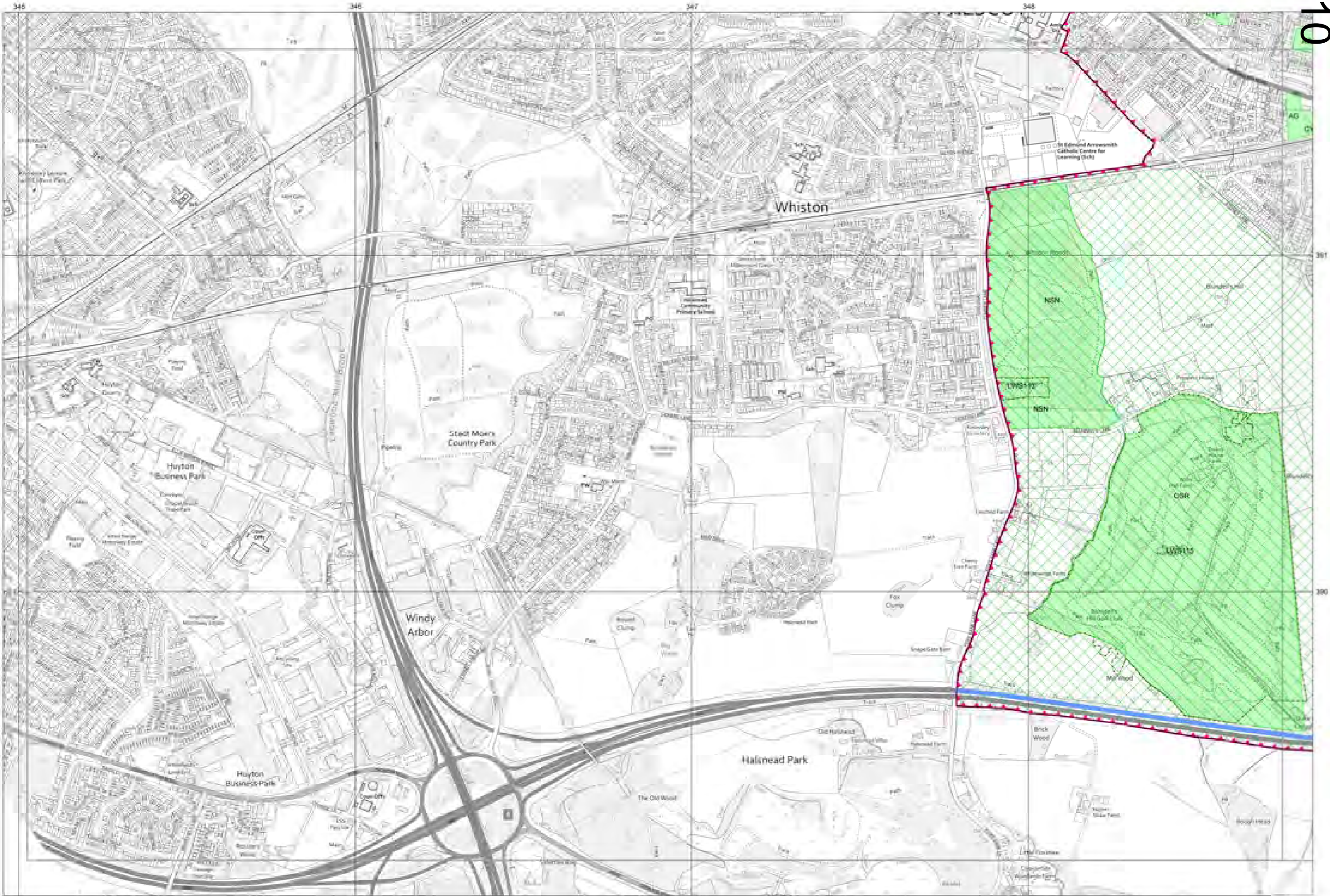
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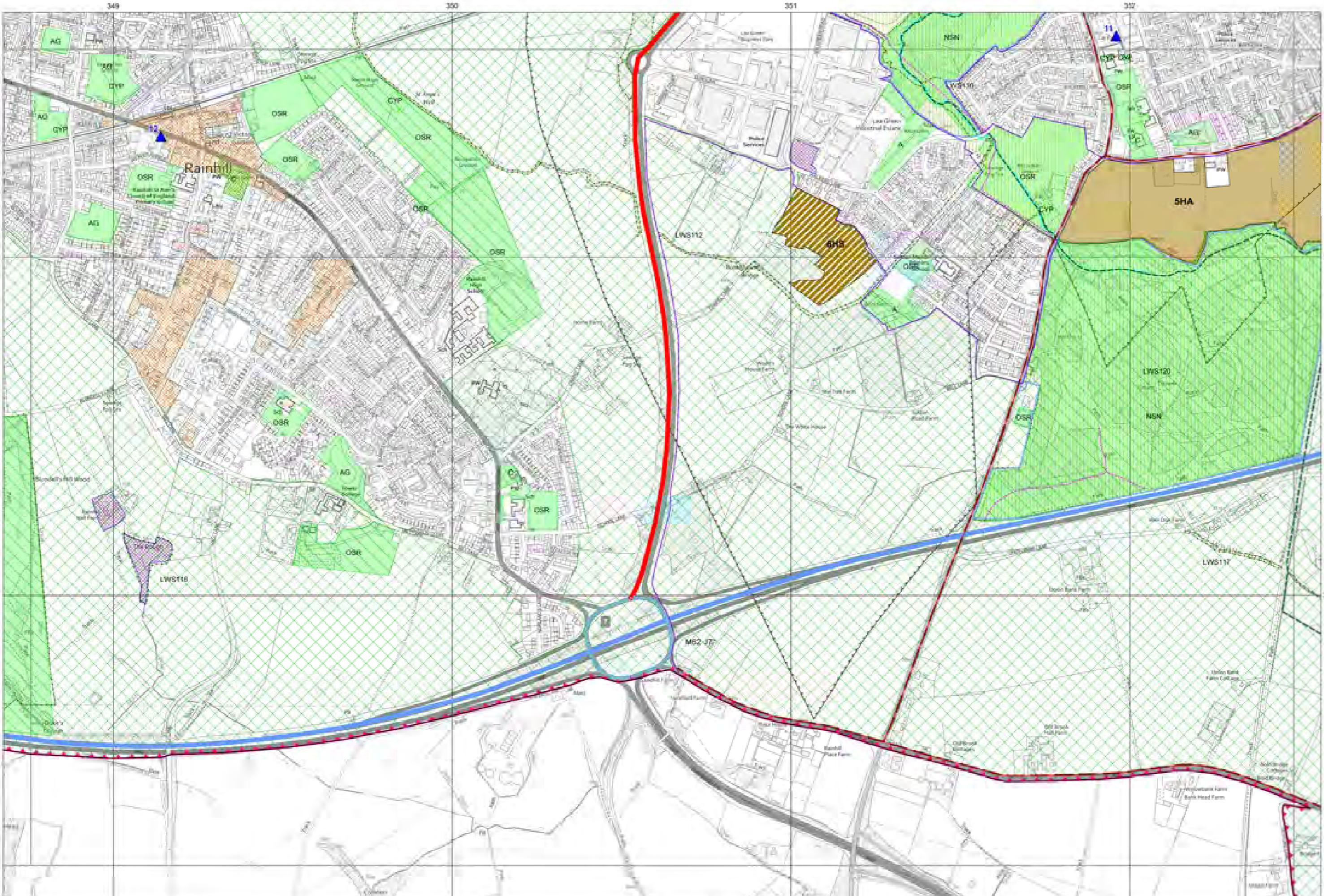
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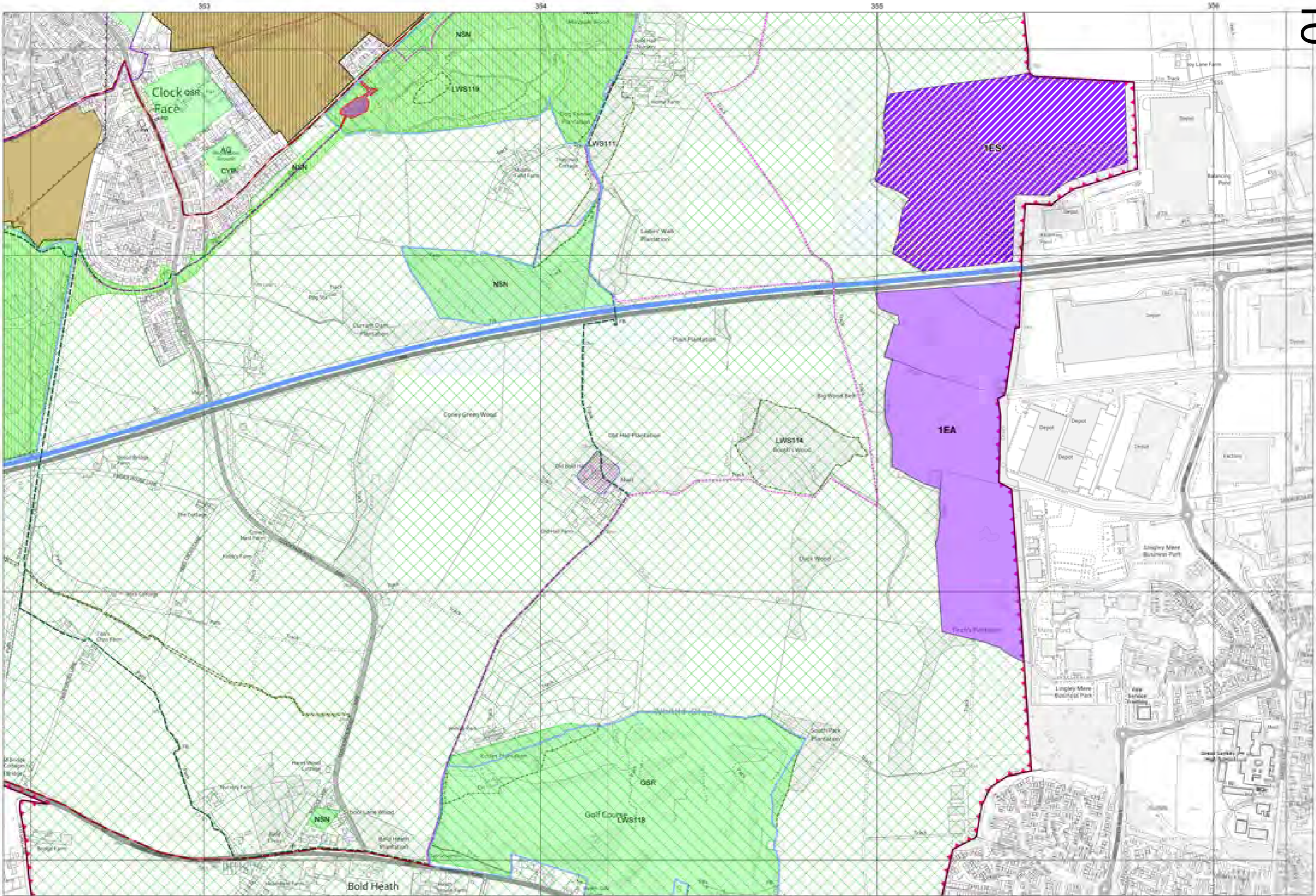


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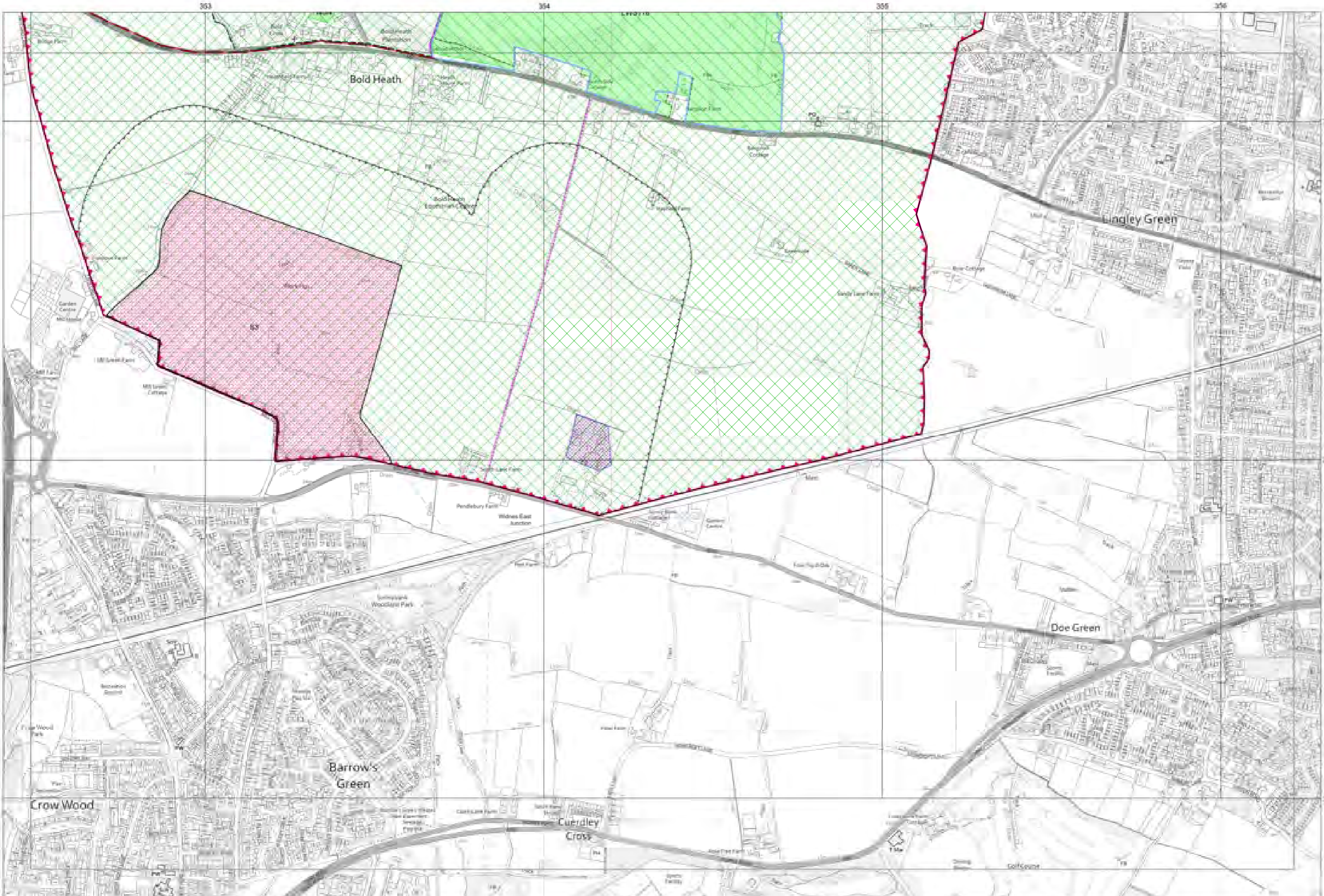


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BOROUGH COUNCIL

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## Report to St Helens Borough Council

**by Mark Dakeyne BA (Hons) MRTPI and  
Victoria Lucas LLB (Hons) MCD MRTPI**

Inspectors appointed by the Secretary of State

Date: 18 May 2022

---

Planning and Compulsory Purchase Act 2004 (as amended)

Section 20

## Report on the examination of the St Helens Borough Local Plan

The Plan was submitted for examination on 29 October 2020

The examination hearings were held between 25 May and 24 June 2021

File Ref: PINS/H4315/429/6

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## Abbreviations used in this report

BFAAP	Bold Forest Area Action Plan
Council	St Helens Borough Council
CS	St Helens Local Plan Core Strategy 2012
DtC	Duty to Cooperate
dpa	Dwellings Per Annum
dph	Dwellings Per Hectare
ECF	English Cities Fund
ELNS	Employment Land Needs Study
EVA	Economic Viability Assessment
Framework	National Planning Policy Framework
GBR	Green Belt Review
GI	Green Infrastructure
GTAA	Gypsy and Traveller Accommodation Assessment
Ha	Hectares
HMA	Housing Market Area
HRA	Habitats Regulation Assessment
IDP	Infrastructure Delivery Plan
LCR	Liverpool City Region
LDS	Local Development Scheme
LHN	Local Housing Need
LP	Local Plan
LPA	Local Planning Authority
MM	Main Modification
MSA	Mineral Safeguarding Area
NH	National Highways (formerly Highways England)
OAN	Objectively Assessed Needs
Plan	St Helens Borough Local Plan
PPG	Planning Practice Guidance
RIS	Road Investment Strategy
RMS	Recreation Mitigation Strategy
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SCI	Statement of Community Involvement
SDS	Spatial Development Strategy
SHLAA	Strategic Housing Land Availability Assessment
SHELMA	Strategic Housing and Employment Land Market Assessment
SHMA	Strategic Housing Market Assessment
SOCG	Statement of Common Ground
SRFI	Strategic Rail Freight Interchange
UDP	Unitary Development Plan

## Non-Technical Summary

This report concludes that the St Helens Borough Local Plan [the Plan] provides an appropriate basis for the planning of the Borough, provided that a number of main modifications [MMs] are made to it. St Helens Borough Council [the Council] has specifically requested that we recommend any MMs necessary to enable the Plan to be adopted.

Following the hearings, the Council prepared a schedule of the proposed modifications and carried out sustainability appraisal and habitats regulations assessment of them. The MMs were subject to public consultation over an eight-week period. In some cases, we have amended their detailed wording and/or added consequential modifications where necessary. We have recommended their inclusion in the Plan after considering the sustainability appraisal and habitats regulations assessment and all the representations made in response to consultation on them.

The MMs can be summarised as follows:

- Extending the timeframe of the Plan to ensure a 15 year period post-adoption;
- Taking into account the Council's climate change emergency declaration;
- Ensuring that Green Belt policy relating to safeguarded land and compensatory improvements is positively prepared and consistent with national policy;
- Clearly articulating the exceptional circumstances for Green Belt release at strategic and site levels;
- Modifying Policies LPA02 and LPA05 so that the Plan promotes the effective use of land;
- Ensuring that the Site Profiles for allocated and safeguarded sites are site-specific and not generic;
- The inclusion of bespoke policies for the Bold Forest Garden Suburb and Parkside West;
- Revising the boundaries for allocated Sites 7HA and 9EA and safeguarded Site 4HS so that they are positively prepared, justified, and effective;
- Modifying housing mix, affordable housing, and housing standards policies so that they are effective and consistent with national policy;
- Ensuring that the housing and employment land supply position is up-to-date so that the Plan is effective;
- Amending the Monitoring Framework to make sure that it is effective;
- A number of other modifications to ensure that the plan is positively prepared, justified, effective, and consistent with national policy.



## Introduction

1. This report contains our assessment of the St Helens Council Local Plan [the Plan] in terms of Section 20(5) of the Planning and Compulsory Purchase Act 2004 (as amended). It considers first whether the Plan's preparation has complied with the duty to cooperate [DtC]. It then considers whether the Plan is compliant with the legal requirements and whether it is sound. Paragraph 35 of the National Planning Policy Framework 2021 [the Framework] makes it clear that in order to be sound, a local plan [LP] should be positively prepared, justified, effective, and consistent with national policy.
2. The starting point for the examination is the assumption that the local planning authority [LPA] has submitted what it considers to be a sound plan. The St Helens Borough Council Local Plan Submission Draft Written Statement (SD001), submitted in October 2020, is the basis for our examination. It is the same document that was published for consultation in January 2019.
3. A Draft Schedule of Changes (SD003) was also provided alongside the Submission Draft but, as this was not subject to consultation, we are not treating it as a formal addendum to the Plan. We have included some of the modifications as Main Modifications [MMs] as appropriate. The remainder are to be included by the Council as Additional Modifications. We have been provided with the representations on the Submission Draft and have taken them into account in our examination of the Plan, and in this report.

## Main Modifications

4. In accordance with section 20(7C) of the 2004 Act the Council requested that we should recommend any MMs necessary to rectify matters that make the Plan unsound and thus incapable of being adopted. Our report explains why the recommended MMs are necessary. The MMs are referenced in bold in the report in the form **MM001**, **MM002** etc, and are set out in full in the Appendix.
5. Following the examination hearings, St Helens Borough Council [the Council] prepared a schedule of proposed MMs (SHBC036) and carried out sustainability appraisal [SA] and habitats regulations assessment [HRA] of them. The MM schedule was subject to public consultation between 18 November 2021 and 13 January 2022. We have taken into account the consultation responses in coming to our conclusions in this report and in this light we have made some amendments to the detailed wording of the main modifications and added consequential modifications where these are necessary for consistency or clarity. None of the amendments significantly alters the content of the modifications as published for consultation or undermines the participatory processes and SA/HRA that has been undertaken. Where necessary we have highlighted these amendments in the report.

## Policies Map

6. The Council must maintain an adopted policies map which illustrates geographically the application of the policies in the adopted development plan. When submitting a LP for examination, the Council is required to provide a submission policies map showing the changes to the adopted policies map that would result from the proposals in the submitted LP. In this case, the submission policies map comprises the set of plans identified as the St Helens Local Plan Policies Map (SD002).
7. The policies map is not defined in statute as a development plan document and so we do not have the power to recommend main modifications to it. However, a number of the published MMs to the Plan's policies require further corresponding changes to be made to the policies map. In addition, there are some instances where the geographic illustration of policies on the submission policies map is not justified and changes to the policies map are needed to ensure that the relevant policies are effective.
8. These further changes to the policies map were published for consultation alongside the MMs (Annex 7 to SHBC036).
9. When the Plan is adopted, in order to comply with the legislation and give effect to the Plan's policies, the Council will need to update the adopted policies map to include all the changes proposed in SD002 and the further changes published alongside the MMs.

## Context of the Plan

10. St Helens Borough is situated in the north-west of England, positioned geographically between the cities of Liverpool and Manchester, and close to the transport corridors of the M6, M62, and main west coast railway line. For administrative purposes St Helens is one of six authorities that together form the Liverpool City Region [LCR]<sup>1</sup>. There is a strong history of coal mining and manufacturing within St Helens, with a particular link to the glass making industry. Outside of the towns of St Helens, Newton-le-Willows and Earlestown, and the wider urban area, over half of the Borough is rural or semi-rural in nature most of which is designated as Green Belt.
11. The St Helens Borough Local Plan proposes to replace all of the policies in the St Helens Local Plan Core Strategy 2012 [CS] and the previously 'saved' policies of the St Helens Unitary Development Plan 1998 [UDP]. This is made clear by paragraph 1.3.5 of the Plan. Other development plan documents are the Joint Merseyside and Halton Waste Local Plan 2013 and the Bold Forest

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<sup>1</sup> Liverpool, Wirral, Sefton, Knowsley, Halton, and St Helens

Park Area Action Plan 2017 [BFAAP]. These two documents will remain extant and will not be replaced by this Plan.

12. The submitted Plan includes the period 2020-2035 in its title. However, as explained later in the report, this period does not reflect the base date of the Plan and is not an appropriate Plan period. For clarity we have removed the references to 2020-2035 from the report when referring to the Plan's title.
13. During the examination the Government published a revised Framework and changes to Planning Practice Guidance [PPG]. These changes to Government policy and guidance have been taken into account in the schedule of MMs.

## **Public Sector Equality Duty**

14. We have had due regard to the aims expressed in S149(1) of the Equality Act 2010. This has included our consideration of several matters during the examination, including the provision of traveller sites to meet need, and accessible and adaptable housing for older people and those with disabilities. These matters are discussed in more detail under our assessment of soundness that follows.

## **Assessment of Duty to Cooperate**

15. Section 20(5)(c) of the 2004 Act requires that we consider whether the Council complied with any duty imposed on it by Section 33A in respect of the Plan's preparation.
16. We have had regard to the DtC Statement (SD009) and representations in considering whether the DtC has been met. The Statement describes regional working with other local planning authorities, cross-boundary co-operation on strategic priorities, and the consultation that has taken place with prescribed bodies.
17. Our assessment of whether the DtC has been met focuses on the relationship of St Helens with authorities and prescribed bodies within the LCR and with the other adjoining LPAs of Warrington, Wigan, and West Lancashire.
18. The LCR authorities together with West Lancashire form a single functional economic area. St Helens, along with Warrington and Halton, forms a strategic housing market area [HMA] known as mid-Mersey.
19. There is a history of joint working on planning matters within the LCR such as the preparation of joint evidence-based studies on housing and employment needs and supply. Joint working within the LCR was formalised in 2014 through

the establishment of the LCR Combined Authority which deals with a range of functions including strategic planning. To this end the Combined Authority is preparing a Spatial Development Strategy [SDS] for the LCR. The SDS is at an early stage, focusing on a proposed vision, policy topic areas and suggested policy approaches. However, there is alignment between the Plan and the SDS thus far. There is nothing to suggest that the position will change as the SDS progresses.

20. A Statement of Common Ground [SOCG] dated October 2019 between the LCR authorities and West Lancashire Borough Council<sup>2</sup> (SD010) sets out the housing needed for each LPA at that time, based on adopted and emerging LPs. The SOCG noted that there was no current unmet need to be distributed among or beyond the seven LPAs. That position remains the same in that each LPA, including St Helens, currently plans to meet its own housing need. This includes Liverpool where the LP was adopted in January 2022 but examined under the transitional arrangements, so subject to the 2012 Framework. The increase in the housing figures for Liverpool as a result of the transition to the standard method, including the cities uplift, is a matter to be addressed by the SDS, any update of the Liverpool LP and other LP reviews in the LCR. In any event St Helens lies in a different HMA.
21. No spare capacity has been identified in any of the LPAs to meet St Helens housing needs. This is in the context that all of the seven LPAs are constrained by Green Belt (see SD030).
22. Warrington, immediately to the south-east of St Helens, has strong economic, housing and infrastructure links with St Helens, but is also constrained by Green Belt. The two authorities have worked together, particularly on a housing needs evidence base and on the provision of employment land. In relation to the latter, the major employment site at Omega on the boundary between the two Boroughs and straddling the M62, has been identified by the Plan for expansion. This has resulted in the proposed allocation of Site 1EA for employment to meet Warrington's employment land needs.
23. The Warrington LP was submitted for examination in April 2022. A SOCG between St Helens and Warrington was provided in support of the Warrington LP. The submitted LP indicates that the Omega site would contribute to Warrington's employment land needs. The SOCG also records the position on housing needs, confirming that Warrington is to meet its own housing needs but cannot accommodate any housing needs from St Helens. Again, this is reflected in the submitted Warrington LP. Although at different stages, the respective LPs and the SOCG demonstrate constructive working between the two LPAs.

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<sup>2</sup> An associate member of the Combined Authority

24. Wigan, the other adjacent LPA, lies within the Greater Manchester conurbation and is also affected by Green Belt. There is no SOCG with Wigan. However, St Helens has engaged with the emerging strategic LP 'Places for Everyone' prepared by nine Greater Manchester Council's, including Wigan. No requirement to meet Wigan's or Greater Manchester's development needs has been identified by the emerging LP or indeed by Wigan alone.
25. A sub-regional need for the logistics and warehousing sector has been identified through the preparation of the LCR Strategic Housing and Employment Land Market Assessment [SHELMA] (SUB001). There is no agreed distribution of large-scale Use Class B8<sup>3</sup> development. But there is a commitment to addressing the need across the LCR through the plan-making process. St Helens has a role to play in this respect, particularly given its proximity to the strategic road and rail networks. No objections have been raised by other strategic policy making authorities, including the LCR Combined Authority and the LCR Local Enterprise Partnership, to the Plan's uplift in the employment land requirement to help meet this sub-regional need.
26. Connected to an extent to the logistics and warehousing sector, but also to wider employment provision in the region, is the longstanding aspiration to develop a strategic rail freight interchange [SRFI] at Parkside. The SRFI has support from the LCR and other agencies such as Transport for North and Warrington. This support is evidenced through funding by the LCR Strategic Investment Fund for the Parkside Link Road which is required to deliver the SRFI. The Plan's specific proposals for the SRFI and Parkside are dealt with later in this report.
27. The DtC Statement also evidences the co-operation with other prescribed bodies, including infrastructure providers and technical consultees. This has influenced the policies in the Plan and the preparation of key supporting documents such as the Infrastructure Delivery Plan [IDP] (SD013).
28. National Highways (formerly Highways England) [NH] has had ongoing involvement in ensuring that improvements to the strategic road network to accommodate development is programmed and included in the IDP and referenced in relevant Plan policies. A SOCG reflects this cooperation, particularly in respect of Junctions 22 and 23 on the M6 and Junctions 7 and 8 of the M62 (SD031). In relation to J23, Wigan has been involved, along with St Helens and NH, in a working group and feasibility study. The same partners, together with site promoters, will convene as a taskforce to drive forward design and funding for junction improvements.
29. Key bodies such as the Environment Agency and Natural England have also had an input into the need for additional evidence to support the policies and

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<sup>3</sup> The B8 use class comprises 'use for storage or as a distribution centre'

proposals. The Council, Environment Agency and Halton and Warrington Councils have worked on the Sankey Catchment Action Plan to provide a long-term integrated water management approach to the catchment. Natural England and LCR authorities have been engaged in the preparation of a Recreation Mitigation Strategy [RMS] and an LCR Ecological Network. The latter identifies ecological assets and Nature Improvement Areas, two of which are in St Helens.

30. St Helens and other LCR authorities have produced the Joint Waste Local Plan. The Council works collaboratively on minerals as part of the North-West Aggregates Working Party which prepares annual aggregates assessments and monitoring reports. This joint working has informed the waste and minerals policies of the Plan.
31. We are satisfied that, where necessary, the Council has engaged constructively, actively and on an on-going basis in the preparation of the Plan and that the duty to cooperate has therefore been met.

## **Assessment of Other Aspects of Legal Compliance**

### **Local Development Scheme**

32. The Plan has been prepared in accordance with the Council's Local Development Scheme [LDS] (SD014). The Regulation 19 consultation on the Submission Draft version of the Plan took place within the period identified in the LDS (between January and May 2019). Submission of the draft Plan was also made in line with the LDS (October 2020). Adoption of the Plan is likely to be some 6 months after the date anticipated by the LDS, but the difference is due to the length of the examination which could not have been predicted when the LDS was last updated.

### **Consultation**

33. Consultation on the Plan and the MMs has been carried out in compliance with the Council's Statement of Community Involvement of November 2013 [SCI] (SD015). The SCI is over 8 years old. The Council considered updating the SCI during the Plan preparation process. However, it was felt that altering the approach during the evolution of the Plan could have led to inconsistencies. Moreover, the consultation and engagement methods which included drop-in sessions, appear to have been effective, notwithstanding criticisms of a lack of public meetings and workshops. Consultation has exceeded the requirements of the regulations. Given the above, we consider that the age of the SCI is not, in itself, an issue.

34. That said, during the examination process and in response to the challenges raised by the Covid-19 pandemic, the Council produced an SCI Addendum (SD015A). The addendum anticipates how consultation, particularly on the MMs, should take into account Government restrictions and guidance that have been in place from time to time during the pandemic. The addendum recognises that primary access will be via a digital format but that provision should be made to prevent digital exclusion. As it turned out the Council made hard copies of relevant documents available at the Borough's libraries during the MM consultation.
35. Some specific concerns about the extent of consultation in Billinge and Bold were raised at the hearings but the Council subsequently confirmed that the relevant parties had been consulted.

### **Sustainability Appraisal**

36. The Council carried out a SA of the Plan, prepared a report of the findings of the appraisal, and published the report along with the Plan and other submission documents under Regulation 19. Two further SA Addendum reports were published in September 2020 and June 2021 (the latter following the close of the examination hearing sessions). These addendums updated some factual information and also corrected a small number of minor inaccuracies that had been identified. The SA was also updated to assess the MMs. This iteration of the SA identified that the MMs would lead to some positive effects for SA objectives compared to the submission version of the Plan<sup>4</sup>.
37. The SA assessed a range of housing and economic growth options against 20 sustainability objectives. These options ranged from 451 to 712 dwellings per annum [dpa] for housing and around 109 hectares [ha] (low growth) to 306 ha (higher growth) of employment development. Whilst it is true that the quantum of growth assessed could have been higher, or indeed lower, it is essentially for the Council to define the content of the reasonable alternatives to be assessed. Whether or not an alternative is 'reasonable' is ultimately a matter of law but the determining factor is whether the process of identifying and assessing reasonable alternatives was followed. Whilst the growth ranges tested could have been different, it does not follow that the alternatives selected by the Council were unreasonable. The fact is that the options tested comprised a range that were sufficiently distinct so as to allow a meaningful comparison to be made between the different growth options. The options of not meeting housing and employment needs were not considered as reasonable alternatives by the Council.

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<sup>4</sup> The suite of SA documents are referenced SD005 and SD005.1 to SD005.6

38. In assessing individual sites there was also some discussion regarding whether or not the SA (and also the Green Belt Review [GBR]<sup>5</sup>) should have taken account of more detailed information where this was available. This might be the case where, for example, more detailed work has been undertaken in support of the proposed allocation or a planning application and could include detailed transport assessment work or ecological reports.
39. It may be that more detailed information at the site level might alter specific findings in the SA. However that detailed information was not available for all sites assessed in the SA. The methodology for the SA sought to ensure that all sites were assessed on an equal basis as that would help to ensure that the outcomes of the site assessment process were comparable. Furthermore, the information available for individual sites often evolves during the Plan making process, with additional information becoming available. If it were a requirement to constantly revisit strategic level site assessments, as additional detailed site information became available, then this would have its own practical difficulties as it would be unlikely that there would ever be a time when the evidence base ceased evolving.
40. The strategic assessment of sites is therefore necessarily a snap-shot in time and, providing there are no fundamental flaws in the process, it is not reasonable to expect reports to be constantly updated as new, more detailed information becomes available. The methodology adopted in assessing sites helped to ensure a consistent approach was taken to the assessment of sites.
41. Overall, the SA has adequately considered reasonable alternatives and is suitably comprehensive and legally compliant.

### **Habitat Regulations Assessment**

42. The HRA of December 2018 (SD006), the subsequent HRA Addendum of September 2020 (SD006.1), and the HRA of the MMs (SD006.2) set out that a proportionate appropriate assessment has been undertaken of the Plan. The HRA concludes that the Plan contains an adequate policy framework to ensure that it would result in no adverse effects on the integrity of European sites. An example of this is the RMS which is being developed jointly by the LCR authorities to mitigate the cumulative effects of development across the area from recreational pressure on European sites such as those along the coast. The legal requirement to undertake an appropriate assessment has been met.

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<sup>5</sup> Of December 2018 (SD020) read together with the further Stage 2B Assessments (SD021)



## Strategic Priorities

43. The Plan, taken as a whole, includes policies to address the strategic priorities for the development and use of land in the local planning authority's area. The Plan is explicit as to which policies are strategic.

## Climate Change

44. The Plan, taken as a whole, includes policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change. Policies on matters including flood risk, water management, renewable energy, and low carbon development, aim to achieve this. We consider these policies later in our report. Specifically, the Plan now refers to the Council's climate change emergency declaration and various MMs (**MM003, MM006, MM012, MM014, MM025, MM027, MM029, MM032, MM034** and **MM039**) ensure that this is a cross cutting theme throughout the policies of the Plan. These changes are required so that the Plan is positively prepared.

## Conclusions on legal compliance

45. In summary, the Plan complies with all relevant legal requirements, including in the 2004 Act (as amended) and the 2012 Regulations.

## Assessment of Soundness

### Main Issues

46. Taking account of all the representations, the written evidence and the discussions that took place at the examination hearings, we have identified ten main issues upon which the soundness of this plan depends. This report deals with these main issues. It does not respond to every point or issue raised by representors. Nor does it refer to every policy or policy criterion in the Plan.

### **Issue 1 – Whether the Plan period and the housing and employment requirements in the LP are justified taking into account national policy and the needs and constraints of the area. In particular whether exceptional circumstances have been demonstrated for the alteration of Green Belt boundaries**

#### Plan period

47. The Framework indicates that strategic policies should look ahead over a minimum 15-year period from adoption. The Plan has a stated timeframe of

2020 to 2035. However, the LP has had a long gestation period and, if it is adopted in 2022, it would only have about a 13-year period post adoption.

48. Extending the Plan period to 2037 would ensure a 15-year period post adoption so that it can respond to long-term requirements and opportunities, including those arising from improvements to infrastructure. The longer period would increase employment and housing land requirements but the Plan is able to accommodate these changes as demonstrated later in the report. Retail floorspace requirements would not need to change as they would be reviewed well before 2037 when changes in shopping behaviours, including the effects of the pandemic, would be taken into account.
49. A Plan period up to 2037 is required so that the Plan is positively prepared, justified, and consistent with national policy. **MM001** would secure the relevant changes. There are other consequential changes throughout the Plan which are dealt with below.

### Housing Objectively Assessed Needs [OAN]

50. The Framework indicates that, to determine the minimum number of homes needed, strategic policies should be informed by a local housing need [LHN] assessment, conducted using the standard method in national planning guidance, unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. PPG advises that if an alternative approach identifies a need higher than the standard method, it should be considered sound as it will have exceeded the minimum starting point. When taken together, national policy and guidance implies that, in most cases<sup>6</sup>, the housing OAN should not be lower than the LHN figure but there may be justification for it to be higher.
51. At the time of submission of the LP, the LHN was 434 dpa. At the time of the hearings the latest LHN assessment based on the standard method showed a housing need of 424 dpa (see SHBC013). Figures published in April 2022, taking into account 2021 affordability ratios, show a housing need of 399 dpa. The household growth figure contained in the Council's recently published draft Housing Strategy (407 dpa) is based on the 2018 household projections, is not a LHN assessment and has not been tested. The Plan proposes a housing requirement of 486 dpa which represents an uplift of about 12%, 15% or 22% on these minimum figures.
52. The standard method takes into account affordability ratios which in St Helens are low compared to national figures. Moreover, ratios in the Borough have

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<sup>6</sup> Paragraph 11 b) i. of the Framework provides an exception

been fairly level for the last 10 years, whereas nationally they have generally been rising.

53. That said, PPG gives examples of where a housing need higher than LHN can be considered. One of these relates to growth strategies for an area that are likely to be deliverable. In this respect the LCR has a growth strategy and St Helens has been awarded £25m as part of the Government's Towns Fund. The other examples cited, strategic infrastructure improvements driving an increase in homes needed and unmet needs from a neighbouring authority, do not apply in St Helens.
54. The PPG also makes it clear that other circumstances might also justify a higher figure. In the case of St Helens, the 486 dpa is justified to correlate with the aspirations to achieve increased economic growth and jobs which are likely to lead to increased housing need and demand. The link between economic and housing growth is evidenced by the Strategic Housing Market Assessment [SHMA] Update 2019 (HOU001) and the relevant Background Paper (SD025). The jobs growth forecasts which underpin the housing need figure reflects a number of local factors. These include the Employment Land Needs Study of 2015 [ELNS] (EMP002) which states that St Helens has a net outflow of commuters, particularly to the neighbouring areas of Warrington, Knowsley, and Liverpool. There are, therefore, likely to be opportunities to improve the commuting imbalance and improve employment opportunities for local residents. There is also the opportunity for St Helens, because of its geographic location and proximity to a number of major strategic transport routes, to take advantage of demand for the logistics sector. In addition, there is the job growth experienced on existing sites within St Helens.
55. Affordable housing need has been assessed in the SHMA Update as being around 117 dpa which is slightly less than identified in the Mid-Mersey SHMA of 2016. Provision has been meeting this level since 2012. The level of affordable housing contributions set in this Plan are lower overall than the CS, taking into account viability issues in some areas and on brownfield land in particular. But, combined with Council interventions, the requirement is likely to lead to affordable housing being delivered at levels corresponding to the need.
56. In terms of losses to Right to Buy, there is no explicit reference in national policy or guidance as to whether these should be taken into account in calculating affordable housing needs. Although the PPG refers to 'net additional affordable dwellings' and 'total net need' this is in the context of taking into account available affordable housing stock/supply in calculating the need going forward. Moreover, whether purchase of a home by a tenant creates more housing need is difficult to quantify.

57. Therefore, there is no need to further increase the housing OAN to deliver more affordable homes.
58. There is no need to deal with any backlog from the CS as the standard method, which uses the 2014-based household projections, addresses any historic under-delivery through the affordability adjustment.
59. The Council put forward a higher housing figure of 570 dpa at preferred options stage which reflected the CS requirement, and evidence and national policy at the time. The Council has been delivering an average of over 600 dpa in the last few years. However, the standard method which results in a much lower housing need figure is appropriate as a minimum starting point. Taking into account the LHN and the economic and other factors referred to above, the uplift and 486 dpa as a minimum housing need figure is justified.

## Employment OAN

60. The ELNS and the ELNS Addendum Report of January 2019 (EMP001) assessed demand for employment land provision in St Helens, following the methodology set out in the PPG. The ELNS forms the evidence base for the employment land OAN of 227 ha proposed in the submitted Plan. The OAN figure is at the high end of the growth ranges considered and includes a 5-year buffer along with an allowance for Parkside SRFI and the LCR SuperPort, the latter being the cluster of assets and investment across the region needed to develop a multimodal freight hub.
61. The ELNS used a historic take-up methodology to calculate the OAN with a base date of 2012. The decade from 1998 to 2008 was identified as a particularly strong period of growth for the area, with an annual average of 7.5 ha. However, if the period of analysis is extended from 1997 to 2015 the annual average growth rate fell to 4.86 ha. This was because the evidence showed a decline in employment land take-up in St Helens beyond 2012.
62. The take-up of employment land in St Helens during this period contrasts with take-up rates in neighbouring authorities (such as Warrington) that have similar geographical and locational characteristics to St Helens. Where sites, such as Omega in Warrington, have been made available, take-up rates have been considerably higher during the same period.
63. Since more employment land has been made available in St Helens through the grant of planning permissions in 2018/19 and 2019/20 there has been an increase in take-up. Several planning applications for large scale logistics development have also been received since 2017, notably the Omega extension site, Parkside, and Haydock Point North.

64. The response from stakeholders during the preparation of the ELNS also supports the view that there is demand for employment land in the area, particularly for large scale logistics development.
65. The St Helens Allocations Local Plan Economic Evidence Base Paper of 2015 (EMP003) identified a number of key locational and specific criteria required by large scale logistic uses (300,000 square feet). These include a minimum site size of 5 ha and a drive time to the motorway of less than 10 minutes. On that basis, the paper concluded that none of the sites identified in the CS met those requirements and were therefore not suitable, hence why in recent years these type of occupiers have located elsewhere, outside of the Borough.
66. These factors together do point to a picture of pent-up demand for employment land that has been constrained since 2012 due to a lack of available sites suitably attractive to the market. For these reasons, the inclusion of post 2012 data is likely to distort the historic baseline for predicting needs as this is reflective of a period where demand was suppressed due to limited land supply.
67. On the other hand, more recent data for 2019/20 show that this was a particularly strong year for employment land take up, and if this were to be included (along with post 2012 data) this would increase the average annual take-up by approximately 9%. However, there could be a danger that the inclusion of a significant recent peak in the statistics for one year may distort the overall picture.
68. Clearly in any assessment of long-term employment needs it is desirable to take a longer-term view that captures the natural peaks and troughs of the economic cycle. Additionally, whilst it is likely that there will be an acceleration in take-up once suitable sites are made available, the evidence suggests that this would moderate in the medium term as the market returns to more typical levels and reaches a new natural equilibrium. Therefore, the take-up scenario used in the ELNS which is based on the period 1997-2012 is likely to represent a more complete picture of a sustained period of growth, when a suitable supply of employment land was available, but differences in the level of demand have also been factored in.
69. The average annual growth rate identified for this period (1997-2012) is at the higher end of the growth scenarios identified. It is therefore an aspirational figure that should support economic growth through ensuring that employment needs are met during the Plan period. This leads to a residual baseline requirement of about 174 ha for St Helens. This figure includes the five year buffer referred to above. The buffer is included because each parcel of employment land does not necessarily meet the needs of the business looking for a site. Therefore, there needs to be a margin included within the modelling to

enable choice of land. This margin was approximated using a five-year buffer on top of the original forecasts to provide this flexibility.

70. There are several references in the PPG which refer to the need to allocate space for logistics, and the specific needs of the logistics sector, such as the requirement for a significant amount of land and a suitably accessible location. Demand for employment land based on major projects and large-scale logistics has, therefore, been added to the OAN. This is over and above the demand calculated based on past trends and reflects the anticipated role that St Helens could play in accommodating demand as a result of increased capacity at SuperPort and also the SRFI at Parkside. This additional demand was estimated to be between 30-40 ha over and above the baseline growth. However, the existing and anticipated demand for large scale logistics warehousing in the area led to this being revised upwards to 55-65 ha. When this figure is added to the requirement figure referred to earlier, the OAN figure of about 239 ha is reached (this has been amended from 227 ha to take into account an adjusted Plan period).
71. The evidence base highlighted the logistics sector as having strong demand in the area. The ELNS Addendum states that it is the sector most likely to drive growth and it is anticipated to be a dominant market sector in the area. This assumption is supported by other studies, such as the B8 land-use forecasts for the LCR of May 2016 which was used to inform the LCR's SHELMA. In the LCR report, two transport scenarios were modelled which looked at a 'do nothing' or 'do something' option. Under the 'do something' scenario, the land requirement for large B8 floorspace is anticipated to be 321ha by 2033 and 512ha by 2043.
72. Historically, St Helens has been shown to accommodate around a 16% share of the city region's large scale logistics market. Whilst the report did not disaggregate the land requirement to individual LPAs, if a 16% share were applied this would give a land requirement of 51 ha by 2033 and 82 ha by 2043. On this basis, adding 55 ha to the OAN is justified.
73. Continued interest from developers for large scale sites suitable for logistics warehousing near the M6 and M62 motorway intersection, is anticipated to sustain this demand, with further growth in the sector during the Plan period. The two planning applications at Haydock that have been granted, along with the two applications at Omega and Parkside recently granted by the Secretary of State, all reinforce the picture of strong developer interest for large scale sites suitable for logistic warehousing in St Helens that are close to the strategic motorway network. This is anticipated to fuel a period of further growth in demand.
74. As to whether the demand for large scale logistics development is likely to be sustained during the Plan period, the evidence shows that there is likely to be

substantial demand for this type of development over the coming years. Over time, consumer behaviour has changed and there has been a steady growth in online shopping. It is likely that this long-term trend has been accelerated during the Covid pandemic as a consequence of national lockdowns and other restrictions. This change in behaviour has in turn increased demand for large scale logistics warehousing to store and deliver the consumer goods ordered, particularly close to urban centres. Consumers also want more choice, such as click and collect delivery, and this all has an effect on the amount of warehousing space required. Forecasts show that this demand is set to continue into the future.

75. Given that parts of the strategic motorway and rail network pass through St Helens, the area is well placed to meet this demand. However, in the event that large scale B8 uses do not come forward on the allocated sites as envisaged, the sites are also allocated for B2 uses which should ensure some flexibility in accommodating the needs of end users.
76. It is therefore considered that the major projects allowance within the employment OAN is justified and consistent with national policy and guidance.
77. **MM001** extends the Plan period to 2037. This has the effect of increasing the employment OAN from 227 ha to 239 ha. This figure has been calculated by projecting forwards the historic 5.8 ha per annum growth for the 1997 – 2012 period. The additional two years therefore equates to a further 11.6 ha of employment land, which has been added to the previous OAN figure, and is justified (**MM007**).
78. Taking account of the above, the employment land OAN figure is justified to meet the specific needs of the area and the wider sub-region.

### **Exceptional circumstances**

79. The Framework requires that LPs should provide for objectively assessed needs unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole, or specific policies in the Framework, such as those relating to Green Belt, indicate that development should be restricted.
80. Given the importance placed on preserving the Green Belt in national planning policy, exceptional circumstances must be demonstrated to justify Green Belt release through the preparation of a local plan.
81. St. Helens is constrained by Green Belt, in that approximately 65% of the Borough is so designated. The remainder of the Borough is urban land. In most

areas the Green Belt boundary is tight to the edge of the existing built-up areas of the main towns and villages. The boundaries of the St. Helens Green Belt were drawn up in 1983 and have remained largely unchanged since.

82. Both the UDP and the CS aimed to focus most new development on brownfield land in urban areas. Indeed, the CS set a target for 80% of all new housing development to be delivered on such land between 2003 and 2027. However, the CS also identified a potential need for Green Belt release to meet housing needs from 2022.
83. The 2017 Strategic Housing Land Availability Assessment [SHLAA] shows that there remains substantial capacity for housing on urban sites during the Plan period. As such, a large proportion of the identified housing need can continue to be met on sites in the urban area. Provision will be through a combination of allocations, other sites within the built-up areas of the Borough, and a windfall allowance. However, the evidence base also shows insufficient capacity to meet housing needs in full, because of the quantity, quality, and range of sites. In particular viability issues affect many sites, including brownfield sites subject to contamination.
84. Some sites close to the town centres would be more suited to high-density apartment type developments, but in such cases viability is also challenging. Furthermore, the provision of flats would be at odds with the appropriate type and mix of properties identified as being needed. The SHMA identifies that 2- and 3-bedroom properties should be the focus for new housing development, with demand for family housing and medium sized properties expected to continue during the Plan period.
85. Policy LPA05 encourages high densities (40 dwellings per hectare [dph]) in appropriate locations, such as sites within or adjacent to St. Helens and Earlestown Town Centres. Increasing densities above this could give rise to 'town cramming'. Using greenfield urban spaces and recreation sites would lead to a change in the character of the existing built environment that would be contrary to the Council's aim of delivering high quality development. It is too early to ascertain whether changing shopping patterns will increase opportunities for housing in the Borough's town centres. For these reasons suitable non-Green Belt sites cannot be found to meet all the need. There is a shortfall of over 2000 dwellings in the submitted Plan.
86. As a result the Plan makes allocations on Green Belt land to deliver over 2000 homes during the Plan period, equating to about 27% of the residual requirement for the period 2021 and 2037.
87. In terms of employment there has been a slow take up of land since the adoption of the CS, the evidence base suggesting that this is due to a lack of



available sites suitably attractive to the market rather than a lack of demand, as discussed above. To meet the submitted OAN figure, Policy LPA04 allocates 234 ha of land across ten sites, the majority of which, some 95% of land take, comprise Green Belt release. These figures do not take account of the 31 ha allocated for the Omega site (1EA) as this is to meet the needs of Warrington Council.

88. As pointed out earlier neighbouring authorities also have large areas of Green Belt and have similar constraints. The other authorities in the HMA, Halton, and Warrington, have identified a shortfall of urban land supply to meet their own needs. Similarly, none of the authorities in the functional economic area have identified spare urban capacity in order to meet the employment needs of St. Helens. Indeed, many neighbouring authorities have undertaken their own Green Belt reviews to identify land to release from the Green Belt in order to meet their own housing and employment needs. For these reasons, meeting any unmet need within neighbouring authorities is not a feasible option.
89. The Plan's strategy is dependent on meeting the needs of the Borough close to home. Providing housing and employment on the doorstep would prevent out-migration from the Borough, the loss of economically active residents, and out-commuting. The delivery of affordable and special needs housing would be prejudiced if housing need was not met or met elsewhere. Most importantly the Plan would not meet the key objectives of tackling low levels of economic activity and high deprivation.
90. The Plan has sought to strike the right balance between providing homes and jobs and protecting the Green Belt. There is a strong case for meeting the Borough's housing and employment needs in full. Exceptional circumstances exist at a strategic level to justify the Plan's proposals for some Green Belt release. The quantum of housing and employment land proposed for release has been justified. However, the exceptional circumstances have not been fully articulated in the submitted Plan. **MM006** provides the justification for the strategy of Green Belt release contained within Policy LPA02 and ensures consistency with national policy. We deal with the particular Green Belt impacts of the allocations later in the report.

### Housing and employment requirements

91. As exceptional circumstances have been demonstrated at a strategic level, the Plan makes provision for all of the housing and employment need identified. The needs are reflected in the requirements.
92. The base date for the housing requirement is 1 April 2016, as the SHMA Update projected housing needs forward using population and household projections from 2016. Taking into account the extended Plan period up to

2037, this results in a minimum housing requirement of 10,206 dwellings (21 x 486 dpa). **MM009** and **MM021** amend Policy LPA05 (Housing Needs), Table 4.6 (Housing requirements) and the explanation to Policy LPC01 (Housing Mix) to reflect the extended Plan period and to ensure that the Plan is positively prepared, justified, and consistent with national policy. The requirement is a net figure so will have regard to demolitions. We have amended MM009 following MM consultation to ensure the figures for the LHN, Plan period and dpa are up-to-date and accurate for clarity.

93. The whole of the employment OAN, taking into account the extended Plan period, is now 239 ha of employment land. **MM007** updates table 4.4 (Residual Employment Land Requirements) to ensure that the requirement reflects the extension of the Plan period to 2037. This ensures that the Plan is positively prepared, justified, and consistent with national policy.

## Conclusion

94. We conclude that, subject to the MMs proposed, the Plan period and the housing and employment requirements in the Plan are justified taking into account national policy and the needs and constraints of the area. In particular exceptional circumstances have been demonstrated for the alteration of Green Belt boundaries.

## Issue 2 – Whether the spatial strategy for the distribution of development is justified and other strategic policies, including those relating to the Green Belt, are positively prepared, effective, and consistent with national policy

### Spatial strategy

95. St Helens is a fairly compact Borough. St Helens itself and the surrounding urban area (collectively known hereafter as the Core Area) is by far the largest settlement in the Borough. Physically linked to the Core Area by built development are the settlement of Rainhill and the urban area of Haydock/Blackbrook. Indeed, Rainhill is also contiguous with Whiston in Knowsley Borough.
96. Newton-le-Willows/Earlestown, a few miles to the east of the Core Area, is the largest settlement after the Core Area. The villages of Rainford, Billinge and Garswood lie to the north of the Borough but, again, are not far from the Core Area.
97. All the aforementioned settlements (referred to as Key Settlements) provide some employment opportunities as well as services such as schools, health provision and shops. Public transport links by either bus or train are available to

larger centres within and beyond the Borough boundaries, including the Core Area. Other significant employment opportunities are provided at Omega and elsewhere in Warrington Borough, in the Liverpool conurbation to the west, and in Wigan Borough to the north-east. Shopping and other services are likewise close at hand in neighbouring towns and Liverpool.

98. Because of the proximity of, and accessibility to, settlements and services, the level of service provision, and for other reasons set out below, it is not necessary to provide new housing and employment opportunities in each key settlement. Nor is it necessary to apportion housing and employment provision broadly equivalent to population levels.
99. That said a good proportion of housing growth is proposed in most key settlements<sup>7</sup>. Some 12% of housing development will take place in Newton-le-Willows/Earlestown, and between 12% and 13% in Haydock/Blackbrook and the northern villages. But a sizeable proportion of housing is to be focused on the Core Area (some 75%) to make use of brownfield land, improve the housing offer, sustain the town centre and services, and tackle high levels of deprivation. Some of the new housing will be on Green Belt land on the edge of the Core Area and other key settlements due to the shortage of developable sites within built-up areas, as explained earlier. But such sites have been selected on the basis of them being the most suitable, including in accessible locations. The location of a good proportion of development in the southern part of the Core Area will align well with the most deprived parts of the Borough.
100. Employment is to be primarily focused on or close to the main transport corridors of the M6, the M62 and the railway network, at Haydock, Omega, and Parkside. These areas are currently in the Green Belt but meet the market's requirements. Accessibility from existing urban areas is reasonable. Moreover, improvements to links, particularly those involving active travel and public transport, will be supported by the Plan.
101. There are also a number of smaller settlements in the Borough that are either washed over or surrounded by Green Belt. These small villages and hamlets have limited services and, in some cases, poor transport links. The Plan does not propose any new development in these less sustainable locations. Elsewhere open countryside between the key and smaller settlements is to be retained as Green Belt.
102. The above, given affect by Policy LPA02, is an appropriate strategy which is, positively prepared, justified, effective and consistent with national policy.

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<sup>7</sup> See Appendix 1 to SHBC011

## Green Belt

103. We deal with the exceptional circumstances for Green Belt release at a strategic level to meet the Plan's housing and employment needs and in relation to specific allocations under Issues 1 and 3 respectively. Here we consider some other aspects of Green Belt policy.

### Safeguarded land

104. The Framework advises that, when defining Green Belt boundaries, plans should, where necessary, identify areas of safeguarded land between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period. The Plan identifies safeguarded land to meet longer-term housing and employment land needs through Policy LPA06.

105. The safeguarded employment land at Omega and Haydock is adjacent to the strategic road network and existing well-established employment sites. The eight safeguarded sites for housing achieve a reasonable geographic spread around the Borough, including land adjacent to the St Helens Core Area and Newton-le-Willows/Earlestown.

106. National policy does not quantify how much safeguarded land should be identified. The safeguarded employment land amounts to some 85 ha, or some 9 years supply based on the current OAN, whereas the housing land would provide for around 2700 dwellings or some 6 years supply based on the current OAN. However, it should also be noted that some of the allocated strategic housing sites are projected to deliver a significant proportion of development beyond the Plan period such that over 3200 homes would be likely to be built on these allocations post 2037.

107. The Plan needs to achieve a balance between protecting Green Belt and ensuring that Green Belt boundaries do not need to be altered again at the end of the Plan period. Moreover, there are uncertainties about what future needs will be or what non-Green Belt opportunities may arise. The Plan achieves an appropriate quantum of safeguarded land and demonstrates exceptional circumstances in this respect. We come on to the particular Green Belt impacts of the safeguarded land later in the report under Issue 3.

108. Policy LPA06 is broadly consistent with the Framework in requiring that planning permission for the permanent development of safeguarded land should only be granted following an update to a plan. Alternative approaches, such as allowing a phased release of safeguarded land through this Plan, would not be consistent with national policy.

109. However, in order to ensure that Policy LPA06 is positively prepared, it should recognise that it may be necessary to update the Plan partially or fully during the current Plan period, to respond to new evidence. Such a change would also reflect the advice within paragraph 33 of the Framework about reviewing plans. The changes to Policy LPA06 and its explanation would be achieved by **MM011**. We have amended MM011 following consultation to make reference to issues of both need and supply so that it is positively prepared.

### **Compensatory improvements**

110. The Framework requires that, when releasing Green Belt land, plans should also set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land. The submitted Plan does not specifically refer to compensatory improvements, albeit that it is acknowledged that areas such as the Bold Forest Park have the potential to be enhanced through improved access and infrastructure.

111. **MM006** ensures that Policy LPA02 and its explanation recognise that compensatory improvements will be needed when planning permission is sought for areas to be released from the Green Belt. This change is required so that the Plan is consistent with national policy.

112. Remaining areas of Green Belt will be protected by national policy as set out in Policy LPA02.

### **Other strategic policies**

113. Policy LPA02 sets out that the re-use of brownfield land will be a key priority. This approach is broadly consistent with Chapter 11 of the Framework and making effective use of land. However, the Framework also recognises that not all previously developed land is suitable for redevelopment. **MM006** ensures that Policy LPA02 makes reference to suitability so that the policy is consistent with national policy and is effective.

114. Effective use of land also involves achieving appropriate densities. The Framework refers to the inclusion of minimum density standards in Plans. Policy LPA05 seeks higher density housing development on sites within or close to St Helens and Earlestown Town Centres (40 dph). However, the policy is not clear as to what densities should be achieved elsewhere. As a result the Plan's objective of optimising the use of land would be undermined. **MM009** ensures that a minimum density of 30 dph is sought elsewhere unless a lower density would achieve a clear planning objective. The MM is needed so that the Plan is effective and consistent with national policy.

115. The Plan recognises that viability is likely to be challenging on many brownfield sites and that lower thresholds for contributions will be necessary. Policy LPA08 (Infrastructure Delivery and Funding) and Policy LPC02 (Affordable Housing) provide further policy support for a finer grained approach to contributions. **MM006** makes it clear the circumstances where lower thresholds are likely to be supported and appropriate so that Policy LPA02 is effective.
116. In promoting health and wellbeing and seeking to reduce health inequalities, Policy LPA11 acknowledges that working with partners will be crucial to improving outcomes. This applies in particular to matters such as achieving affordable warmth where planning will only be one of a range of possible public, voluntary, and private sector interventions. The policy is broadly consistent with national policy and in particular Section 8 of the Framework. However, the policy refers to 'planning processes' being used to encourage and guide development which lacks clarity. The policy should also acknowledge that opportunities for anti-social behaviour as well as crime should be minimised. **MM016** would secure these changes so that Policy LPA11 is effective.
117. There is no need for the Plan to reiterate policies that are already set out in the Framework. Policy LPA01 recites the presumption in favour of sustainable development at paragraph 11 of the Framework. This would give the Framework presumption development plan weight which would potentially weaken other policies within the Plan. Moreover, the wording of national policy in relation to the presumption has changed with the revised Framework so Policy LPA01 would be inconsistent upon adoption. Therefore, the policy is not necessary and should be deleted by **MM005** so that the Plan is consistent with national policy.

## Conclusion

118. We conclude that, subject to the MMs proposed, the spatial strategy for the distribution of development is justified and other strategic policies, including those relating to the Green Belt, are positively prepared, effective, and consistent with national policy.

## **Issue 3 – Whether the allocations and safeguarded land identified for development within St Helens, and Green Belt boundaries, are consistent with the Plan's strategy and national policy, including protecting Green Belt land, and whether the housing and employment land identified will be delivered**

### Generally

119. We have already found that, in order to meet the Plan's housing and employment requirements and to provide land for longer-term needs,

exceptional circumstances exist at a strategic level to justify the release of land from the Green Belt in the Borough. We have also reasoned earlier that the overall quantum of land required and its general spatial distribution have been justified. We consider below site specific issues for the allocations and safeguarded land, including the effect on Green Belt purposes, in order to determine whether exceptional circumstances exist for the specific Green Belt releases.

120. The identification of potential housing sites derives from the SHLAA and 'call for sites' exercises. The former, together with the brownfield register, focuses on the urban area land supply, the latter has been more widespread. The Site Selection Paper (SHBC012), provided at our request, summarises the approach.
121. The SHLAA has been undertaken in accordance with guidance in the PPG. Section 3 of the SHLAA sets out the methodology for identifying sites and then appraising them to see whether they are deliverable, developable, or non-developable against a range of factors, including their suitability for housing development. Those sites considered deliverable or developable have been included in the Plan's housing supply. The SHLAA supply also includes sites that are under-construction or have planning permission. SHLAA sites with a capacity of over 300 units which had not commenced at the time of publication of the Plan have been allocated (Sites 3HA, 6HA, 9HA and 10HA).
122. The SHLAA is generally robust and seeks to make the best use of the urban land supply in accordance with the spatial strategy of the Plan, particularly Policy LPA02, and Sections 5 and 10 of the Framework. Under Issue 5 we consider non-allocated SHLAA sites in more detail and advise that some SHLAA sites should be discounted from the supply because they are not developable.
123. In terms of potential employment land, a review was undertaken of sites identified in the CS to see whether any of these could reasonably contribute to supply during the Plan period. Many sites were no longer available due to their loss to higher value uses, would not be viable or developable for speculative employment without gap funding, or were of poor quality in terms of market attractiveness for various other reasons (e.g. contamination, infrastructure issues). Moreover, none of the sites identified as part of the evidence base for the CS would meet the need for large scale warehousing and logistics. Therefore, the pool of sites to meet employment needs is limited. However, three sites included in the CS were identified as deliverable over the Plan period, and able to contribute to meeting identified employment needs, and, therefore, have been allocated (9EA, 10EA and 11EA).

124. Due to the supply of urban land being insufficient to meet identified needs, the Council undertook a review of the Green Belt across the Borough. The GBR had the objective of 'topping up' the supply of sites so that the overall requirement and longer-term needs could be met. The GBR considered parcels and sub-parcels of land across the entire extent of the Green Belt against the Green Belt purposes set out in the Framework. These assessments also discounted parcels or sub-parcels which did not have a realistic prospect of being developed due to the presence of a prohibitive constraint.
125. The SA has assessed the allocations and proposals for safeguarded land and reasonable alternatives against eighteen key sustainability issues.
126. In the light of the above evidence and in response to the quantum of land needed to 'top up' supply, the Plan proposes the alteration of Green Belt boundaries through the allocation of six sites and eight areas of safeguarded land for housing and eight sites and two areas of safeguarded land for employment.
127. The combination of the GBR and SA has been, in our view, a generally robust iterative process for identifying sites beyond the urban area. The detailed critiques of the scoring put forward in representations, statements and at the hearings have revealed some minor inconsistencies but have not significantly undermined the site selection process. The different approach to housing and employment sites has been justified, particularly in respect of some employment sites being progressed beyond the Stage 1B assessment in the GBR, despite identified Green Belt harms. Therefore, Sites 7EA and 2ES were taken forward considering the evidence in the round, including the specific requirements to meet B8 needs.
128. The Green Belt sites will all affect Green Belt openness and purposes to an extent by leading to encroachment into the countryside. However, the effects on other Green Belt purposes vary depending on the particular characteristics of the parcels. In addition, the sites are predominantly on the best and most versatile agricultural land. However, that would be the case for the vast majority of greenfield sites on the edge of the Borough's settlements. That said, the highest quality of agricultural land is in the north-west of the Borough, near Rainford. Limited development is directed to that area.
129. The Council, although accepting that both allocated and safeguarded sites can be released from the Green Belt, have made judgements as to which sites should contribute to needs during the Plan period and those that are likely to be required for longer-term needs. The judgements are based on assessing relative Green Belt and other impacts, any constraints that might affect when sites might come forward, supporting sustainable patterns of development, and



ensuring that the right quantum of development comes forward, in the right places, and at the right time.

130. In some cases the differences between some of the sites that have been allocated and others that have been either safeguarded or remain within the Green Belt are not significant. However, the judgement calls are justified and result in a sustainable pattern of development and an appropriate strategy. It is also argued that some of the safeguarded sites should be allocated. However, bringing forward too much greenfield land would be likely to undermine the ability to maximise the development of previously developed land, and other sites in the urban area which are in the most sustainable locations, as set out in Policy LPA02.
131. As explained earlier, exceptional circumstances exist to justify the alteration of Green Belt boundaries at a strategic level. In terms of releasing particular sites from the Green Belt, we set out below our reasoning. However, the Plan itself does not clearly and concisely justify each allocation that will alter Green Belt boundaries. **MM007**, **MM009** and **MM011** would secure changes to the justification for Policies LPA04 (employment allocations), LPA05 (housing allocations) and LPA06 (safeguarded land). As a result, a concise explanation is included to explain the reasoning and exceptional circumstances for the removal of sites from the Green Belt, including by reference to the GBR, Green Belt purposes and other site characteristics. These changes are needed so that the Plan is positively prepared, justified, and consistent with national policy.
132. Most of the allocated housing sites to be removed from the Green Belt make some contribution to the five-year supply but are projected to commence some 2 years after Plan adoption at the earliest i.e., by 2024/25. The majority of sites are shown as delivering at around 40-45 dpa, apart from the commencement year when delivery would be 50%, i.e., between 20 and 22 dpa. The rate of delivery in most cases is based on the assumption that there would be a single housebuilder outlet on an allocated site. Some developers have indicated the potential for shorter lead-in times and higher build-out rates. However, the Council's assumptions about lead-in times and build-out rates are realistic. We will come onto those sites which have projected longer lead-in times and different build-out rates later in this section.
133. Appendices 5 and 7 of the Plan sets out profiles for each allocated or safeguarded site. The profiles include key requirements that would need to be addressed when the sites are brought forward. However, some of the requirements are generic and would apply to any site because of policies of the Plan. The Site Profiles should only include requirements which are site specific such as those relating to access, sustainable travel routes, heritage assets, and landscaping. **MM044** and **MM045** would ensure that Appendices 5 and 7 are effective in this respect.

134. The Site Profiles together with LP policies such as LPA07, LPA08 and LPC05 seek to ensure that necessary infrastructure or contributions are sought from allocations for off-site highway works, sustainable travel, school places, health facilities and open space/recreation provision.
135. Appendix I of the GBR sets out details of where the Green Belt boundary should be amended so that it follows readily identifiable features on the ground or excludes areas of built development on the edge of settlements from the Green Belt. These changes are reflected on the submitted Policies Map.
136. We now deal with the specific allocations, safeguarded land, and Green Belt boundaries by area having regard to the evidence base, representations and our assessment which includes visits to the sites.

### **Bold, Eccleston, Sutton Manor, Thatto Heath and St. Helens Core Area**

#### **Allocations and Safeguarded Land**

137. The largest urban area in the Borough is the St Helens Core Area which includes those parts of Bold, Eccleston, Moss Bank, Parr, Sutton, Thatto Heath, West Park and Windle which are built-up, as well as the town centre ward. In addition, the large village of Rainhill is physically linked to the Core Area to the north.
138. **Omega South-Western Extension (Site 1EA)** comprises 31 ha of Green Belt land, allocated for B2 and B8 uses.
139. The GBR found that the site scored medium in terms of its contribution to the Green Belt purposes of checking the unrestricted sprawl of large urban areas, preventing neighbouring towns merging into one another, and safeguarding the countryside from encroachment. In relation to the first and third Green Belt purposes, the site is currently largely free from development and there are open views across the site. However, the site is bordered by the M62 motorway to the north from which large scale built development is visible, including the existing Omega site to the east. Due to the proximity of existing development, the GBR assessed the site as having a moderate countryside character. As 1EA is next to the existing Omega strategic employment site, it would form a natural extension to it. The site is well contained to the north and west and, in part, to the south and east.
140. As to the second Green Belt purpose, the site is within a strategic gap between the towns of St Helens and Warrington. Whilst the gap would be reduced as a consequence of development taking place on the site, a sufficient gap would be maintained to ensure that the towns did not merge into one another.

141. In terms of constraints other than Green Belt, there is a protected woodland within the site. However, this could be retained and the issue would be capable of being resolved at the detailed application stage. As with most of the Green Belt allocations there is the best and most versatile agricultural land present.
142. With regard to benefits, Omega is the premier strategic employment site within Warrington, with approximately 277 ha originally intended to be delivered between 2006-2027. However, the current Omega site is at capacity and further land is therefore required to maintain continuity of supply. As referred to earlier, there is agreement between St Helens and Warrington Councils that the allocation of the site would contribute towards meeting the needs of Warrington.
143. The site is also within 1km of an area that has one of the top 20% most deprived populations in the UK. The development of the site would bring with it opportunities to improve access to potential jobs for deprived communities nearby at both the existing Omega site as well as at Site 1EA. To help secure these benefits, **MM044** amends the Site Profile to include the requirement to improve access to the site from areas nearby via walking, cycling and public transport.
144. Given the size of the allocation and its proximity to the M62, it is suitable for large-scale logistics warehousing development. Indeed, a recent planning application for logistics development at the site (along with offices and B2 and B8) has been granted planning permission after having been 'called-in' by the Secretary of State<sup>8</sup>. This is evidence of the site's suitability for this type of development which has been identified as strategically important for the growth of the economy in St Helens and the wider LCR.
145. The planning permission that has been granted is for a significantly larger development and on a larger site than that allocated in the LP. The permitted scheme has also been designed to meet the specific requirements of an identified end user. For these reasons, the development will be different to that envisaged in the LP. However, that does not render the original allocation unsound. Moreover, the permission post-dates the LP's supply baseline of 31 March 2021. A MM to amend the allocation (and associated policies) to reflect the planning application is not therefore necessary or justified. However, a reference has been made in **MM044** to the recent planning permission for effectiveness and as a factual update.
146. The IDP identifies the potential requirement for mitigation to be provided in relation to Junction 8 [J8] of the M62. J8 is situated wholly within Warrington Council and capacity issues have been identified. Neither NH nor Warrington Council have objected to the allocation on the basis of highway impacts. NH commissioned a report in 2019 looking at options for junction improvements.

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<sup>8</sup> See SHBC037

However, further work is needed to identify costs and the impacts of potential interventions. The Council have entered into a SOCG along with Warrington Council to work together and liaise with NH to address the cumulative impact of LP allocations and the Omega site on J8.

147. The Site Profile requires the implementation of any measures required to mitigate impacts on the M62 (J8) or other parts of the highway network (including potentially J7 of the M62). The phasing of development at the site will also be an important consideration in mitigating any impacts.
148. **Omega North-Western Extension (Site 1ES)** is close to the M62 motorway and existing large-scale development at Omega North. It is therefore well contained to the east and south. The western boundary is marked by a hedgerow, and trees (some of which are subject to a Tree Preservation Order) and there is a lane along part of the northern boundary. However, the site itself is open and there is agricultural land to the north and west.
149. The GBR scored this site as making a medium contribution to the Green Belt in terms of its role in checking the unrestricted sprawl of a built-up area, preventing neighbouring towns from merging, and protecting the countryside from encroachment. However, the GBR also noted that, whilst the site falls into the strategic gap between the towns of St Helens and Warrington, a significant gap could still be maintained even if this parcel of land were developed. The proximity of the motorway and large-scale development influences the perception of the site and it has only a moderate countryside character. Once development at the adjacent Site 1EA commences this will also inevitably further influence the character of Site 1ES.
150. The site's location would form a natural extension to the Omega site. However, access would need to be achieved through land in the ownership of a third party. Whilst it is possible that agreement could be reached with the third party soon, it indicates that the site may not be immediately available for development. Given that the sites allocated in the LP will be sufficient to meet the residual employment need during the Plan period, it is logical that the LP safeguards the site for longer term employment needs of the area as this will allow more time for access options to be explored. Potential impacts on J8 of the M62, which experiences capacity and congestion issues, would also need to be addressed. The Site Profile refers to these issues, along with others, that any future development would need to address. **MM044** is necessary for effectiveness as it inserts additional wording to the Site Profile to ensure that a full range of sustainable modes of transport will be secured, enhancing connections to the St Helens Core Area.
151. Exceptional circumstances have been demonstrated for the release of Sites 1EA and 1ES from the Green Belt.

152. **Bold Forest Garden Suburb (4HA)** is the largest housing allocation in the Plan comprising some 132 ha of Green Belt land to the south of the St Helens Core Area. Whilst very open in places with expansive views across the site from the surroundings, the overall site has clear physical boundaries. Moreover, much of the site comprises a notable indent into the alignment of the southern edge of the built-up area around Clock Face. Development of the site would not bring the eastern extremity of St Helens any closer to Burtonwood. Therefore, the site makes a medium to low contribution to Green Belt purposes.
153. The site comprises predominantly large level arable fields interspersed with some boundary hedgerows and small copses, some of which have biodiversity value. The landscape is pleasant but not remarkable. It can be enjoyed by those using the various public rights of way that cross the site. The allocation would have adverse landscape and visual impacts, result in a significant loss of higher-grade agricultural land, and also would affect local businesses, such as equestrian centres.
154. The site has good accessibility to local industrial areas and transport, including St Helens Junction Railway Station. Highway and biodiversity impacts can be mitigated.
155. The Garden Suburb is at a scale where it is anticipated that it would need to deliver social infrastructure in the form of school places, a local centre, and possible health facilities. The site would also make a significant contribution to Green Infrastructure [GI], visitor facilities and recreation hubs within, and close to, the Forest Park and provide considerable on-site open space and recreation opportunities, including the enhancement of the Greenway and bridleway networks. The site has the potential to achieve biodiversity net gain. Tunstall's Farm Local Wildlife Site has been excluded from the allocation.
156. In view of the scale, the various requirements, and to ensure appropriate masterplanning and phasing, a bespoke policy for the Bold Forest Garden Suburb should be included in the Plan. This would be achieved by **MM018** which would insert Policy LPA13 into the Plan for effectiveness and so that it is positively prepared. We have amended the wording of the policy and the reasoned justification following the MM consultation to make it clear that a comprehensive masterplan should be in place in advance of any planning applications but that a Supplementary Planning Document may not also be necessary. Consequential changes would be required to Policy LPA05.1 and Appendix 5 to the Plan (Site Profiles) to cross reference masterplanning and other requirements with Policy LPA13 (**MM010** and **MM044**).
157. The site is in a number of ownerships but most of the land making up 4HA is being actively promoted. There will be a need for significant masterplanning as a forerunner to any planning applications. In this respect the site is not shown

as delivering housing until later in the Plan period (from 2028/29), with only some 500 homes built by 2037, out of a total capacity of around 3000 homes. However, when it does commence, it is anticipated that two housebuilder outlets would be likely to be in place delivering in total around 60 dpa. These delivery assumptions are realistic. If more homes are delivered during the Plan period, all well and good.

158. **Land south of Gartons Lane (5HA)** has an area of about 22 ha. It has a strong element of visual containment within the clearly defined boundaries of Gartons Lane and the urban area to the north, Sutton Manor Nature Reserve to the south, the B5419 to the west, and a dismantled railway line and housing to the east. Therefore, the site makes a low contribution to Green Belt purposes. The site is located close to local shops, a primary school, and open space.
159. The site can make a contribution to the planned Sutton Manor Recreation Hub, by providing links to the car park, utility connections, and sustainable routes from the north. These requirements are included within the relevant Site Profile.
160. Gartons Lane has areas of higher density housing nearby and is close to sustainable transport routes. A higher indicative minimum density of 35 dph is achievable. The site is being promoted by a major housebuilder. There are no barriers to the site coming forward as anticipated by the trajectory. The small brownfield sites on Gartons Lane occupied by a church and farm buildings could be incorporated into the site. However, a change to the Policies Map to include them as part of the allocation is not necessary as these sites are excluded from the Green Belt. Therefore, there is no objection in principle to their redevelopment. They could be included through the development management process.
161. Both 4HA and 5HA are close to the most deprived parts of the Borough where housing and, in the case of 4HA in particular, new social infrastructure, would deliver social and economic benefits. The allocations would accord with the objectives of the BFAAP which through Policy BFP1 seeks to ensure that the Bold Forest Park area contributes to meeting the Borough's needs for, amongst other things, housing. Site 4HA would only comprise about 7% of the Bold Forest Park area.
162. The LP Transport Impact Assessment (TRA003) and the Bold Forest Garden Suburb Transport Review (TRA005), when read together, indicate that, through a combination of changes to existing junctions, the creation of new routes through the sites, and a modal shift towards sustainable travel, cumulative residual impacts on the road network would not be severe. Sustainable travel to both sites will be assisted by improved cycle and walking routes, including towards Lea Green Station, for which funding has been secured (see SHBC020). **MM044** amends the Site Profile for Site 5HA to include reference to

the potential for contributions to the improvements to local railway stations so that the Plan is positively prepared and effective.

163. For the above reasons and having regard to the social and economic benefits of providing housing and related infrastructure, both during the Plan period and beyond, the allocations are justified. Exceptional circumstances for the removal of the sites from the Green Belt have been demonstrated.
164. The **Former Penlake Industrial Estate (3HA)** was predominantly built-out by March 2021 and therefore should be removed as an allocation and included in the housing supply as a combination of completions and commitments. **MM009**, **MM010** and **MM044** would remove the site from Table 4.5, Policy LPA05.1 and its reasoned justification, Footnote 35, and the Site Profiles, for effectiveness.
165. The employment allocations at **Lea Green Farm, Thatto Heath (10EA)** and **Gerards Park, College Street (11EA)** have now been respectively built-out and commenced. The Plan should, therefore, reflect their status at 31 March 2021 and that they no longer need to be allocated. Tables 4.1 and 4.4 and the Site Profiles are amended accordingly in the interests of the Plan's effectiveness (**MM007** and **MM044**).
166. Table 4.5, the reasoned justification to Policy LPA05, the housing supply tables and the Site Profiles need to be updated to reflect the planning status at 31 March 2021 of the non-Green Belt sites of the **former Linkway Distribution Park, Thatto Heath (9HA)**, **land east of City Road, Cowley Hill (6HA)**, and **Moss Nook Urban Village (10HA)** for effectiveness (**MM009** and **MM044**). By that date, 9HA had an outline planning permission, 6HA had a resolution to grant outline planning permission, and for 10HA there was permission for, and commencement of, supporting infrastructure and a reserved matters application pending for the first phase.
167. The housing trajectory shows the above allocations commencing by 2023/24 which is reasonable given their planning status. Although 9HA, 6HA and 10HA are large allocations with projected capacities of 350, 1100 and 800 homes respectively, suggesting the potential for more than one outlet, delivery of 45 dpa is realistic given their urban location.
168. The Plan safeguards four sites around St Helens Core Area for housing beyond the Plan period. The four sites would ensure a reasonable geographical spread of opportunities to meet longer-term needs around the urban fringe.
169. The **former Eccleston Park Golf Club (3HS)** has housing development on three sides. Development to the north at Eccleston Park and Grange Park is contiguous such that the urban areas of St Helens and Prescot already merge. Therefore, the site is not an important strategic gap. The site is reasonably well-

contained with strong boundaries such that it is not perceived as contributing significantly to Green Belt openness or purposes. The site is well-related to services and jobs, including those at the nearby Whiston Hospital. Public transport connections are also good, with Eccleston Park Railway Station adjacent.

170. The golf course use has ceased and there is no evidence that it is essential that the site should be retained for sports use. Indeed, the Sports Facilities Needs Assessment – Golf Addendum (OPE002) indicated capacity for additional participants at all golf courses within St Helens. Although the report was produced in 2016, there is no evidence that the position has materially changed. Sport England has not objected to the safeguarding of the site.
171. The site has some constraints, including those related to highway network impacts and utilities that need to be overcome. The refusal of planning permission for up to 962 dwellings in January 2022 is a reflection of the current development plan and its Green Belt status and some of the technical constraints but does not alter the Council's position that the site should be safeguarded. Given the need to assess and mitigate the constraints, which may affect the developable area and capacity, safeguarding rather than allocating the site is appropriate.
172. **Land east of Chapel Lane, Sutton Manor (6HS)** has a reasonable degree of self-containment due to the presence of woodland to its southern edge. The site does not contribute significantly to the strategic gap between Sutton Manor and Rainhill. That said, it projects out from the urban edge into the countryside. The constraints of a local wildlife site and protected woodland will need to be assessed. Overall, the site would be suitable for longer-term needs.
173. The promoters of the site have suggested that it can provide 100% affordable housing and this, along with other reasons, supports its allocation rather than safeguarding. However, allocations are to meet housing needs overall. There would be no certainty that the site would come forward entirely for affordable housing. Moreover, as explained under Issue 1, the Plan is likely to make provision for affordable housing to meet the identified needs, and the Plan will meet its housing needs overall, so there is no soundness reason for bringing the site forward during the Plan period.
174. **Land south of Elton Head Road, Thatto Heath (7HS)** makes a limited contribution to Green Belt purposes with reasonable self-containment due to the presence of a school and housing to the east, residential areas on the opposite side of the B5204 to the north, woodland, and the new Waterside Village to the south, and a hedgerow and higher ground to the west. The site is close to a primary school and local convenience store, and on a bus route.



175. **Land south of A580, Windle (8HS)** is a large (52 ha) triangle of predominantly agricultural land on the north-west edge of the St Helens urban area. The site has well-defined boundaries formed by the East Lancashire Road, Houghton's Lane, and the existing built-up area. The site makes a limited contribution to Green Belt purposes.
176. The site comprises large arable fields interspersed with some boundary hedgerows and small copses, with the land rising up towards the eastern corner. The landscape is pleasant but not remarkable. It can be enjoyed by those using the various public rights of way that cross the site. Housing development would have adverse landscape and visual impacts and result in a significant loss of higher-grade agricultural land.
177. The site is located relatively close to local primary schools and a secondary school. However, given the scale of the site, some additional social infrastructure may be required. In addition, off-site highway and transport improvements are likely to be needed.
178. Notwithstanding the adverse effects, the site is well-placed to meet longer-term housing needs. This would fit in with the need to undertake significant technical work and masterplanning to bring the site forward. Taking into account the above, safeguarding is appropriate.
179. Exceptional circumstances exist for the release of safeguarded Sites 3HS, 6HS, 7HS and 8HS from the Green Belt. The Site Profiles require amending (**MM045**) to reflect opportunities for sustainable modes of access so that the Plan is positively prepared and effective.
180. There has been significant development in the St Helens urban area since 2016. At 31 March 2021 some 2400 homes had been completed or were under-construction. Opportunities exist in the St Helens Core Area to bring forward further previously developed land, including the allocated sites 6HA, 9HA and 10HA, and other urban sites. The Green Belt allocations 4HA and 5HA will add to the range of sites. Therefore, making Sites 3HS, 6HS, 7HS and 8HS available to meet longer-term needs would be appropriate.

### **Green Belt boundaries**

181. In terms of the submitted Policies Map, there remains one anomaly in this part of the Borough. The Policies Map shows some of the land to the south of the A580 in the vicinity of Carr Mill Road as Green Belt. In order to ensure that the Green Belt boundary follows recognisable and permanent physical features and Green Belt policies are justified and effective, it should follow the line of the road. The change to the extent of the Green Belt would require changes to the submitted Policies Map. The other modest changes to the Green Belt

boundaries set out in Appendix I of the GBR are justified. Exceptional circumstances have been demonstrated for these clearly defined boundaries.

## Rainford, Billinge, Garswood and Haydock

### Allocations and Safeguarded Land

182. Garswood and Rainford are large villages near the northern edge of the Borough. Garswood has primary schools, a medical centre, local shops, and a railway station. Rainford has a secondary school, primary schools, a medical centre, and a vibrant village centre. The railway station at Rainford Junction is some distance to the north of the village so would be too far to access on foot. That said there is a linear path which would allow cycle access from the village to the station.
183. The Plan allocates **land to south of Billinge Road, Garswood (1HA)** and safeguards **land to south of Leyland Green, Garswood (1HS)**, both for housing.
184. Site 1HA is a triangle of fairly level pastureland contained by the B5207, Garswood Road and Smock Lane. These strong boundaries and its siting between the main village and Simm's Lane End result in the land making only a limited contribution to Green Belt purposes whilst representing a logical expansion of the village. In particular, development of the site would not lead to any material closing of the strategic gap between Garswood and Billinge.
185. The site is within walking distance of local services and the railway station. The allocation is unlikely to materially exacerbate parking issues at the railway station and nearest primary school given its relatively close proximity to these facilities. There are no significant technical constraints in that a safe access can be obtained and mitigation can be put in place to resolve on-site and off-site drainage issues.
186. Site 1HS is immediately to the north of 1HA. It can be distinguished from 1HA in that 1HS projects more into the countryside and is more open in character. As such it makes a greater contribution to the Green Belt purpose of safeguarding the countryside from encroachment and is a less logical extension to the village. The effects on other Green Belt purposes are comparable to Site 1HA.
187. Although Site 1HS is also equidistant to some local services such as the medical centre and primary school, it is further away from others such as the main convenience store/post office and railway station.
188. Neither site has significant technical constraints. But there is no need to allocate both sites now and to do so would have the potential to undermine the Plan's

priority of bringing forward land within the existing urban areas of the Borough. Phasing the sites so that one provides housing during the Plan period and the other meets longer-term needs would achieve a sustainable expansion of the village and is justified by the different characteristics of the sites. Exceptional circumstances exist for the release of Site 1HA and Site 1HS from the Green Belt.

189. The Site Profiles require updating to ensure that, when the sites come forward, measures to enhance sustainable modes of travel are incorporated to ensure a positively prepared and effective Plan (**MM044** and **MM045**). In the case of Site 1HA this would include the potential for enhancing bus stop provision and upgrading the railway station, albeit it is acknowledged that measures relating to accessibility would require significant funding.
190. **Land to west of Sandwash Close, Rainford (9EA)**, lies adjacent to an existing industrial estate. It is an employment allocation carried over from the UDP and has an extant planning permission. Its deliverability has been assessed taking into account the acquisition of additional land adjacent to Sandwash Close by the owner which opens up access to the site. This change should be reflected in the site area set out in Table 4.1 and the Site Profile so that the Plan is effective (**MM007** and **MM044**). The Policies Map will also need to be updated to reflect the revised site area.
191. The site has the potential to serve a range of local employment needs. In this respect the appropriate uses set out in Table 4.1 should include light industrial as well as general industrial and warehousing/storage so that the Plan is positively prepared. **MM007** would secure this change.
192. The extant planning permission has a number of key conditions relating to the protection of existing trees and the landscape, highways and access and drainage. The relevant Site Profile has therefore been amended to include reference to these matters to ensure that the Plan is effective (**MM044**).
193. **Land south of Higher Lane, Rainford (8HA)**, allocated for housing, makes a limited contribution to Green Belt purposes and benefits from strong boundaries and a high degree of visual containment. The site would not extend the village any closer to Billinge given the linear nature of the Rainford Industrial Estate.
194. The site slopes away from Higher Lane and is conspicuous in views from the road and from properties in Rookery Lane. Development of the site would have some adverse landscape and visual effects and lead to the loss of good quality agricultural land. However, the site represents a logical extension of Rainford. Local facilities in the village centre, a primary school and the health centre would be reasonably close and capable of being accessed by foot and cycle via the Rainford Linear Park. There are no significant technical constraints.

Exceptional circumstances exist for the release of Site 8HA from the Green Belt.

195. The Site Profile requires updating so that measures to enhance sustainable modes of travel are incorporated to ensure a positively prepared and effective Plan (**MM044**). In particular, links should be facilitated to the linear way and bus stops provided. The reference in the site requirements to a minimum 25m wide linear flood attenuation and habitat creation feature is prescriptive but may be adjusted upon the receipt of more technical information.
196. The sites allocated for housing in Garswood and Rainford are attractive to the market. The sites are being promoted by major housebuilders. There are no barriers to the sites coming forward as anticipated by the housing trajectory.
197. Haydock and Blackbrook comprise a single urban area between St Helens and Ashton-in-Makerfield. The latter lies within Wigan Borough. There are large employment sites north of the A580 at Haydock. In addition to jobs, the settlement has schools, a health centre and good bus links to St Helens.
198. There is a grouping of employment allocations to the north of the A580 which are well-placed to serve the needs of the logistics and warehousing sector and will enhance the existing jobs offer. They would also contribute to reducing poverty and social exclusion given their proximity to areas of high deprivation.
199. Most of the land at **Florida Farm North (2EA)** and **Land North of Penny Lane (3EA)** has been developed. As a result, these sites no longer need to be allocated but would constitute part of the take up of land in the employment supply figures. **MM007**, **MM008**, and **MM044** would remove the sites from Table 4.1, delete references to Site 2EA from Policy LPA04.1 and its explanation (Strategic Employment Sites), and remove the Site Profiles.
200. However, it would be appropriate to remove both sites from the Green Belt and show them as white land. Otherwise, if they remained as Green Belt, any proposals for residual land or ancillary development within the site boundaries would need to demonstrate very special circumstances. Exceptional circumstances have been demonstrated. The change from allocations to white land would necessitate changes to the Policies Map. The above changes are needed to ensure a positively prepared and effective Plan.
201. **Land south of Penny Lane (4EA)** at 2.16 ha is a small, triangular shaped site currently situated in the Green Belt. The LP allocates the site for B2 and B8 uses. The site is next to Site 3EA which has been largely built-out since the GBR was undertaken. Consequently, 4EA is now bordered by development on two sides (Site 3EA, a hotel, and the A559 Penny Lane), with the M6 running

along the third side. As such, the site is very well contained by development and would also form a natural extension to the existing Haydock Industrial Estate.

202. The site was assessed in the GBR as making a medium contribution to Green Belt purposes. However, that was in combination with Site 3EA. On its own the site makes a very limited contribution to Green Belt purposes. Its development for employment uses would be entirely logical and exceptional circumstances have been demonstrated.
203. In terms of highways, the site will need to take into account any impacts on J23, along with Sites 5EA and 6EA. However, NH have confirmed that there is nothing to prevent a relatively small site such as 4EA coming forward on an incremental basis in advance of the M6 improvements to J23 providing that any proposed scheme can demonstrate that impacts will be acceptable.
204. **MM044** is necessary to the Site Profile to secure suitable access to the site via walking, cycling, and public transport, in the interests of a positively prepared and effective LP.
205. Site 4EA is expected to be delivered well before the end of the Plan period. Based on the available evidence, this is a reasonable assumption.
206. The GBR assessed **Land West of Haydock Industrial Estate (5EA)**, and **Land West of Millfield Lane, Haydock (6EA)** as part of the same parcel of land. It found that overall the parcel made a moderate contribution to the purposes of the Green Belt. The GBR acknowledged the role of 6EA in preventing ribbon development along Liverpool Road and in broadly contributing to the physical and visual separation of Haydock and Ashton-in-Makerfield. However, the sites would form a natural extension to the existing Haydock Industrial Park and are bounded by the triangle of existing roads. They are therefore relatively self-contained with well-defined boundaries. The sites do not encroach onto the attractive rolling countryside to the north of the A58.
207. The allocation of both sites for B2 and B8 employment uses is therefore logical. The removal of the sites from the Green Belt will also help to ensure permanence in the boundaries of the Green Belt for the long-term in this location. Exceptional circumstances have been demonstrated. However, in recognition of the potential landscape and visual impacts, **MM044** adds a requirement to the Site Profile for 6EA relating to the layout and landscaping of the site, particularly in terms of treatment along Liverpool Road.
208. Access to 5EA will be achieved through the adjacent employment sites 2EA and/ or 6EA. **MM044** therefore amends the Site Profiles for both 5EA and 6EA to refer to this to ensure that this requirement is taken into account when Site

6EA is developed. The MM also includes measures to secure suitable access to the site via walking, cycling and public transport.

209. **MM044** also adds a requirement to the Site Profile for 5EA to ensure that effective flood management measures for Clipsley Brook are provided. This is necessary to ensure the risk of flooding downstream is reduced, as well as enhancing biodiversity. The MM also adds wording to the Site Profile for 6EA to provide a green space buffer alongside Millfield Lane. This is necessary to ensure that any effects on the setting of the listed building, 'Le Chateau', are minimised.
210. The above changes through **MM044** are required to ensure that the Plan is positively prepared, effective, and consistent with national policy.
211. The employment land delivery trajectory set out in the Employment Land Background Paper (SD022) envisages a staggered approach to the development of Sites 4EA, 5EA and 6EA to take account of impacts on, and the need for a significant upgrade to, J23 of the M6. Reference is also made to this issue in the Site Profiles for 5EA and 6EA to ensure that it is addressed by any planning application. 5EA is expected to be operational by 2030. As 6EA is the larger of the two sites, it is anticipated that the later start date will allow for the improvement works at J23 to take place but that the site will be operational by the end of the Plan period. Based on the available evidence, the delivery assumptions for both sites are reasonable.
212. **Land north-east of J23 (M6), Haydock (2ES)** is a generally open area of agricultural land of around 43 hectares in size. It is next to J23 of the M6 Motorway and the A580 East Lancashire Road, south of Haydock Racecourse, and the A49 runs along its western boundary. An area of woodland borders the site's eastern boundary.
213. The GBR found that the site made a strong contribution to the purposes of the Green Belt. Specifically, it contributes to the strategic gap between settlements (Haydock and Golborne and also Haydock and Ashton-in-Makerfield) and has an important role in checking the outward expansion of the large built-up areas of Haydock and Ashton-in-Makerfield into the countryside. As such, the GBR acknowledged that the development of this site would have a high impact on the Green Belt.
214. On the other hand, the GBR also acknowledged that the site, because of its size and location (being close to the strategic road network), has the potential to help meet the long-term need for logistics development within the area and wider sub-region.

215. The decision was taken by the Council to safeguard this site rather than allocate it based on the ranking given to the employment sites during Stage 3 of the GBR. Seven sites scored more highly than 2ES and these higher scoring sites have been allocated in the LP.
216. A planning application for development on part of the allocated site was made in 2020 for 167,000 sqm of B8 storage and distribution and B2 business use (with an 80/20% split of floorspace respectively). Permission for the scheme was dismissed on appeal in November 2021<sup>9</sup> on the basis of conflict with Green Belt policies and landscape and visual impact harm. Loss of agricultural land and heritage concerns were also identified.
217. In terms of landscape and visual impact, it is the case that development of the site for large scale logistics would detract from its current open and rural character. However, this is an issue that will need to be weighed in the balance when considering the need to meet employment needs beyond the Plan period and the sites suitability in meeting them.
218. Development of the site would involve the loss of agricultural land but that is the case for most sites in St Helens on the edge of the urban area. The site would also cover a large part of the former Haydock Park medieval hunting ground which is a non-designated heritage asset. However, much of this has been eroded by modern development and only remains to a limited extent.
219. The appeal scheme included proposed works to the A49 Lodge Lane. The Council has acknowledged that this is likely to form part of any future improvement works to J23 of the M6. Whilst that might be the case and any private sector contributions as a result of development at the site would no doubt make a positive contribution towards the funding of J23 improvement works, the fact remains that this would only be a partial solution. NH have made it clear that their preference would be for a comprehensive scheme to come forward as that would enable a complete design solution to be delivered and would also minimise disruption to users of the existing road network during construction works.
220. An initial feasibility study was undertaken in 2019 between St Helens, LCR, NH (then Highways England) and Wigan Council to look at options for improvement works at J23. A number of options were identified. However, the design option recommended is outside of current national standards. Therefore, further work is needed to identify a preferred solution and options for funding are being investigated.

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<sup>9</sup> See SHBC039

221. In summary and despite its Green Belt and landscape impacts, Site 2ES is of a suitable size and in the right location to meet the need for large scale logistics development that would bring substantial economic benefits to the area and wider sub-region. The economic benefits of the site were also acknowledged as substantial in the recently dismissed appeal. Nevertheless, the decision was taken by the Council to safeguard this site rather than allocate it based on the ranking referred to above. Deciding which sites to allocate is a matter for the Council. Given that the employment requirement during the LP period can be met in full through the allocated sites, the decision to safeguard Site 2ES to meet long term employment requirements beyond the Plan period is justified. Exceptional circumstances for safeguarding Site 2ES have been demonstrated.
222. **MM044** is necessary to add wording to the Site Profile to ensure that any future development on the site addresses the landscape and visual impacts through a suitably designed scheme. The MM would also ensure that measures to secure suitable access to the site via walking, cycling and public transport are included. These changes are necessary for a positively prepared and effective Plan.
223. **Land at Florida Farm, Haydock (2HA)** has residential areas to the south and the East Lancashire Road and large new warehousing to the north. It would involve a logical extension of Haydock up to the A580 and the A58. The site makes a limited contribution to Green Belt purposes.
224. The site is in a sustainable location with good access to services and jobs. Aside from some limitations imposed by the capacity of J23 of the M6, there are no significant technical constraints. Flood risk, noise, and historic mineshafts can be mitigated. Exceptional circumstances have been demonstrated. **MM044** would modify the Site Profile to recognise the opportunities for sustainable means of access in the interests of a positively prepared and effective Plan.
225. The housing trajectory anticipates that development at Florida Farm would not commence until 2027/28. The site is one of several allocations that might add to capacity issues at J23 and, therefore, may need off-site highway improvements before it can be brought forward. That said, further assessment might indicate that some of the site can be developed in advance of works. But a cautious approach by the Council to delivery is reasonable in the circumstances.
226. Additional housing allocations or the provision of safeguarded land for housing around Haydock/Blackbrook are not necessary to make the Plan sound. Although there is limited identified supply, apart from Site 2HA, the settlement is close to St Helens, Garswood and Newton-le-Willows/Earlestown which, in combination, have a plentiful supply of sites. In addition, there may be opportunities to develop other land which is now excluded from the Green Belt, for example land to the west of Haydock Park Racecourse. The development of land to the south of Haydock/Blackbrook, particularly south-west of J23, would



erode the gap between the settlement and the nearby built-up area of Newton-le-Willows/Earlestown, leading to a perception of merger.

### Green Belt boundaries

227. The change to the boundary in the vicinity of Barrows Farm, Billinge, shown in Appendix I of the GBR is justified in that the frontage development on Carr Mill Road and the more tightly knit development behind would be removed from the Green Belt, whereas the more open areas of the complex further east would remain within the Green Belt. The other modest changes to the Green Belt boundary set out in Appendix I are justified. Exceptional circumstances have been demonstrated for these clearly defined Green Belt boundaries.

### Parkside, Newton-le-Willows and Earlestown

#### Allocations and Safeguarded Land

228. Newton-le-Willows/Earlestown comprises a single urban area to the east of the Borough. Apart from St Helens it is the largest distinct settlement. The area is served by Earlestown Town Centre and Newton-le-Willows Local Centre, schools, health facilities, and good transport links, including two railway stations. The former Parkside Colliery lies adjacent to Newton-le-Willows, between the West Coast mainline and the A49, and the M6.

229. **Parkside East (7EA)**, allocated for a SRFI, is situated mostly to the east of the M6 motorway close to J22, with a thin strip of land crossing over the M6 to include a small area on the west of the motorway to allow for rail enabled development. It is a large open Green Belt site of around 125 hectares consisting of agricultural land with some agricultural buildings on it. The A579 Winwick Road is situated to the south, and the Chat Moss railway line along with an area of woodland to the north. The A573 Parkside Road and Barrow Lane cross the site. The site is therefore well-contained apart from along its eastern boundary which is open.

230. The GBR assessed the site as making a high + contribution to the Green Belt. This was specifically in relation two Green Belt purposes: checking the unrestricted sprawl of built-up areas and assisting the safeguarding of the countryside from encroachment. It is acknowledged that developing the site would be harmful to the Green Belt due to the size of the site, the lack of enclosure to the east, its strong countryside character, and the absence of existing development.

231. **Parkside West (8EA)**, allocated for B2 and B8 uses, includes the site of the former Parkside Colliery and is about 80 hectares in size. The site is a mixture

of brownfield land, farm buildings, trees, and grassland. It is bounded by the Chat Moss railway line to the north, the M6 and agricultural land to the east, Hermitage Lane and woodland to the south, and the West Coast railway line and A49 Mill Lane to the west. To the west it adjoins Newton-le-Willows. The site is therefore well contained by its boundaries to the north and west and to a lesser extent to the south and east.

232. The GBR assessed the site as making an overall medium contribution to Green Belt purposes. The review noted the sites high degree of enclosure, that part of the site is brownfield and that it did not have a strong sense of openness or countryside character.
233. The Framework promotes economic growth and sustainable transport. The Department for Transport's National Policy Statement identifies SRFIs as key to facilitating the transfer of freight from road to rail. The Government has concluded that there is a compelling case for an expanded network of SRFIs. However, there is also acknowledgement that due to the requirements for road and rail access, the number of locations where SRFIs can be developed will be limited.
234. SRFI's are an important tool in promoting a modal shift to more sustainable modes of transport, by encouraging the transportation of goods via the national rail network rather than by road, thereby reducing carbon emissions and congestion. They therefore have significant environmental benefits.
235. Both 7EA and 8EA together form the wider Parkside site which has been the subject of planning applications for a SRFI. It was identified in the CS as a strategic location for a SRFI. Evidence demonstrates the site to be of national and regional significance in relation to policy, market demand, and the need to deliver new SRFIs.
236. The development of an SRFI would contribute towards the Plan's strategic aims of regeneration and tackling the issues of multiple deprivation that exist in the area. The proposed SRFI would lead to the creation of jobs and training opportunities that would benefit nearby deprived communities that suffer from unemployment, low skills and educational attainment, and low incomes.
237. As noted, the locations where a SRFI could be developed are limited due to the locational requirements. Given Parkside's proximity to the strategic road and rail network with links to routes connecting the north, south, east, and west of the country, the site is placed in a somewhat unique location to provide a SRFI.
238. In terms of the scale of the SRFI proposed, Policy CAS 3.2 of the CS identified the former Parkside Colliery and part of the adjacent land as being a strategic location which had the potential to facilitate the transfer of freight between road

and rail. At the time of the CS, the Council had considered the proposal on the basis of a small-scale facility which used the minimum amount of land necessary to develop such a facility. The evidence at the time showed that it was viable to develop a SRFI on Parkside West, with some land possibly being required within what is now Parkside East for operational reasons.

239. Since the adoption of the CS in 2012, a number of studies and reports have been commissioned to better understand the operating requirements of an SRFI on the site. The 2016 AECOM study looked at four options for developing SRFIs of different scales. The study found that either a medium (defined as handling between 4-8 trains per day) or large (over 9 trains per day) scale SRFI would be economically viable on the site. The assessment took into account matters such as infrastructure costs, flexibility of rail access, and road access. Both options require land on the east of the M6 to be utilised. Additionally, evidence indicates that a rail facility capable of accommodating trains 775m in length could not be accommodated on Parkside West (Site 8EA) alone. Being able to handle trains of this length is essential as it would meet the operational requirements of the logistics sector, and additionally, helps ensure that the full environmental benefits are realised in that longer trains are able to transport more goods which equates to fewer journeys and less emissions.
240. Additionally, if a rail facility were developed solely on Parkside West there would be insufficient space to accommodate the necessary reception sidings for trains from the west/south prior to arriving at the terminal. This would result in the west side loop being blocked, making rail access from the west less suitable for a SRFI. It is clear, therefore, that if an SRFI is to be built at Parkside then incorporating land on the east of the M6 will be necessary to realise its full benefits and to ensure the facility is viable.
241. Developing an SRFI has a high initial capital investment in terms of ensuring the necessary infrastructure is in place. Viability is therefore a very important consideration. Of the options looked at, the large scale SRFI (handling up to 12 trains per day) is the one that would be capable of accommodating trains 775m in length. Rail access would also be the most flexible with a facility being capable of accepting trains from both the south and west. Additionally, the size of the core handling area would mean that trains would not need to be split for handling which would save time and provide an operational benefit. The 2016 AECOM study also noted that the higher throughput of trains that would be capable of being handled by a facility of this size would make better use of the infrastructure and equipment provided on the site and would result in the initial capital costs being paid back more quickly than other options. The large scale SRFI was therefore considered to be the best option available by the study as it would make optimal use of the site's strategic location.
242. The employment land allocations trajectory assumes that a rail terminal at Parkside would open in 2026-2028 and that the site would be operational by

2030, with development ongoing at the end of the Plan period. Given the scale of the facility envisaged, this is an ambitious project timetable. However, a planning application for the development of Parkside Phase 1 for primarily road-based logistics on about 60% of Site 8EA was approved by the Secretary of State in November 2021<sup>10</sup>. An application for the Parkside Link Road was also approved at the same time<sup>11</sup>. There is also a developer who is promoting the Parkside East Site who has a track record in delivering strategic logistics-based developments. They are in advanced discussions with a rail freight operator in relation to the site. Their plans for the site at this stage are to develop a SRFI with a major manufacturing and logistics 'Super Hub'. The evidence therefore suggests that there is strong interest in developing Parkside as a SRFI from the logistics industry. The delivery assumptions for both sites, whilst being challenging, are nevertheless realistic.

243. The Parkside Strategic Rail Freight Interchange Capacity Study (EMP012) found that the existing rail infrastructure could support 4 trains per day at Parkside and this is the minimum number necessary to meet the definition of a rail freight Nationally Significant Infrastructure Project under the relevant legislation. However, in total, 19 paths were identified which means that it is likely that more trains could be accommodated at Parkside. Furthermore, as the facility grows over time and given the strong demand in the logistics market, it is likely that the facility would be able to accommodate more trains allowing for path capacity improvements through timetabling changes and infrastructure improvements. Against a national policy background that promotes growth in the transportation of freight via the rail network, it is reasonable to anticipate that future growth at the facility could be accommodated.

244. In summary, the provision of a SRFI requires a critical mass to justify the capital cost investment in infrastructure and this is informed by the scale of the proposal which in turn affects its viability. On the basis that the development of an SRFI at Parkside is supported, then a large-scale facility is therefore justified, otherwise the full economic, social, and environmental benefits would not be realised as a smaller scheme would be unviable. Although it is acknowledged that significant harm to the Green Belt would occur as a consequence of developing Site 7EA in particular, exceptional circumstances have been successfully demonstrated to support the release of both 7EA and 8EA from the Green Belt. These exceptional circumstances are summarised in **MM007** which is necessary so that the Plan is positively prepared, justified, and consistent with national policy. We have added some additional wording following MM consultation to include reference to warehousing and industrial development linked to the SRFI.

245. As the justification for releasing 7EA rests on the development of the site as a SRFI, **MM015** is necessary to ensure that this is delivered. The additional

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<sup>10</sup> See SHBC040

<sup>11</sup> See SHBC038

wording to Policy LPA10 requires any masterplan for the site to set out phasing for the whole site which should include a clear floorspace trigger for the delivery of the rail terminal infrastructure.

246. There is an existing access from the A49 to Parkside West. The 2016 AECOM study found that traffic impacts on the A49 would be acceptable if a small-scale facility (up to three trains per day) were developed at the site, providing some junction improvements were implemented. However, the study found that access from the A49 alone would not be feasible if a medium to large scale facility were developed at the site. To mitigate the impacts of developing both 7EA and 8EA, the Council has developed a scheme to provide a link road between the A49 to M6 J22. The link road will provide access from both Parkside East and Parkside West to J22. Funding for the scheme has been secured from the LCR Combined Authority and the Council, with additional funding to be provided by the private sector. Construction work on the link road commenced in January 2022. Policy LPA10 makes the provision for a safe and convenient access to J22 a requirement for the delivery of the site. There is also the ongoing work between NH, St Helens, and Wigan, to identify funding for delivery of improvement works to J22 itself. NH's Road Investment Strategy [RIS] 2 includes the junction as a pipeline scheme for potential future development in the next plan period (RIS3, 2025-2030).
247. Given the large scale of 8EA and its relationship to site 7EA, **MM017** introduces a site specific policy into the Plan for effectiveness. Site 7EA already has a site specific policy (LPA10). As a consequence **MM044** deletes the text in the Site Profile for 8EA and refers instead to new Policy LPA12. A number of consequential changes are also made throughout the Plan to update references to the new policy where necessary (**MM006**, **MM008**). Additionally, for effectiveness and following the MM consultation, we have amended **MM017** so that the explanation to the new policy now includes a reference to the planning permissions recently granted by the Secretary of State for Site 8EA and the link road.
248. New Policy LPA12 confirms that the site is suitable for B2 and B8 development. It also sets out a number of detailed considerations that a planning application on the site will be required to address, including access to and from the M6 for HGVs and other vehicles (including a specific reference to the link road recently granted permission), and the need to mitigate any adverse impacts on J22 of the M6. Other matters are also referred to in order to address specific issues identified in the SA and evidence base including the presence of a designated historical battlefield, the amenity of nearby residents, provide access via walking, cycling and improved bus provision, and training schemes to increase opportunities for the local population. These modifications are needed so that the allocation is positively prepared and effective.

249. The Plan allocates **land to the west of the A49, Newton (7HA)** and safeguards **land between Vista Road and Belvedere Road, Earlestown (2HS)**, **land east of Newlands Grange, Newton (4HS)** and **land west of Winwick Road, Newton (5HS)** for housing.
250. **Site 7HA** is occupied by vacant school buildings and associated grounds. The school complex provides strong boundaries and enclosures which together with its partly brownfield condition, results in a low contribution to Green Belt purposes. The site is within walking and cycling distance of Newton Railway Station, on a bus route, close to local facilities, and opposite Parkside West. Exceptional circumstances have been demonstrated.
251. Since the commencement of the examination, permission has been granted for redevelopment of the site to accommodate the relocation of Penkford School from its existing site on the edge of Earlestown. This will lead to a reduction in the capacity of Site 7HA to reflect that part of the site is to be taken up by the new school and its associated parking and playing field. The revised yield from the site is estimated to be some 140 dwellings compared to around 180 units in the submitted Plan. The revised figure is justified<sup>12</sup>. The revisions would take into account a modification to increase the minimum density from 30 to 35 dph which would be consistent with densities to be achieved on other urban edge sites and would reflect the modern housing to the north.
252. Land to the south at Red Bank Farm is not included in the allocation but potentially could be developed as it now lies beyond the Green Belt, providing flood risk issues in relation to Newton Brook are resolved.
253. The revisions to capacity at Site 7HA are reflected in changes to the reasoned justification to Policy LPA05, Tables 4.5, 4.6 and 4.7 and Figure 4.3 (**MM009**), and the Site Profile (**MM044**). **MM044** also introduces requirements in the Site Profile relating to walking and cycling links and bus stop improvements. These modifications are needed so that the allocation is positively prepared and effective. Changes to the Policies Map will also be required.
254. **Site 2HS** is on the northern edge of the settlement but is set back from existing housing to the north-east. Therefore, although adjudged to have a medium contribution to Green Belt purposes, it would not bring the settlement any nearer to Haydock. The northern boundary is clearly defined by a strong hedge line with trees. The site is reasonably close to schools, health facilities and Earlestown Town Centre.
255. **Site 4HS** is sandwiched between the main west coast railway line, recently built housing estates and Vulcan Village. It makes a low contribution to Green Belt

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<sup>12</sup> see SHBC023

purposes. The site is close to a modern foodstore, with a primary school, health and recreation facilities, and the railway stations also within walking distance.

256. The area of safeguarded land should be extended to the south-west up to the northern boundary of the recreation ground so that it includes land to the east of the Vulcan Village Conservation Area. The Site Profile already includes a requirement for a landscaping buffer to the Conservation Area. In addition, there is a well-wooded bank immediately to the east of the Conservation Area. Together these existing and proposed buffers would provide sufficient protection to the setting of the Conservation Area. Moreover, the built development within the Conservation Area is inward looking and urban in form. There would not be any significant impact on Green Belt purposes taking into account the findings of the GBR and our site visits. This change is required to ensure a positively prepared and justified area of safeguarded land. Table 4.8 requires modifying accordingly to reflect increased site area and indicative capacity (**MM011**) and there are consequential changes to the Policies Map.
257. **Site 5HS** is also between the main west coast railway line and housing. It makes a low contribution to Green Belt purposes. The site has a primary school, health and recreation facilities and Newton Railway Station within walking distance.
258. The site makes some contribution, alongside the cemetery and the local wildlife site flanking Newton Brook, to the relatively tranquil green lung permeating through the urban area. There are also constraints that would need to be mitigated relating to the wildlife site, flood risk and nearby landfill. These factors have led to Site 5HS being safeguarded rather than allocated, a position which is justified.
259. Exceptional circumstances exist for the release of Sites 2HS, 4HS in its modified form and 5HS from the Green Belt.
260. **MM045** introduces requirements within the Site Profiles for 2HS, 4HS and 5HS relating to sustainable transport measures to ensure a positively prepared and effective Plan.
261. There has been significant development in the Newton-le-Willows and Earlestown urban area since 2016. At 31 March 2021 over 1000 homes had been completed or were under-construction. Opportunities exist in the built-up area to bring forward further previously developed land. The allocation 7HA will add to the range of sites. Therefore, making Sites 2HS, 4HS and 5HS available to meet longer-term needs would be appropriate.

### Green Belt boundaries

262. The modest changes to the Green Belt boundary in Appendix I of the Green Belt Review, so far as they affect Newton-le-Willows and Earlestown, are justified. Exceptional circumstances have been demonstrated for these clearly defined boundaries.

### Conclusion

263. We conclude that, subject to MMs proposed, the allocations and safeguarded land identified for development within St Helens, and Green Belt boundaries, are consistent with the Plan's strategy and national policy, including protecting Green Belt land, and whether the housing and employment land identified will be delivered. The MMs which affect the allocations and safeguarded sites will require consequential adjustments to Figure 4.1 (Key Settlements Plan) and Figure 4.2 (Key Diagram). We have amended **MM**

## Issue 4 – Whether the Plan meets the development needs of business through its policies

### Employment Land Supply

264. Policy LPA04 and accompanying Table 4.1 in the submitted Plan allocates approximately 234 ha of employment land across ten sites to meet the employment needs of St Helens. The Omega site (1EA) of around 31 ha is excluded from the supply calculations as it has been allocated in the LP to meet the employment needs of Warrington.

265. Take up of employment land between 1 April 2012 and 31 March 2021 has been around 61 ha (this includes the allocated sites 2EA, 3EA and 10EA which have now been substantially built out). The vast proportion of this land (approximately 58 ha) has been delivered in recent years (post 2018). The existing supply of deliverable sites is about 5 ha. This leaves a residual requirement of about 173 ha.

266. To reflect the above position, **MM007**, **MM008** and **MM044** update Tables 4.1 and 4.4 of the Plan, Policy LPA04.1 (Strategic Employment Sites) and the Site Profiles. This is necessary to reflect (1) the employment land supply figures for the extension of the Plan period to 2037, (2) the latest available data (up to 31 March 2021) and (3) the four sites - 2EA, 3EA, 10EA and 11EA – that are now substantially completed or are under-construction and, therefore, do not need to be allocated. These changes ensure that the Plan is effective.



267. As the land that remains allocated for employment in the Plan amounts to about 182 ha, this will exceed the residual requirement. We therefore conclude that, subject to the MMs proposed, the amount of employment land allocated in the Plan is appropriate and will be sufficient to meet the employment needs of the area and that sufficient supply exists to meet the OAN in full.

### Protection of Employment Land and New Employment Development

268. Policy LPA04 seeks to protect allocated employment land from being developed for alternative uses by, amongst other things, requiring an 18-month marketing period. However, there are other sites that are also meeting the employment need identified in the Plan but are not now allocations (such as the deleted allocations 2EA, 3EA, 10EA and 11EA). **MM007** amends the reasoned justification to the policy to make it clear that the 18-month marketing period also applies to these sites as well. This MM is justified and necessary to ensure that the policy is effective in ensuring that identified employment land is protected.

269. Policy LPA04 also sets the approach to protecting existing employment sites unless other uses can be justified. The policy seeks to explain how applications for non-employment uses will be dealt with on existing employment sites. However, much of the detail on how the policy will be applied is contained in the Local Economy Supplementary Planning Document. To ensure that the policy is effective and readily understood, **MM007** inserts a reference into the reasoned justification for the policy to a 12-month marketing period being required in order to demonstrate that a site is no longer viable for employment uses.

270. As Policy LPA04 does not prevent employment sites from being developed for alternative uses, provided specific requirements are met, it is consistent with paragraph 123 of the Framework.

271. Since the submission version of the Plan was published, changes to the Use Classes Order have come into effect. These include introducing a new Class E which incorporates the previous B1 Use Class. **MM006**, and **MM007** are therefore necessary to update references throughout the relevant policies and reasoned justification to provide a full description of the uses that are being referred to. For the most part, the wording refers to 'light industrial, offices and research and development uses'. **MM007** also introduces safeguards into Policy LPA04, such that new employment uses now falling within Class E would be subject to a condition preventing a change to town centre uses. These MMs are necessary to ensure that the Plan is effective in retaining employment uses and consistent with national policy.

272. Given the widespread effect that the Covid-19 Pandemic has had on many aspects of our lives, **MM007** inserts a reference to it in Policy LPA04. This is to

ensure that planning decisions support businesses and the economic recovery of the Borough and ensures that the Plan is effective.

### Main Town Centre Uses

273. Policy LPC04 sets out the retail hierarchy. St Helens is identified as the principal town centre, followed by Earlestown Town Centre. There are then two district centres identified (Rainhill and Thatto Heath) and a number of local centres. The hierarchy reflects that established in the CS (except for the omission of the Local Centre Chancery Lane) and is supported by the evidence base. In particular, the Retail and Leisure Study (EMP004) reviewed the hierarchy to take account of any changes in circumstances since the CS was adopted. The hierarchy is, therefore, appropriate and justified.
274. The retail strategy of supporting existing centres and directing new development towards the principal town of St Helens (set out in Policy LPC04 and paragraph 4.6.16) will help support the regeneration of the area which in turn reflects one of the central themes of the Plan. This also reflects national policy. As referred to above, **MM007** proposes the use of conditions to restrict changes within Class E on employment sites. The MM is necessary to ensure that the Plan is effective in protecting town centres in accordance with national policy (Section 7 of the Framework).
275. **MM024** inserts a reference within Policy LPC04 to make it clear that the development of main town centre uses within defined centres will be supported and that permission will be granted for development that is appropriate in terms of scale and nature. This MM is necessary to ensure that the policy is positively prepared and effective.
276. The English Cities Fund [ECF] and Town Deal are two initiatives that will be integral to ensuring the delivery of the Plan's aim to regenerate centres in the area. This will be achieved through partnership working and additional funding. **MM006**, **MM019**, and **MM020** insert references to these initiatives into the relevant policies. The changes are necessary to ensure that the policies are effective in explaining how these initiatives will contribute towards the delivery of the Plan's policies and objectives.
277. National policy no longer refers to the need to identify primary and secondary shopping areas. **MM019** deletes references to these terms in Policy LPB01, Appendix 11, and the glossary, and uses the term 'Primary Shopping Area' in relation to St Helens Town Centre. This MM is necessary to ensure that the Plan is consistent with national policy. Consequential changes to the Policies Map will also be required.

278. Policy LPB01 refers to the St Helens Town Centre and Central Spatial Area. To ensure that the policy is clear on how the 'Central Spatial Area' is defined, **MM046** inserts a map into Appendix 11 of the Plan along with a reference to the map in the reasoned justification. This MM is necessary to ensure that the policy is effective and readily understood.

279. The Retail and Leisure Study provides the evidence base for a locally set threshold where an impact assessment will be required. Policy LPC04 (Part 6) sets the threshold for retail development at different centres. The thresholds have been informed by the size of existing units within the centre, the vacancy rate of units, and whether there are existing out of centre retail destinations nearby. The thresholds set out in the policy are appropriate and supported by the evidence.

## Conclusion

280. We conclude that, subject to the MMs proposed, the Plan meets the development needs of business through its policies.

## **Issue 5 – Whether the housing requirement will be met; whether the means of meeting the requirement have been justified and will be effective; and whether the Plan will have a five-year housing land supply upon adoption and be able to maintain it through the Plan period**

### Generally

281. Earlier in this report we concluded that the Plan's requirement for 10,206 homes between 2016 and 2037 is justified. Under Issue 3 we considered whether the allocated sites were suitable and would be delivered. We now go onto consider the totality of the likely housing supply against the Plan's requirements and whether there will be a five-year housing land supply.

### Components of Supply

282. Policy LPA05 and its justification explain how the housing requirement will be met. Table 4.6 sets out components of the land supply. It includes contributions from completions, non-Green Belt sites identified in the SHLAA (including some allocations), a small sites allowance, and Plan allocations within the Green Belt. Table 4.6 needs to be updated to reflect the extended Plan period until 2037. The revised table should also set out the most up-to-date position at 31 March 2021. The revisions to the table (now included in separate Tables 5.2 – 5.5) would be secured by **MM009** which is required for an effective Plan.

283. The completion of 3,074 units shown in the modified tables are for the period 1 April 2016 to 31 March 2021. There is no dispute about the figures for completions. Completions show an over-supply of housing against the requirement of 486 dpa since the base date of the Plan. This leaves a minimum residual requirement for the remainder of the plan period (1 April 2021 to 31 March 2037) of 7,132 dwellings (or around 446 dpa).
284. PPG is silent on whether or not over-delivery since the base date of a plan can be used to proportionately reduce the subsequent housing requirement over the rest of the plan period. That said, there is nothing in national policy or guidance which prevents an over-supply of housing in the early years of a Plan being taken into account. Indeed, it would be equitable to do so taking into account that Plans need to address any under-delivery. In the circumstances it is reasonable to use a residual requirement of around 446 dpa for calculating both the five-year requirement and the residual requirement for the rest of the Plan period. This is reflected in the tables associated with **MM009**, to ensure an effective Plan.
285. The small sites allowance relates to sites below 0.25 hectares or 5 dwellings. The figure of 93 dpa is based on historic data which shows delivery of an average of 103 dpa from this source over the last 10 years. The SHLAA does not include such small sites. The SHLAA sites within the five-year supply calculation also exclude units on developments of 4 or less. Therefore, there is no double counting. The small sites windfall allowance is justified by compelling evidence. An allowance for larger windfall sites would not be warranted as such sites are captured by the SHLAA.
286. No allowance is included for demolitions. There are no plans to carry out major clearance. Demolitions from SHLAA sites and allocations are largely known and therefore have been accounted for in the net figures for sites. A demolition allowance is not required.
287. The SHLAA sites include those under-construction, with planning permission and other sites identified as likely to come forward during the Plan period, including allocations within the urban area (6HA, 9HA and 10HA). The capacity of SHLAA sites shown to come forward beyond the next 5 years is reduced by 15% to reflect the potential non-delivery of some sites, including some with planning permission. No lapse rate has been applied to SHLAA sites with planning permission which are included within the 5 year supply for the very reason that they have been assessed as being deliverable.
288. Many of the SHLAA sites are no larger than 1 ha. Added to this will be windfall sites that come forward and which are accounted for by the small sites allowance. At least 10% of the housing requirement will come forward on small to medium-sized sites in accordance with paragraph 69 of the Framework.

289. Taking into account completions, the small sites allowance, and SHLAA sites, the residual requirement to be met from Green Belt sites is some 1,462 dwellings. However, to increase the robustness of overall Plan supply, a 20% increase on what is required from the Green Belt allocations in the Plan period has been added. This is justified by potential for lead-in times to be longer than anticipated due to the possibility of greater infrastructure requirements. The requirement is, therefore, some 1,754 homes. The sites are shown as being able to deliver 2,114 dwellings during the Plan period.
290. The updated tables setting out components of the supply, including the capacity reductions/allowances referred to above, show some 10,858 dwellings are capable of being delivered in the Plan period. Even with these reductions/allowances, potential supply exceeds the requirement by around 6%. Therefore, there is some flexibility built into the supply. Additional flexibility would require more Green Belt release which would not be justified by exceptional circumstances.

### Housing Trajectory and Five-year Housing Land Supply

291. Paragraph 74 of the Framework indicates that strategic policies should include a trajectory illustrating the expected rate of housing delivery over the plan period. Table 4.7 and Figure 4.3 show the trajectory in tabular and graph form. The table and figure need to be updated to take into account the extended Plan period, the housing land supply position at 31 March 2021, and the removal of some SHLAA sites from the supply. The information should also be presented to clearly distinguish between different sources of supply. **MM009** secures these changes so that the Plan is effective. The trajectory within the Plan is supported by a more detailed site by site trajectory, the most up-to-date version of which is contained within SHBC031.
292. The contribution of SHLAA sites to the Plan's supply takes into account those that we have recommended be removed due to them not being deliverable or developable, or where delivery has been adjusted. The reasons for these sites being removed or adjusted were discussed at the hearings and are set out in our letter dated 30 July 2021 (INSP014). In terms of the former Pilkington HQ, Alexandra Park, we recognise the constraint of the heritage assets but are satisfied with the Council's assessment that the site is developable with a projected capacity of 162 dwellings, taking into account a site visit and the information in SHBC021 and SHBC030.
293. In terms of other disputed SHLAA sites which remain as part of the supply, there are a number of factors which give us comfort that overall delivery will be broadly as anticipated. The Council has a strong track record in bringing forward sites in the urban area. In the last 5 years, completions on previously developed land have been upwards of 75% of total completions. The Council

works with partners to bring forward sites and seek funding opportunities. For example, a £2 million grant was obtained from the LCR Strategic Investment Fund to accelerate development on the Moss Nook site (allocation 10HA). Further funding is being obtained from the ECF to deliver brownfield land in St Helens and Earlestown Town Centres. In addition, we emphasise the 15% reduction in capacity of developable SHLAA sites referred to above.

294. Some sites may deliver slower than anticipated or not at all, others may come forward quicker than expected. Sites which have not been identified and which are above the small site threshold may become available. However, overall, and having regard to the above, the data that supports the housing trajectory and which derives from the SHLAA is based on realistic assumptions about when those sites left in the supply will come forward, lead-in times and build-out rates. We have confidence that supply from SHLAA sites will be delivered broadly as anticipated.
295. The overall assumptions relating to the delivery of allocations have not been subject to significant challenge during the examination. Indeed, some developers felt that their sites would come forward sooner than anticipated. As indicated under Issue 3, the lead-in times and build-out rates for the allocations are realistic.
296. In identifying a five-year supply of deliverable housing sites, the Framework requires an additional buffer of 5%, 10% or 20% to be added, the latter to be applied where there has been significant under delivery of housing over the previous three years. The five-year supply position set out in the supporting evidence is based on a 5% buffer. Figures since the base date of the Plan show that delivery has been above the 486 dpa requirement for all but one of the 5 years. In the last 3 years completions have been considerably above the requirement, ranging from about 650 to over 800 homes. There has not been under delivery.
297. Five-year supply is a matter that we are considering in judging the soundness of the Plan. However, the situation is not one where the 10% buffer would apply as the Council did not make it clear as part of the plan-making process that it would be seeking confirmation of the existence of a five-year supply. A 5% buffer is justified.
298. The LP should clearly express the key assumptions and parameters which will be relied upon to calculate the five-year housing land supply. **MM009**, which includes tables to be inserted into the Plan, would ensure that the current housing land supply position is set out, including reference to the residual requirement, the 5% buffer and the components of the five-year supply. These changes are required so that the Plan is effective and consistent with national policy.

299. The tables indicate that supply would be just above five years on adoption of the LP using the base date of 31 March 2021. However, these figures take into account a cautious approach to the delivery of some Green Belt sites, including 2HA. The Council's track record in robustly monitoring supply and the flexibility in the overall supply give us comfort that a five-year supply can be maintained over the Plan period. This is reflected in the housing trajectory.

300. Section 4 of Policy LPA05 refers to monitoring of housing supply. The policy is not clear on what would demonstrate that delivery had fallen significantly below the required level. **MM009** links monitoring to the housing delivery test so that the policy is effective and consistent with national policy.

## Conclusion

301. We conclude that, subject to the MMs proposed, the housing requirement will be met; the means of meeting the requirement have been justified and will be effective; and the Plan will have a five-year housing land supply upon adoption and be able to maintain it through the Plan period.

## **Issue 6 – Whether the policies of the Plan address the needs for all types of housing, including affordable housing and those of different groups in the community such as gypsies and travellers**

### Generally

302. The Economic Viability Assessment [EVA] of December 2018 (VIA001) considers the implications of the Plan's housing mix, affordable housing, and housing standards policies, along with other policies of, and contributions sought by, the Plan. The assessment concludes that the overall scale of obligations, standards and policy burdens contained in the Plan are not of such a scale that cumulatively threaten the ability of the sites and scale of development identified in the Plan to be developed viably. The assessment also notes that policies such as LPC01 and LPC02 include clauses that allow some flexibility where there are viability issues, albeit that such instances would be the exception, not the rule.

303. The EVA is considered to be, overall, realistic, robust, and proportionate, applying existing use values, sales values, interest rates, construction costs and developer profits, in accordance with PPG and local evidence. Developer profit of 20% for larger developments is particularly robust given that the PPG suggests between 15-20% should be considered a suitable return. The EVA Update Note (SHBC027), provided after the hearings, included a proportionate response to some of the viability evidence, as well as testing of different scenarios.

## Housing Mix and Types

304. The Framework requires that LPAs assess the housing needed for different groups in the community and these needs should be reflected in planning policies.
305. Policy LPC01 requires that housing is well designed to address local housing need informed by the relevant evidence including the latest SHMA. However, the policy should emphasise that evidence should be up-to-date and the wording should not be too inflexible (use of the term 'should' rather than 'must'). **MM021** would secure these changes so that Policy LPC01 is justified and effective.
306. Detached houses make up a relatively small proportion of the existing housing stock. However, although the SHMA indicates a need for 3-bed and 4+- bed homes, there is insufficient evidence to translate that need into a specific policy requirement for detached houses. That said, the need for larger dwellings will be a factor in considering compliance with Policy LPC01.
307. Policy LPC01 includes a provision that 5% of new homes on larger greenfield sites should be bungalows. However, although the SHMA makes reference for a demand for bungalows, the document acknowledges that it is difficult to quantify the need/demand. Moreover, the inclusion of bungalows is likely to make the minimum densities required by Policy LPA05 more difficult to achieve, which could result in the ineffective use of land. Whilst the viability assessment considered the implications of the policy, we do not consider that the requirement has been fully justified. For these reasons **MM021** removes Section 3 of Policy LPC01.
308. However, bungalows will still have a part to play, along with other forms of accommodation such as sheltered and extra care housing, in meeting the needs of older people. **MM021** recognises this by including reference to bungalows within Section 5 of Policy LPC01 so that the Plan is positively prepared.
309. Policy LPC01 also supports the delivery of self-build and custom-build homes but is not prescriptive about what is required. That said there are only a dozen or so people on the relevant register. In many cases those wanting to build their homes will seek out individual plots. These are most likely to come forward within existing urban areas as windfalls. Policy LPC01 is consistent with national policy in this regard.



## Affordable Housing

310. Policy LPC02 supports the delivery of affordable housing. The policy includes a zonal approach to the provision of affordable homes on larger housing developments. In Zone 1 (St Helens Town Centre and Parr Wards) no affordable housing would be required. In Zone 2 (wards covering Newton-le-Willows, Earlestown, Haydock, Garswood, and the wider St Helens Core Area) brownfield sites would not be expected to deliver any affordable housing but 30% of homes on greenfield sites would be required to be affordable. In Zone 3 (Rainford, Eccleston and Rainhill), brownfield sites would be expected to provide 10% affordable housing, greenfield sites 30%.
311. The above approach would depart from the Framework's expectation that at least 10% of homes on major developments are to be available for affordable home ownership. Concerns have also been raised that the Plan will not be able to deliver the number of affordable homes required to meet the need. In this respect it is argued that more greenfield sites should be allocated where 30% affordable housing is deliverable.
312. However, the Framework does not impose the 10% as a mandatory requirement. The viability assessment concludes that housing development within Zone 1 and on brownfield sites within Zone 2 would not be viable with affordable housing. But it is important that new housing is brought forward in the most deprived wards of the Borough, coinciding with Zone 1. Moreover, development of sites in the existing urban areas has advantages in terms of providing homes in the most accessible locations, improving the townscape by removing derelict and untidy sites, remediating contaminated sites, contributing to the supply of small and medium sized sites, and protecting the Green Belt. Furthermore, registered providers, such as the Council's partner Torus, are proactive in the urban areas and often deliver schemes with 100% affordable housing. Based on the evidence, the policy approach is likely to deliver sufficient affordable homes in a sustainable manner.
313. In Zone 2, the EVA shows that greenfield sites providing 30% affordable housing at 30 dph are not viable, albeit that the deficit is marginal. However, at a higher density of 35 dph most greenfield development would be viable. Although Policy LPA05, as modified by MM009, sets a minimum density of 30 dph and this is reflected for some allocations (Table 4.5), sites are likely to achieve higher densities and therefore be able to deliver 30% affordable housing. Moreover, Section 4 of Policy LPC02 does allow a lower level of provision on a site-by-site basis were justified by the evidence.
314. In referring to developments of 11 dwellings or more contributing to affordable housing, Policy LPC02 aligns with earlier versions of the PPG which set a threshold of 11. However, the Framework now states that affordable housing

should not be sought for residential developments that are not major developments. Therefore, the policy should align with the Framework in referring to developments of 10 or more dwellings. **MM022** secures this change so that Policy LPC02 is consistent with national policy.

315. During the examination the Government introduced, through its Written Ministerial Statement of May 2021 and revisions to the PPG, a requirement that 25% of affordable housing should be First Homes, a specific kind of discounted market housing. However, the PPG includes a transition period for plan-making. Thus, this Plan does not need to reflect the First Homes policy requirement. That said, the Plan should recognise that First Homes would need to be addressed by an update of the Plan. This would be achieved by **MM022** so that the Plan is consistent with national policy.

### Housing Standards

316. Policy LPC01 requires a proportion of adaptable and accessible homes on larger housing developments. However, the policy is not clear as to whether it is seeking wheelchair adaptable or wheelchair user dwellings under Part M4(3) of the Building Regulations. In addition, in applying the requirements for adaptable homes under Parts M4(2) and M4(3), it is reasonable for a transition period to be included so that developers can factor in the cost of such standards. **MM021** clarifies both these matters so that Policy LPC01 is effective. Following the MM consultation, we have reverted to the original wording of Part 2. a) of the policy in relation to 'accessible and adaptable' dwellings under Part M4(2) and amended the wording of Part 2. b) and the reasoned justification so that it refers specifically to 'adaptable dwellings' under Part M4(3)(2)(a) for clarity.
317. Policy LPC13 promotes the sustainable design of new homes but does not include any specific provisions linked to particular standards. The Written Ministerial Statement of 2015 remains extant Government policy in setting energy standards for new homes. **MM032** would ensure that the requirements for a standard equivalent to the Code for Sustainable Homes Level 4 is incorporated within Policy LPC13 so that it is effective and consistent with national policy. Such standards are likely to be replaced by the Future Homes Standards by 2025.

### Gypsies, Travellers and Travelling Showpeople

318. The needs of gypsies, travellers and travelling showpeople were assessed in the Merseyside and West Lancashire Gypsy and Traveller Accommodation Assessment [GTAA] of 2015 (GYP001). The GTAA identified a need for 8 residential pitches and 3 transit pitches up to 2032/33, but no need for plots for travelling showpeople. However, the Plan recognises that the need for residential pitches has increased since 2015 due to household growth and

evidence such as a rise in unauthorised sites. As a result, the need for the Plan period now stands at around 18 residential pitches.

319. There is planning permission for 12 pitches on land east of Sherdley Road Caravan Park, Thatto Heath. In addition, Policy LPC03 allocates a further site for 8 pitches as well as a site for 3 transit pitches, both in Sherdley Road. In combination, the permission and allocations would meet currently identified traveller needs for the Plan period.
320. Policy LPC03 does not set pitch targets for gypsies and travellers to address the above permanent and transit accommodation needs. **MM023** would ensure that the policy makes reference to the target and the reasoned justification explains how the 18-pitch need is made up so that the Plan is positively prepared, effective, and consistent with national policy, particularly the provisions of Policy B of Planning Policy for Traveller Sites.
321. Policy LPC03 includes criteria for assessing applications that come forward for traveller and travelling showpeople sites in accordance with the aforementioned Policy B. However, Section 5 of the policy should recognise that sites for travelling showpeople need to be able to provide space for storage of rides and associated equipment. This would be secured by **MM023** so that the policy is positively prepared.

## Conclusion

322. We conclude that, subject to the MMs proposed, the policies of the Plan address the needs for all types of housing, including affordable housing and those of different groups in the community such as gypsies and travellers.

## **Issue 7 – Whether the policies of the Plan relating to green infrastructure, open space and recreation are positively prepared, justified, effective and consistent with national policy**

323. Policy LPA09 sets out that the Plan will enhance the GI assets of the Borough by working with relevant organisations; ensuring the provision and management of GI alongside developments; supporting development that would contribute to the function of existing GI; and resisting the loss or fragmentation of GI. Specific components of GI are dealt with by Policy LPC07 (Greenways) and Policies LPC05 and LPD03 (open space). Taken together these policies recognise the multiple benefits that GI can bring to the population of the Borough and its natural assets, in accord with national policy.
324. The justification to Policy LPA09 at paragraph 4.33.2 refers to countryside around the Borough's towns forming part of the GI network. It also states that this countryside accounts for 50% of the Borough's land area. The definition of

GI in the Glossary to the Plan (Appendix 1) also makes reference to 'open countryside'. However, including all countryside as GI, much of which is farmland, goes beyond the description of GI in Section 1 of the policy and the definition of GI in the Glossary to the Framework. Policy LPA09 also lacks clarity as to when loss of GI might be justified and what mitigation would be required.

325. **MM014** and **MM041** would remove the wide-ranging definition of GI within the policy explanation and Glossary, and clarify the exceptions and mitigation required where the loss of GI might be contemplated, so that the Plan is effective and consistent with national policy.
326. There is a network of well-established Greenways within the Borough which Policy LPC07 aims to protect and enhance. Figure 7.2 shows potential new Greenway routes, one of which runs through the allocation at Bold Forest (4HA). However, the policy itself is not explicit in supporting the expansion of the network in connection with new developments. **MM027** would ensure that such a provision is included within the policy so that it is positively prepared and effective. Policy LPA05.1 (Strategic Housing Sites) should also be modified for the same reasons (**MM010**) and the new policy for Bold Forest (Policy LPA13) should contain reference to the Greenway network (**MM018**).
327. Open space for sport and recreation forms an important component of GI. Indoor facilities also make a significant contribution to people's health and well-being. There are deficiencies in certain typologies of open space and in some sports which are predominantly played indoors, as set out in the Background Paper on Open Space (SHBC003).
328. The explanation to Policy LPA08 recognises that open space, including playing fields, and indoor sports facilities, are part of the infrastructure that needs to be protected and may need to be enhanced alongside new development, either by including such provision within the development or through contributing to facilities off-site. The explanations to Policies LPC05 (Open Space) and LPD03 (Open Space and Residential Development) also acknowledge the role of provision and contributions, particularly to address any deficiencies which would be exacerbated by new housing development.
329. Although not explicit in what provision is needed, the Plan supported by the evidence base, would allow opportunities for new provision and contributions to enhance existing provision to meet needs. However, the Plan would be effective if Policy LPD03 in particular makes it clear how new development would contribute to outdoor sports facilities. Moreover, reference should be made to the relevant evidence base (the Council's Playing Pitch Strategy and Action Plan) that would inform the type of contribution that would be necessary. **MM036** is required in these respects.

330. Policy LPD03 and the explanation to Policy LPC05 indicate that, where there is no deficiency in open space or recreation facilities in the locality, residential development may not need to make any provision. However, even if there is sufficient open space in the area, larger residential developments would need to provide certain types of open space. For example, children's play areas should be provided close to home. Informal open space would provide visual relief and areas for quiet recreation. **MM036** and **MM025** would ensure that Policies LPD03 and LPC05 support provision of certain typologies of open space, even where there may not be any deficiencies in a locality, so that the Plan is positively prepared and effective.

331. The Policies Map designates open space and also shows the typologies. These designations are, in the main, justified. However, land at Sankey Valley Industrial Estate is shown as falling within the playing field typology, whereas it is evident that the site has not been in sports use for some time. The site now has the character of natural green space and is accessible from the adjacent local wildlife site (see SHBC035A). The Policies Map should be amended accordingly so that Policy LPC05 is justified.

### Conclusion on Issue 7

332. We conclude that, subject to the MMs proposed, the policies of the Plan relating to green infrastructure, open space and recreation are positively prepared, justified, effective and consistent with national policy.

## Issue 8 – Whether other policies of the Plan are positively prepared, justified, effective, consistent with national policy and clear to the decision-maker

### Natural environment

333. Policy LPC06 (Biodiversity and Geological Conservation) deals with the hierarchy of designated sites. It seeks to translate statutory obligations and national policy as set out in Circular 06/2005 and the Framework into the Plan. However, there are some inconsistencies with national policy. In addition, the policy needs to make clear that a sequential approach and a preference for on-site measures, should be applied to, not only mitigation, but also biodiversity net gain. Furthermore, the explanation to the policy should acknowledge that the mitigation strategy for European sites is being developed at a LCR level, albeit that in St Helens, strategic greenspace enhancements are likely to be focused on Bold Forest Park. **MM026** would ensure that Policy LPC06 is effective and consistent with national policy in the above respects. It is not necessary for the policy to prioritise replacement habitats on a like for like basis as this may not always be the most desirable solution.

334. The effects of traffic flows on the Manchester Mosses Special Area of Conservation [SAC] is referred to in Policy LPD09 (Air Quality), specifically in relation to developments that would generate significant traffic flows along the adjacent section of the M62. However, the justification to the policy should explain the sort of measures that could mitigate the effects, such as promoting sustainable modes of travel. Moreover, the in-combination effects of smaller developments should also be taken into account, as referenced by Policy LPC06. **MM039** refers to mitigation measures and sets out that smaller developments, normally above a certain threshold, would require evidence relating to the effects on the SAC. These changes are required so that Policy LPD09 (alongside Policy LPC06) is positively prepared, effective, and consistent with national policy.
335. The reasoned justification to Policy LPC09 (Landscape Protection and Enhancement) refers to valued landscapes (paragraph 7.15.1). However, the Framework at paragraph 174 distinguishes between valued landscapes and the countryside generally. Valued landscapes are to be protected and enhanced whereas the intrinsic character and beauty of the countryside is to be recognised. The Landscape Character Assessment (NAT001) is some 15 years old and does not grapple with whether any of the landscape within St Helens could be considered to be 'valued'. No other evidence has been put before the examination to support the identification of valued landscapes within the Borough. Therefore, **MM028** removes the reference to valued landscapes so that the Plan is justified and consistent with national policy.
336. Policy LPC10 (Trees and Woodland) refers in Section 6 to development not damaging or destroying trees. Reference to 'retain' rather than 'damage or destroy' would be reflective of a positively prepared Plan and would be achieved by **MM029**.
337. Section 6 of Policy LPC10 also includes the requirement to replace any tree lost at the minimum of a 2 for 1 ratio. Whilst such a requirement is fairly prescriptive, it is a clear quantifiable method, along with other enhancements, by which developments can contribute to biodiversity net gain. Moreover, the requirement is not mandatory and it may be that it can be demonstrated that other means would be more effective on a particular site as part of the development management process.

## Historic environment

338. Policy LPC11 (Historic Environment), in dealing with heritage assets, seeks to translate national policy as set out in the Framework into the Plan. However, there is no need for the Plan policies to repeat national policy (or statutory duties), so it would be effective for Policy LPC11 to reference national policy in terms of heritage assets and include only the implications of national policy at the Borough level.

339. For example, in the case of Section 4 of the policy, this repeats paragraph 202 of the Framework. However, Section 5 of the policy does not replicate paragraph 203 of the Framework and gives development proposals a higher test to pass in relation to the effect on the significance of non-designated heritage assets than designated heritage assets. **MM030** would ensure that Policy LPC11 is effective and consistent with national policy.

### Climate change and flood risk

340. Policy LPC12 (Flood Risk and Water Management) is another policy that, to a large extent, repeats national policy and guidance. The policy would be effective if it were to reference national policy in terms of flood risk but then only include the implications of national policy at the Borough level. **MM031** would achieve these changes so that Policy LPC12 is effective and consistent with national policy. Following the MM consultation we have included additional wording where multiple developers are involved to make Section 10 of the policy effective.

341. The reasoned justification to Policy LPC13 (Renewable and Low Carbon Energy Development) refers to national policy on wind energy development (including what is now Footnote 54 of the Framework). But then paragraph 7.27.5 of the Plan contradicts national policy by suggesting that wind energy development may be acceptable in the Borough despite what is said in Footnote 54. **MM032** deletes the relevant section of the paragraph so that the approach aligns with national policy.

### Minerals and waste

342. Policy LPC14 sets out a number of provisions relating to minerals. The policy prioritises the use of secondary and recycled materials, to reduce the need for the production of new primary aggregates and disposal to landfill. This approach is consistent with national policy. Section 1 of the policy refers to ensuring that St Helens provides a steady and adequate supply of minerals to contribute towards regional and national needs. **MM033** amends the policy to add in a reference to 'local' needs. This is necessary to ensure consistency with national policy (paragraph 210 of the Framework).

343. **MM033** deletes the word 'only' from the opening sentence of section 4 of Policy LPC14. This is necessary to ensure that the policy is positively worded and is permissive of proposals for the extraction, storage, processing and/or distribution of minerals that are consistent with policy requirements.

344. A Minerals Safeguarding Area [MSA] is shown on the Proposals Map. Appendix 10 of the Plan shows the extent of each resource, namely shallow coal, clay, and sandstone. The purpose of the MSA is to inform developers of the

presence of these mineral resources. Policy LPC14 ensures that the potential for the sterilisation of mineral resources is considered during the planning process, without being unduly onerous on small scale developments.

345. Policy LPC15 acknowledges the role of the Joint Waste Local Plan in promoting the sustainable management of waste in accordance with the waste hierarchy. The policy is consistent with the National Planning Policy for Waste (2014) and the Joint Waste Local Plan.

### Well-designed places

346. Policy LPD01 (Ensuring Quality Development) has a range of provisions. In terms of criterion 1. a), and having regard to the reasoned justification, it should refer to the importance of local distinctiveness and the role of good design in improving the quality of run-down areas.
347. In terms of criterion 1. b), avoiding causing any 'harm to the amenities of the local area' would be a high bar to pass in some cases. The inclusion of 'unacceptable' would make the policy effective.
348. With regard to criterion 1. c), the Framework refers to a 'high standard of amenity' rather than 'an appropriate standard of amenity'. The policy should be modified so that it is consistent with the Framework. 'Adversely affected' is a high test to pass and 'unacceptably' affected would result in a more effective policy.
349. Criterion 1. g) should make reference to tree-lined streets to accord with paragraph 131 of the Framework.
350. In relation to public art (Criterion h), it is accepted that it can enhance the quality of public spaces. However, the effects of requiring contributions on viability have not been assessed. The policy should be amended to refer to encouragement of public art within appropriate schemes, for example, those that are at a prominent gateway.
351. Finally, it is assumed that for criterion i), Policy LPC01 provides the specific requirements for the needs of special groups and would be usefully cross referenced. Collectively these changes to Policy LPD01 would be achieved by **MM034** and are necessary so that the Plan is effective and consistent with national policy.
352. Policy LPD02 (Design and Layout of New Housing) includes criteria relating to heritage assets and natural habitats (6. and 7.). However, the way that the criteria are written is not entirely consistent with the provisions of Policies



LPC06, LPC08, LPC09, LPC10 and LPC11. In this respect the criteria should simply cross-reference with these policies so that the Plan is effective. Section 3 of the policy should refer to tree-lined streets. **MM035** is necessary so that the Plan is effective and consistent with national policy.

353. Policy LPD04 (Householder Developments), in referring to extensions, sets a high bar in requiring them to have 'no adverse impact' on neighbouring occupiers. The policy also refers to harm to the free flow of traffic. Free flowing traffic is not always desirable, particularly on residential streets. **MM037** inserts 'no significant impact' and deletes 'free flow of traffic' to ensure that the policy is positively prepared.

## Communications

354. Policy LPD07 (Digital Communications) supports the provision of digital communication networks within developments. However, the policy also suggests that contributions may be sought for off-site fast broadband infrastructure. However, the viability assessment does not address off-site digital infrastructure. **MM038** deletes reference to off-site infrastructure and is required so that the policy is justified.

## Healthy communities

355. Policy LPD10 (Food and Drink) proposes, amongst other things, an exclusion zone of 400m for hot food takeaways around primary schools, secondary schools and sixth form colleges. The justification for these restrictions is that the number of primary school children in St Helens classed as overweight is significantly more than the national average. High levels of obesity continue into teenage and adult life in St Helens. There are strong linkages between obesity, health, and deprivation indicators.
356. Although some hot food takeaways may sell healthy meals, many contain a high calorie count and significant proportions of fat, saturated fat, sugar, and salt. NHS guidance refers to obesity being related to, in part, poor diet. It is difficult to prove a direct causal link between the number of takeaways and child obesity, but analysis shows sufficient correlation. The Framework refers to planning policies supporting healthy lifestyles by, for example, enabling access to healthier foods. Reducing access to hot food takeaways is one component of an overall approach that can help to combat poor health, and childhood obesity in particular. But it is an important one. Sections 3 and 4 of Policy LPD10 are justified.
357. The changes to the Use Classes Order with the creation of the new Class E and the consequent classification of hot food takeaways as sui generis have an

impact on the effectiveness of Policy LPD10. **MM040** is, therefore, required to update the policy with references to Class E and sui generis uses.

## Conclusion

358. We conclude that, subject to the MMs proposed, other policies of the Plan not dealt with elsewhere are positively prepared, justified, effective, consistent with national policy and clear to the decision-maker.

## Issue 9 – Whether necessary infrastructure is likely to be delivered alongside development

359. The IDP sets out what new or improved infrastructure will be required to deliver the growth identified in the Plan. It aims to identify the cost, delivery agents, funding sources, timescale, and level of priority. The preparation of the document was informed by a range of stakeholders and key service providers.

360. Due to the nature of infrastructure provision, the IDP is intended to be a living document. It has evolved alongside the Plan and has been informed by the infrastructure requirements for the allocated sites. It will be monitored by the Annual Monitoring Report and the Council's intention is to update it as appropriate.

361. Policy LPA08 sets out how new development will be supported by infrastructure and delivery funding. The approach that will be taken to developer contributions is also explained. However, the policy goes beyond the legal and policy tests for planning obligations by referring to 'the needs of the wider area'. **MM013** would remove this part of LPA08 so that it is consistent with national policy.

362. Reference is made to how economic viability will be considered including any site-specific appraisal when deciding on the extent and level of any developer contribution. A hierarchy for different types of developer contributions is also listed to aid decision makers in prioritising funding for different types of infrastructure.

363. Whilst the policy seeks to take a flexible approach in taking account of viability where this can be shown to be an issue, the EVA Update Note acknowledges particular viability issues for both brownfield and greenfield typologies in Zone 1. This is where all Plan policy requirements have been taken into account and where the affordable housing requirement has been set at 0%. **MM013** adds additional wording to Part 5 of Policy LPA08 to acknowledge the lack of viability in Zone 1 and that a more pragmatic approach will be taken when negotiating developer contributions. This will ensure that the policy is effective and positively prepared.

364. The reasoned justification accompanying Policy LPA08 refers to Appendix 2 which defines the term 'infrastructure' for the purposes of the policy through a list. The list includes categories that are not infrastructure and therefore would not be expected to be supported by developer contributions as required by the policy. **MM042** and **MM013** delete Appendix 2, and references to it, as it is not justified.
365. Subject to the MMs proposed, Policy LPA08 will provide the necessary support for the delivery of essential new or improved infrastructure.
366. Policy LPA07 sets out how the strategic priorities for the transport network will be achieved and the criteria to be assessed in considering the impact of development on the network. **MM012** amends Policy LPA07 1 (a) by adding a reference to rail improvements. This will make it clear that rail forms part of the infrastructure necessary to achieve the Council's strategic priorities, for example, the new station at Carr Mill and Parkside SRFI. This MM will ensure that the policy is effective and consistent with national policy which seeks to promote sustainable transport.
367. Other changes are required to Policy LPA07 relating to travel plans, access to the strategic road network, and funding for the Government's Major Road Network, so that the policy will be effective (**MM012**).
368. We have referred to the SOCG between NH and the Council in the DtC section of our report. This confirms that the main motorway junctions likely to be impacted by the site allocations are Junctions 7, 8 and 9 of the M62 and Junctions 22, 23 and 24 of the M6. The evidence base demonstrates that impacts on most of these junctions can be addressed via the policies in the Plan and small-scale mitigation measures at sensitive junctions on the local network. The exception being the need for three larger scale interventions - Parkside Link Road, M62 J7 improvements and M6 J23 improvements. The Transport Impact Assessment also recommends further modelling for J8 of the M62 in relation to the combined effect of growth planned within Warrington Borough.
369. The Parkside Link Road has been discussed under Issue 3 of the report in the sections covering the Parkside employment allocations (7EA and 8EA). The scheme is necessary to mitigate the effects of the allocations on J22 of the M6 and the local road network and, as discussed in Issue 3, the evidence shows that this scheme has planning permissions, is deliverable and is fully funded. Improvements required at J22 itself have been identified by NH. The Council, NH and Wigan are working together to identify funding for these improvement works.
370. Impacts on J23 of the M6 have been identified in relation to a number of site allocations, notably 4EA, 5EA, 6EA, 1HA and 2HA. Junction improvements are

currently not identified as a priority or pipeline scheme in NH's RIS2. The improvement works needed at J23 are discussed in detail in Issue 3 in relation to safeguarded site 2ES. In summary, there is currently no agreed design option for the scheme, no funding has been identified and further work is needed on the business case for the scheme. NH and St Helens, along with other partners, intend to convene a working party to resolve these issues.

371. Impacts on J8 of the M62 have been identified in relation to 1EA and 4HA. Growth around the Warrington area will also be likely to have an impact. Improvement works at this junction have not been identified by NH in their RIS2 as either a potential or pipeline scheme. A preferred option for the works has been identified and a source of potential funding identified (LCR's Single Infrastructure Fund). Impacts on J8 will be assessed by NH, St Helens and Warrington as development comes forward.
372. Potential impacts on J7 of the M62 have been identified in relation to a number of site allocations, notably 4HA, 5HA, 9HA and 1EA. Growth around the Widnes and Warrington areas will also be likely to have an impact. However, assessments undertaken show that these impacts will not arise until towards the end of the Plan period (from 2035 onwards). It is therefore reasonable that St Helens, Halton, and Warrington Councils have agreed to work together on this issue, along with NH, to address any cumulative impacts arising.
373. A number of consequential factual changes have been made to the IDP to reflect the wording of the SOCG, for example the identification of lead delivery partners and sources of funding.
374. The IDP identifies the steps that the Council will take where the number of existing school places are shown not to be sufficient to accommodate additional places arising from new developments. The primary mechanism will be through developer contributions, normally via planning obligations.
375. The Bold Forest Garden Suburb (Site 4HA) may be required to provide a new primary school. The Council has undertaken to discuss the potential for this with developers as part of any planning application on the site. **MM018**, which introduces the bespoke policy for Site 4HA, includes reference to the possible need for a new primary school.

## Conclusion

376. We conclude that, subject to the MMs proposed, necessary infrastructure is likely to be delivered alongside development.

## Issue 10 – Whether the monitoring and implementation provisions of the Plan will be effective

377. The Plan includes a Monitoring Framework at Appendix 4. One of the indicators against Policy LPA05 is the five-year housing land supply. The trigger for action is having below a five-year supply and the potential for action is considering an early update of the Plan. However, there are other measures that the Council could take, other than an early update of the Plan, if supply falls below 5 years, including the type of measures that would be included in an action plan. An early update of the Plan would be a potential action where there is a longer-term underperformance against the five-year supply or if housing land supply falls significantly below the required level.
378. As indicated earlier in the report under Issue 5, **MM009** would introduce a link in Policy LPA05 between the housing delivery test in national policy and the need for actions, including an update of the Plan, if housing supply falls significantly below the required level. This MM, together with the changes to the Monitoring Framework referred to here, would, when considered in the round, provide the necessary triggers to tackle issues with 5 year supply.
379. In terms of Policy LPA06, the trigger for action is that 10% of safeguarded land has planning permission for built development. However, any loss of safeguarded land to development would indicate that the Plan requires updating as would the failure to deliver sufficient housing or employment land.
380. There are a number of other policies where the Monitoring Framework does not set targets, a trigger for action, or a potential action. Measurable targets, triggers and actions are required. The Monitoring Framework also needs to take into account policies that have been deleted, added, or significantly amended by other MMs.
381. Having regard to the above, a revised Monitoring Framework is proposed through **MM043** so that the Plan is effective. Following the MM consultation we have made some further changes to the Monitoring Framework for effectiveness, specifically in relation to 5 year supply, safeguarded land, Parkside East, the use of the words 'review' and 'update', bungalows and ensuring all policies have relevant indicators.
382. The intention is to review existing, and progress some new, supplementary planning documents to add further detail to the policies in the Plan and support its implementation. However, the Plan does not make clear the intentions. **MM004** would ensure an effective Plan in this respect.
383. Paragraph 33 of the Framework requires that Plans are reviewed to assess whether they need updating at least once every five years. However, the Plan

interprets review as meaning update which lacks clarity. **MM002** would ensure that the correct terminology is used so that the Plan is effective and consistent with national policy.

## Conclusion

384. We conclude that, subject to the MMs proposed, the monitoring and implementation provisions of the Plan will be effective.

## Overall Conclusion and Recommendation

385. The Plan has a number of deficiencies in respect of soundness for the reasons set out above, which mean that we recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the 2004 Act. These deficiencies have been explained in the main issues set out above.

386. The Council has requested that we recommend MMs to make the Plan sound and capable of adoption. We conclude that the duty to cooperate has been met and that with the recommended main modifications set out in the Appendix, the St Helens Borough Local Plan satisfies the requirements referred to in Section 20(5)(a) of the 2004 Act and is sound.

*Mark Dakeyne and Victoria Lucas*

## INSPECTORS

This report is accompanied by an Appendix containing the Main Modifications.

# **APPENDIX TO INSPECTORS' REPORT**

## **ST HELENS BOROUGH LOCAL PLAN SUBMISSION DRAFT**

### **SCHEDULE OF PROPOSED MAIN MODIFICATIONS**

**May 2022**

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## Proposed Main Modifications to the Local Plan Submission Draft

The Main Modifications below are expressed either in the form of ~~strikethrough~~ for deletions and **underlined and bold** for additions of text, or by specifying the modification in words.

When reading the Main Modifications below, please note that the original Local Plan Submission Draft (2019) policy numbers have been retained for ease of use. These will be updated, along with all necessary policy number references throughout the document, in the final version of the Local Plan, to reflect the omission and addition of policies as a result of Main Modifications.

The Main Modifications are set out below and include 11 separate Annexes.

The Policies Map is not a development plan document and so the Inspectors do not have the power to recommend main modifications to it. However, a number of the published Main Modifications to the Plan's policies require further corresponding changes to be made to the Policies Map. In addition, there are some instances where the geographic illustration of policies on the submission Policies Map is not justified and changes to the Policies Map are needed to ensure that the relevant policies are effective. Therefore, whilst changes to the Policies Map do not comprise Main Modifications and are not included in this schedule, the Council will make changes to the Policies Map at the same time as Main Modifications are made.

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<b>Mod Ref No.</b>	<b>Page number</b>	<b>Current policy/ paragraph</b>	<b>Change</b> (deleted text in <del>strikethrough</del> ; new text <b><u>underlined and bold</u></b> ; changes to diagrams, tables, etc. described in <i>italic</i> text).
MM001	0	<b>Front Cover and references to 2035 throughout Plan</b>	<p>"St Helens Borough Local Plan 2020-203<del>5</del>"</p> <p><i>Change all references to 2035 throughout the Plan to 2037 to reflect the extended Plan period and update any associated requirement figures and supply information (including for employment and housing), where necessary.</i></p>

MM002	4	<b>Introduction</b> Paragraph 1.9.1	<p>“1.9.1. In accordance with national planning legislation, the Local Plan will be subject to regular monitoring and will be reviewed <b><u>at least once every</u></b> <del>no more than</del> 5 years after its date of adoption <b><u>to assess whether it needs updating, and action taken to update the Plan if considered necessary.</u></b></p> <p>This will ensure that planning policies in St Helens Borough remain responsive to the development needs of the Borough.”</p>
MM003	10	<b>Context - Heritage Assets</b> Paragraph 2.9.2	<p>“2.9.2 Despite the urban character of much of the St Helens Borough, over half of its area is rural or semi-rural in nature, and 7% of it constitutes open green spaces within the urban areas. The Borough benefits from an extensive network of open countryside and green spaces, much of which is accessible to local residents providing opportunities for formal and informal recreation, and improved health and quality of life. Certain spaces provide valuable nature conservation habitats, including, for example, 120 designated Local Wildlife Sites. Open spaces also play a role in helping to manage flood risk, including in the Sankey Catchment that covers much of the Borough. <b><u>In addition, open spaces provide opportunities to mitigate and adapt to the impacts of climate change. Therefore, this plan will support the Council’s Climate Change Emergency declaration.</u></b>”</p>
MM004	15	<b>3.3 Ensuring delivery of the aims and objectives</b>	<p><i>Insert new paragraphs 3.3.2 and 3.3.3 as follows:</i></p> <p><b><u>3.3.2 The plan proposes to review the following Supplementary Planning Documents (SPDs) that are used by the Council:</u></b></p> <ul style="list-style-type: none"> <li>• <b><u>Ensuring a Choice of Travel</u></b></li> <li>• <b><u>Hot Food Takeaways</u></b></li> <li>• <b><u>Affordable Housing</u></b></li> <li>• <b><u>New Residential Development</u></b></li> <li>• <b><u>Householder Development</u></b></li> <li>• <b><u>Telecommunications</u></b></li> <li>• <b><u>Nature Conservation</u></b></li> </ul>

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			<p><b><u>3.3.3 This Plan also proposes to produce new Supplementary Planning Documents to support the implementation of policies:</u></b></p> <ul style="list-style-type: none"> <li>• <b><u>Developer Contributions</u></b></li> <li>• <b><u>Open space provision and enhancement</u></b></li> <li>• <b><u>Houses in Multiple Occupation (HMOs)</u></b></li> </ul>
MM005	16	<b>LPA01</b>	<p><i>Entire 'Policy LPA01: Presumption in Favour of Sustainable Development' to be deleted along with accompanying Reasoned Justification (and associated re-numbering of subsequent policies in the Plan)</i></p>
MM006	17	<b>LPA02</b>	<p>3. The re-use of <b><u>suitable</u></b> previously developed land in Key Settlements will remain a key priority. A substantial proportion of new housing throughout the Plan period will be on such sites. This will be encouraged <b><u>through the use of Policies LPA08 and LPC02 to support the delivery of sites, particularly those on Previously Developed Land, by, for example,</u></b> setting lower thresholds for developer contributions on previously developed sites to reflect the higher costs and lower sales values typically associated with redeveloping such sites, <b><u>where appropriate.</u></b></p> <p><i>Addition of new section 4 into policy:</i></p> <p><b><u>4. Comprehensive regeneration of the wider Borough will be delivered by the English Cities Fund Regeneration Partnership, through the provision of quality housing, new commercial activity, upgraded infrastructure and the overall improvement of the social and economic viability of the Borough on a phased basis.</u></b></p>
	17		
	17-18		<p><i>Re-number existing criteria 4-10 to 5-11.</i></p>

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17		<p>“4. <b>5.</b> This Plan releases land from the Green Belt to enable the needs for housing and employment development to be met in full over the Plan period <del>from 1 April 2020 until</del> <b>up to</b> 31 March 203<b>7</b><del>5</del>, in the most sustainable locations. Other land is removed from the Green Belt and safeguarded to allow for longer term housing and / or employment needs to be met after 31 March 203<b>7</b><del>5</del>. Such Safeguarded Land is not allocated for development in the Plan period and planning permission for permanent development should only be granted following <b>an update</b> <del>full review</del> of this Plan. Within the remaining areas of Green Belt (shown on the Policies Map) new development shall be regarded as inappropriate unless it falls within one of the exceptions set out in the National Planning Policy Framework (or any successor document). Inappropriate development in the Green Belt shall not be approved except in very special circumstances. <b><u>Delivery of compensatory improvement measures within areas remaining in the Green Belt will be required following any release of Green Belt land for development purposes. Details of such improvements will be considered during the development management process and assessed on an individual application basis.</u></b>”</p>
18		<p>“<b>6</b><del>7</del>. Parkside West and Parkside East form transformational employment opportunity sites that will make a major contribution to the economic development of St. Helens Borough and beyond. Development that prejudices their development in accordance with Policies LPA04, <del>and</del> LPA10 <b>and LPA12</b> will not be allowed.”</p>
22	Key Settlements Plan	Figure 4.1 (Key Settlements Plan) updated to reflect MMs to allocations and safeguarded land.
22	Reasoned Justification	“4.6.9 .... This will ensure that the changes to the Green Belt endure well beyond 203 <b>7</b> <del>5</del> , avoiding the need for another Green Belt review for a

substantial period, and giving a clear indication of the potential location of future development and associated infrastructure needs.

**4.6.10 The Council's SHLAA indicates that there is capacity for substantial housing development on urban sites. However it also established that Green Belt release would be required to help meet identified housing needs over the Plan period. Likewise, there is a significant shortfall in the urban supply of employment land against the identified needs.**

**4.6.11 In view of the NPPF advice that local authorities work jointly with neighbouring authorities to meet any development requirements that cannot be met within their own boundaries, it should be noted that whilst St Helens shares a housing market area with Halton and Warrington, both have identified shortages of urban land supply for housing. St Helens Borough shares a functional economic market area with Halton, Knowsley, Liverpool, Sefton, West Lancashire, and Wirral, none of which have identified spare capacity for employment development which could help meet the needs of St Helens. Such is the shortage of employment and housing development land in the surrounding areas as a whole that several authorities (Knowsley, Sefton, and West Lancashire Councils) have successfully undertaken local Green Belt Reviews to meet their own needs, with further authorities also undertaking them (collectively covering the whole of Greater Manchester, Halton, Warrington, and Wirral). None of these reviews have identified surplus capacity to help meet development needs arising in St Helens.**

**4.6.12 In addition, there are other reasons why it is not desirable for housing or employment development needs arising in St Helens to be met in other authorities. If a neighbouring authority were able to meet such needs, this would (due to the shortage of urban land supply identified in those areas) be through the release of Green Belt, i.e. the prospective loss of Green Belt in St. Helens would simply be replaced by a similar loss of Green Belt elsewhere. This would also lead to a risk**

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23	Reasoned Justification Paragraph 4.6.11	<p><b><u>that residents would need to move out of the Borough, potentially resulting in the loss of economically active residents within local communities. Such an approach would also be unlikely to guarantee delivery of affordable or special housing needs for residents of St Helens. If demand for new employment was required to be met outside the Borough, it would tend to exacerbate net out-commuting. This would prejudice the achievement of sustainable patterns of travel and make it more difficult for residents of St Helens, some of whom are likely to be reliant on public transport to access employment.</u></b></p> <p><b><u>4.6.13 For all of these reasons, there are considered to be exceptional circumstances at the strategic level to justify the release of Green Belt land to meet identified development needs.</u></b></p> <p><i>Renumber subsequent paragraph to account for the new paragraphs</i></p> <p><del>“4.6.10</del> <b><u>4.6.14</u></b> The sites that have been removed from the Green Belt ....”</p>
	Reasoned Justification New Paragraph after current 4.6.15 (to be renumbered to 4.6.19 following on from modifications above)	<p><del>“4.6.14</del> <b><u>4.6.15</u></b> New employment development falling within use classes B1, B2 and B8 <b><u>and for light industrial, offices and research and development uses</u></b> will be primarily ....”</p> <p><del>“4.6.15</del> <b><u>4.6.19 ...</u></b> Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.</p> <p><b><u>4.6.20 In addition, the Council aims to protect and enhance remaining areas of Green Belt by seeking the delivery of compensatory improvement measures. In accordance with paragraph 138 of the NPPF, delivery of compensatory improvement measures will be sought when sites are released from the Green Belt for development as part of this plan. Such measures should enhance the</u></b></p>

environmental quality and accessibility of the remaining Green Belt land, amongst other improvements. Further guidance is provided within the National Planning Practice Guidance (Green Belt Land).

4.6.21 The delivery of compensatory improvements will be supported by a number of policies within this Plan. For example, policies LPA09, LPC05-10 and LPC12 all have an environmental focus, which will support the delivery of Green Belt compensatory measures. Additionally, development management focussed policies, including LPD01-03 and LPD09 will support this.

4.6.22 Beyond the policy framework in this Plan to support the delivery of Green Belt compensatory measures, as well as other development plan documents, such as the Bold Forest Park AAP, the Council will continue to build on project improvements delivered to date. Improvements include those at the strategic level, such as at Bold Forest Park, for example the expansion of tree cover and the delivery of improved recreational facilities. A further strategic level project is the Sankey Valley Corridor Nature Improvement Area (NIA), which is focussed on enhancing the aquatic environment as well as the surrounding natural environment within the catchment, and improvements in environmental management practices. Improvements in this location have included accessibility enhancements, including walking, and cycling infrastructure and new signage, enabling increased access to the Green Belt for residents and visitors. It is expected that further improvements can be delivered at these two strategic projects as part of Green Belt compensatory measures.

4.6.23 There are further sites around the Borough that could be

		<p><u>improved as part of Green Belt compensatory measures including those which form part of the Knowsley and St Helens Mosslands Nature Improvement Area (NIA), comprising three sites in the north of the Borough, near Rainford, one by Parr and one by Newton-le-Willows (see Appendix 9). In addition, there are many Local Wildlife Sites (LWS) in the Borough, which are identified on the Policies Map, and Appendix 8 of this Plan shows that there are several LWS in each ward of the Borough, with many of these wards having LWS in the Green Belt. There are also three Local Nature Reserves located within the Green Belt. Compensatory measures can also occur at non-designated sites within the Green Belt, for example, initiatives related to alleviating the effects of flooding events, such as those implemented previously in the settlement of King’s Moss. Therefore, there are clear opportunities for localised Green Belt compensatory measures to be delivered on such designated and non-designated sites across the entire Borough through the delivery of environmental improvements, in addition to the two identified strategic sites referred to above.”</u></p>
24	Paragraph 4.6.17 (to be renumbered 4.6.25)	<p><del>4.6.17</del> <b>4.6.25</b> ... Open spaces and landscaping, including those provided within development sites also provide opportunities to adapt to climate change by storing flood water, reducing urban heat islands, capturing carbon, and improving air quality, <b>and therefore support the Council’s Climate Change Emergency declaration</b>. Whilst public funding support to create and manage open spaces ...”</p>
24	Paragraph 4.6.18 (to be renumbered 4.6.26)	<p><del>4.6.18</del> <b>4.6.26</b> ... Enhancing linkages between areas of deprivation and employment areas particularly by public transport, walking and cycling is a key priority. <b>Such enhancement of sustainable transport modes further supports the Council’s Climate Change Emergency declaration</b></p>



			<p><b><u>through the promotion of active and low carbon travel opportunities.</u></b> Further details of the Plan’s approach ...”</p>
	24	Paragraph 4.6.19 (to be renumbered 4.6.27)	<p><del>“4.6.19</del> <b><u>4.6.27</u></b> As a priority, the Council will continue to work to support the redevelopment of brownfield sites in the urban area. <del>It is also pursuing opportunities to enhance town centres in the Borough, for example through the creation of the St. Helens Town Centre Strategy. In addition, the Council intends to work pro-actively with partner organisations where necessary to secure the suitable regeneration of other town, district, and local centres and of existing housing and employment areas, particularly in less affluent areas. The Council will prepare Supplementary Planning Documents covering specific areas where this is considered necessary to help implement their regeneration.”</del></p>
	24	Reasoned Justification	<p><i>Insert new paragraphs 4.6.28 to 4.6.30 as follows:</i></p> <p><b><u>“4.6.28 The Council has entered into a formal partnership agreement with the English Cities Fund as the Council’s preferred strategic partner to ensure the delivery of a Borough wide regeneration strategy, including economic regeneration and housing. The Council has recognised that a new approach to growing the economy of the Borough is required that seeks to work pro-actively with the private sector and establish a strategic partnership maximising the opportunities presented to deliver significant future growth in St. Helens and deliver key priorities including Town Centre regeneration, social wellbeing and providing appropriate infrastructure to support future development.</u></b></p> <p><b><u>4.6.29 Furthermore, as part of the ‘Town Deal’ initiative established by the Government in 2019, the Council has successfully secured significant investment of up to £25 million. This funding will be used to help increase economic growth with a focus on land use and</u></b></p>

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	25	Key Diagram	<p><b><u>regeneration, improved connectivity (both transport and better broadband connectivity), skills and employment, and heritage, arts, and culture for St. Helens Town Centre.</u></b></p> <p><b><u>4.6.30 The Council will prepare Supplementary Planning Documents covering specific areas to help implement regeneration where this is considered necessary.</u></b></p> <p>Figure 4.2 (Key Diagram) updated to reflect MMs to allocations and safeguarded land.</p>
MM007	29	<b>LPA04</b> Section 1	<p>“c) ensure the necessary infrastructure is provided to support business needs (see <b><u>Policy LPA-08</u></b>); and</p> <p>d) support the creation of and expansion of small businesses; <b><u>and</u></b></p> <p><b><u>e) support businesses and organisations in the economic recovery and renewal from the COVID-19 pandemic.</u></b>”</p>
	29	Section 2	<p>“2. The Council will aim to deliver a minimum of 245.4 <b><u>173.24</u></b> hectares of land for employment development between 1 April 20<b><u>21</u></b> and 31 March 20<b><u>25</u></b> to meet the needs of St Helens Borough.”</p>
	29	Section 5 a)	<p>“a) the land or building (or any part of it) is no longer suitable and economically viable for <b><u>light industrial, offices and research and development</u></b> B4, B2 or B8 uses in accordance with the ...”</p>
	30	Section 6	<p>“Proposals for the re-use, re-configuration or re-development for B4 <b><u>light industrial, offices and research and development</u></b>, B2 or B8 uses of land or buildings used for B4 <b><u>light industrial, offices and research and development</u></b>, B2 or B8 uses (including where ...”</p>

	New section 7 of policy	<p><b><u>“7. Proposals for Class E uses in locations outside a defined centre will be subject to a condition to prohibit town centre uses (as defined in the glossary of the NPPF) unless the requirements of Policy LPC04 are satisfied.”</u></b></p> <p><del>78.</del> The Council will support proposals to ...”</p> <p><i>Subsequent criteria will be renumbered accordingly.</i></p>
31	Table 4.1	<p><i>Remove sites 2EA, 3EA, 10EA and 11EA.</i></p> <p><i>Table 4.1 to be updated to reflect this. See Annex 8.</i></p>
31	Table 4.1 ‘Appropriate Use(s)’ column For allocation 9EA	<p>For this site, appropriate uses will read: <b><u>“light industrial, offices and research and development, B2, B8”</u></b></p>
31	Footnote 15	<p><del>“15 Sites 2EA and 6EA are subject to existing planning permissions for employment development.”</del></p>
31	Footnote 16	<p><del>“16 The phrases B4, B2 and B8 in Policy LPA04 refer to use classes in the Town and Country Planning (Use Classes) Order 1987 (as amended).”</del></p>
32	New Paragraphs 4.12.2 and 4.12.3 in the Reasoned Justification	<p><b><u>“4.12.2 The Local Plan’s vision still stands true as we plan for recovery from the COVID-19 pandemic: By 2037, St Helens Borough will provide through the balanced regeneration and sustainable growth of its built-up areas, a range of attractive, healthy, safe, inclusive and accessible places in which to live, work, visit and invest. Key to this is a continued focus on the economy, so that St. Helens residents are able to access good quality jobs that raise their living standards, whilst also improving physical and mental health.”</u></b></p>

		<p><b><u>4.12.3 It is anticipated that the English Cities Fund Regeneration Partnership and the Council’s successful Town Deal funding bid will also assist in the post COVID-19 economic recovery.</u></b></p> <p>“4.12.<del>42</del> The provision of new well-located ...”</p> <p><i>Subsequent re-numbering of Reasoned Justification paragraphs required.</i></p>
32	Reasoned Justification Paragraph 4.12.2 (to be renumbered 4.12.4)	<p>“4.12.<del>42</del> .... development needs within the B1 (<del>business</del>) <b>light industrial, offices and research and development uses</b>, B2 (general industrial) and B8 (storage and distribution) use classes during the Plan period ...”</p>
33	Table 4.2 ‘Employment Type’ Column	<p>“B1 (a) Office”</p> <p>“B1 (b) Research and <del>d</del><b>Development</b>”</p> <p>“B1 (c) Light Industry”</p>
33	Reasoned Justification Paragraph 4.12.7 (to be renumbered 4.12.9)	<p>“4.12.<del>97</del> Based on the <del>OAN identified in the</del> ELNS Addendum Report up to 2037, the OAN requirement for 2012-203<del>7</del><b>5</b> has been calculated as a minimum of <del>227.4</del> <b>239ha</b> as shown in Table 4.3. This figure has been calculated by projecting forward the historic 5.8ha per annum growth scenario for the 1997-2012 period (referred to in the ELNS Addendum Report) from the base date of 2012 to the end date of the Plan (203<del>7</del><b>5</b>), and then adding a 5 year buffer to the baseline OAN (to ensure adequate choice and flexibility) and the recommended allowance for SuperPort and Parkside SRFI of 65ha from the ELNS Addendum Report.”</p>

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Table 4.3

Update Table 4.3 in the Plan as follows:

**Table 4.3 Objectively Assessed Need for new employment land 2012-2037~~5~~**

Local Plan Objectively Assessed Needs Requirement 2012-2037 <del>5</del>	Hectares
Baseline OAN 2012 to 2037 <del>5</del> (based on ELNS Period 1997-2012, 5.8ha per annum growth scenario)	433.4 <del>145</del>
5 year Flexibility Buffer	29
Allowance for SuperPort and Parkside SRFI	65
<b>Total</b>	<b><del>227.4</del> 239</b>

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Reasoned Justification Paragraph 4.12.8 (to be renumbered 4.12.10)

“... allowing for take-up of employment land since 2012 against the OAN (~~227.4~~ **239**ha) and the existing supply of developable employment land in the Borough as shown in Table 4.4. Once an allowance of ~~2.7~~ **60.77**ha for take up and ~~9.34~~ **4.99**ha for the existing developable employment land supply in the Borough has been applied the residual requirement is ~~215.4~~ **173.24**ha.”

34	Table 4.4	<i>Replace Table 4.4 in the LPSD with an updated version to show the latest position, as provided in Annex 5. Add a row to end of the table to show the supply from the remaining site allocations.</i>
34	Reasoned Justification Paragraph 4.12.9 (to be renumbered 4.12.11)	“4.12. <del>11</del> <b>19</b> The above residual requirement figure includes no allowance for replacing employment land lost to other uses between 2012 and 203 <del>7</del> <b>5</b> . This ...”
34	Reasoned Justification Paragraph 4.12.11	“ 4.12. <del>11</del> <b>13</b> ... The draft SHELMA also assesses the need for <b>B4light industrial, offices and research and development</b> , B2 and for smaller scale B8 development (of less than 9,000m <sup>2</sup> ). Unlike those ...”
34	Reasoned Justification Para 4.12.12	“4.12. <del>12</del> <b>14</b> ... Whilst the residual employment land needs in the Borough identified in Table 4.4 (totalling <del>245.4</del> <b>173.24</b> ha) cover a different time period to the SHELMA they will be sufficient to both meet the Borough’s needs for <b>B4light industrial, offices and research and development</b> , B2 and small scale B8 uses and a substantial ...”
35	Reasoned Justification Paragraph 4.12.14 (to be renumbered 4.12.16)	“4.12. <del>14</del> <b>16</b> The total supply of allocated employment sites will (at <del>234.08</del> <b>182.31</b> ha – excluding site 1EA) slightly exceed the residual employment land requirement identified in Table 4.4. ...”

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<p>35</p>	<p>Reasoned Justification – new paragraph after 4.12.13 (to be renumbered 4.12.15)</p>	<p><b><u>“4.12.16 To ensure the development of the proposed employment allocations for the identified employment uses, the Council will require any applications for alternative uses to demonstrate that the site has been marketed for employment use on the open market for a minimum period of 18 months. Only after this period, and subject to no interest being received for the identified employment uses, will an application for an alternative use be considered further. This applies to site allocations within the Plan, as well as those sites contributing to meeting identified employment needs over the Plan Period, including but not limited to land at Florida Farm North, Land north of Penny Lane, Land at Lea Green Farm West and Gerards Park, College Street.”</u></b></p> <p><i>Subsequent paragraphs to be re-numbered accordingly.</i></p>
	<p>Reasoned Justification, Paragraph 4.12.17 (to be renumbered 4.12.20)</p>	<p><b><u>“4.12.17<del>20</del> Alternative uses may also be appropriate where there is no current or likely future market demand for employment uses on the site and / or its reuse for such purposes would not be viable currently or in the long term. The Local Economy Supplementary Planning Document (2013) outlines the evidence applicants will be required to provide in relation to the marketing and viability of employment sites before their loss for other uses can be supported. <b>This outlines the requirement for existing employment sites to carry out a minimum of 12 months marketing for employment uses in order to identify that the site is not viable in the long-term.</b>”</u></b></p>
	<p>Reasoned Justification, new paragraph after the end of existing para 4.12.18 (to be renumbered 4.12.21)</p>	<p><i>Following on from end of the Reasoned Justification para 4.12.18 (to be renumbered 4.12.21), add the following text as a continuation ...</i></p> <p><b><u>“Green Belt Exceptional circumstances</u></b></p>

**4.12.22 The following paragraphs articulate the exceptional circumstances justifying the removal of land from the Green Belt on a site by site basis. This builds on the exceptional circumstances strategic case as set out in the Reasoned Justification to Policy LPA02, and the following should be read in that context.**

**1EA – Omega South Western Extension, Land north of Finches Plantation, Bold**

**4.12.23 The Green Belt Review (2018) found the sub-parcel reflecting this site to make a ‘medium’ contribution to the Green Belt purposes as whilst the site contains no inappropriate development and has open views across it, it is bordered by large scale built development at Omega South and the M62, and therefore only has a moderate countryside character. The Review also found the site to have ‘medium’ development potential.**

**4.12.24 The site is adjacent to the Borough’s boundary with Warrington Borough, and its development would form a natural extension of the adjacent Omega employment site. This is particularly important in relation to the exceptional circumstances in the context of this site being allocated to help meet Warrington’s employment needs.**

**4.12.25 The site is within 1km of an area within the 20% most deprived population in the UK, so its development for employment uses would help to reduce poverty and social exclusion. Further, the development of this site, provides the opportunity to improve sustainable transport links between St Helens and this site, as well as the wider Omega employment site, improving access to jobs in this location for residents of St Helens.**

**4EA – Land south of Penny Lane, Haydock**

**4.12.26 This site forms a relatively small part of a larger parcel of land that the Green Belt Review (2018) found to make a ‘medium’ contribution**



to the purposes of the Green Belt, with ‘good’ development potential. It should be noted that the parcel of land assessed in the Green Belt Review included the land to both the north and south of Penny Lane. In this context, a significant part of the assessed Green Belt parcel (11.05ha) has an extant planning permission for employment development, of which the majority has now been developed. This is the land to the north of Penny Lane. The site forms a natural extension to the Haydock Industrial Estate. Indeed, given the development of land to the north of Penny Lane, this site is now surrounded by built development of the Haydock Industrial Estate to the north, east and south, and the M6 to the west. The site is also located in close proximity to an area that falls within the 20% most deprived population in the UK. Therefore, its development for employment use would help to reduce poverty and social exclusion. The development would also reduce the need to travel by making best use of existing transport infrastructure due to its location close to a high frequency bus service.

**5EA – Land to the West of Haydock Industrial Estate, Haydock**

**4.12.27 The Green Belt Review (2018) found the sub-parcel of land reflecting this site to make a ‘medium’ contribution to the Green Belt purposes. The site adjoins the large built up area of Haydock but is relatively well contained and strategic gaps between Haydock and elsewhere could still be maintained following the release of this site from the Green Belt. The Review also found the site to have ‘good’ development potential. The removal of this site from the Green Belt in conjunction with site 6EA, and the now developed employment land at Florida Farm North presents the opportunity to provide a stronger, more robust boundary in this location. The site is located within 1km of an area falling within the 20% most deprived population in the UK. Its development for employment use would help reduce poverty and social exclusion and help reduce the need to travel through making best use of**

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existing transport infrastructure due to its location close to a high frequency bus service.

6EA – Land West of Millfield Lane, south of Liverpool Road and north of Clipsley Brook, Haydock

4.12.28 The Green Belt Review (2018) found the sub-parcel of land reflecting this site to make a ‘medium’ contribution to the Green Belt purposes. At the time the Green Belt Review was undertaken, this site did not adjoin a large built-up area, but was considered in part to prevent ribbon development along Liverpool Road. Since that time, employment development at Florida Farm North has taken place adjacent the southern boundary of the site. This site would form a natural extension to the Haydock Industrial Estate, and its development would provide a stronger, more robust Green Belt boundary. The site is located within 1km of an area falling within the 20% most deprived population in the UK. Its development for employment use would help reduce poverty and social exclusion

7EA – Parkside East, Newton-le-Willows

4.12.29 The Green Belt Review (2018) found this site to make a ‘high+’ contribution to the Green Belt purposes due to its significant size, lack of enclosure to the east and strong countryside character with little inappropriate development. On this basis, the site would not ordinarily have progressed to further assessment. However, the Review acknowledged that the site forms part of the wider Parkside site, straddling the M6, for which there has been a long history of developer interest, including a planning application for a Strategic Rail Freight Interchange (SRFI), the area being highlighted as a potential location for an inter-modal freight terminal in the previous North West RSS and the Core Strategy (2012) identifying the site as a strategic location for a SRFI. Furthermore, the evidence in the Parkside Logistics and Rail Freight Interchange Study (August 2016) found the site to be of regional

and national significance in relation to regional and national policy, market demand and the need to deliver new and improved SRFIs, with the site's opportunity for rail access to be second to none in the North West.

4.12.30 This site has excellent locational advantages in relation to the delivery of an SRFI and major warehousing and industrial development, including accessibility by rail with north-south and east-west routes immediately adjacent, as well as proximity to the M6, Junction 22. The evidence also indicates that the site is of a sufficiently large scale and layout to provide the necessary operational requirements of a SRFI. The development of a SRFI on this site would support the Government's policy to move freight from road to rail.

4.12.31 Therefore, whilst development of this site could have a high impact on the Green Belt, there are exceptional circumstances justifying its release from the Green Belt for development as a SRFI (as well as other forms of B2 and B8 employment use, in principle, provided it is rail served or is of a layout and scale that does not prejudice the ability to develop an effectively laid out SRFI on at least 60ha of the site), and the site is considered to have 'good' development potential. Additionally, Parkside has been included as one of three Tax Sites as part of the Liverpool City Region Freeport. Also, as part of the Secretary of State planning approvals made in respect of the Parkside Link Road in 2021, the Secretary of State acknowledged that development at Parkside will deliver significant economic, regeneration and sustainability benefits.

8EA – Parkside West, Newton-le-Willows

4.12.32 The Green Belt Review (2018) found the parcel of land reflecting this site boundary to make a 'medium' overall contribution to the Green Belt purposes, influenced by the relatively high degree of enclosure, brownfield status of part of the site (former colliery and associated uses) and because it does not have a strong sense of openness or countryside

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			<p><b><u>character. It also found the site to have ‘good’ development potential. It’s scale and location, particularly in relation to the transport network, makes it ideal for employment uses to meet the identified employment needs. It will also support the delivery of the SRFI on Parkside East (site 7EA).</u></b></p> <p><b><u>4.12.33 The site is located within 1km of an area within the 20% most deprived population in the UK, so not only will development of the site bring wider economic benefits, but it will also help to reduce poverty and social exclusion, and due to its public transport links, would help to reduce the need to travel by car.</u></b></p> <p><b><u>4.12.34 The relevance of paragraph 138 of the NPPF should also be noted given the importance of giving “first consideration to land which has been previously developed and / or is well-served by public transport” when a conclusion has been reached that it is necessary to release Green Belt land for development. The exceptional circumstances for removing land from the Green Belt to meet identified development needs is set out in the Reasoned Justification to Policy LPA02 and given the brownfield nature of much of this site, and for the other reasons set out, there are exceptional circumstances justifying the removal of this site from the Green Belt.”</u></b></p>
MM008	37	LPA04.1 Section 1	<ul style="list-style-type: none"> <li>• “1EA: Omega South Western, Land north of Finches Plantation, Bold;</li> <li>• 2EA: Land at Florida Florida Farm North, Slag Lane, Haydock<sup>22</sup></li> <li>• 6EA: Land west of ...”</li> </ul> <p><i>Delete footnote 22</i></p>

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	38	Section 5	“5. The masterplans for each Strategic Employment Site, and any planning application for development within any other allocated employment site, must address the site specific requirements set out in Appendix 5 (in the case of sites 1EA, <del>and 6EA, 2EA and 8EA</del> ) and Policies <del>esy</del> LPA10 <b>and LPA12</b> (in the case of sites <del>7EA and 8EA</del> ).”
MM009	40	<b>LPA05</b> Section 1	“1. In the period from 1 April 2016 to 31 March 2037 <del>5</del> a minimum of <del>9,234</del> <b>10,206</b> net additional dwellings should be provided in the Borough of St. Helens, at an average of at least 486 dwellings per annum.”
MM009	40	Section 3	“a) at least 40 dwellings per hectare (dph) on sites that are within or adjacent to St. Helens or Earlestown Town Centres; <b>and</b> b) at least 30 dph on <b>all</b> sites <b>outside St. Helens and Earlestown town centres</b> . <del>that are within or adjacent to a district or local centre or in other locations that are well served by frequent bus or train services; and</del> c) <del>at least 30 dph on other sites that are within an existing urban area.</del> Densities of less than 30 dph will only be appropriate where they are necessary to achieve a clear planning objective, <del>such as avoiding harm to the character or appearance of the area.</del> ”
		Section 4b)	“b) ... If annual monitoring demonstrates the deliverable housing land supply falls significantly below the required level, <b>taking into account the requirements in relation to housing delivery set out in national policy</b> , a partial or full plan <del>review</del> <b>update</b> will be considered to bring forward additional sites.”
	41	Table 4.5	<i>Updated version of Table 4.5 provided in Annex 7 to replace Table 4.5 in the LPSD, to remove site 3HA as an allocation and update other sites to reflect the latest housing trajectory</i>

41	Footnote 24	<p>“24 The NDA (net developable area) for each site is an estimate of the area available to accommodate new housing once an allowance, typically <del>725%</del>, has been made for features that are not included when calculating density e.g., areas performing a function for the wider area and not just the development, such as significant new landscaping buffers, potential new schools, areas of strategic open space and roads to serve the wider area. <b><u>Therefore, most sites will have a NDA of 75%.</u></b>”</p>
42	Reasoned Justification Paragraph 4.18.1	<p>“4.18.1 ... The requirement of <del>9,234</del> <b><u>10,206 in total over the Plan period (equating to an average of 486 dwellings per annum)</u></b> set out in Policy LPA05 is designed to meet the full Objectively Assessed ....”</p>
42	Reasoned Justification Paragraph 4.18.4	<p>“4.18.4 ... Application of the national standard method using this approach would generate a housing need of <del>468</del> <b><u>399</u></b> new dwellings per annum<sup>27</sup>.”</p>
42	Footnote 27	<p>“27 This figure is derived by applying the standard method to the average household growth indicated in the 2014 based household projections for the 10 years from <del>2021</del> to <del>2032</del> and the latest <b><u>2021</u></b> affordability ratios data published in 2018, with the output extrapolated over the Plan period.”</p>
43	Reasoned Justification Paragraph 4.18.10	<p>“4.18.10 ... The St. Helens Strategic Housing Land Availability Assessment (SHLAA) 2017 <b><u>(as updated with the latest information as at 1 April 2021)</u></b> identifies that sites in the urban area (<del>as at 1 Apr 2017</del>) had a total capacity of <del>7,817</del> <b><u>6,114</u></b> dwellings. This figure includes sites with planning permission, sites under construction, other sites identified as suitable for housing and an allowance of 93 units per annum from small windfall sites of less than 0.25ha (based upon past delivery rates). The largest SHLAA sites are allocated as sites 3HA, 9HA and 10HA in Policy LPA05.”</p>

44	Reasoned Justification Paragraph 4.18.12	"4.18.12 ... In total, the allocated brownfield sites (3HA, 6HA, 9HA and 10HA) have an estimated capacity of 2,029 <b>1,611</b> dwellings in the Plan period. The location of sites that have been released from the Green Belt has been determined by the St. Helens Green Belt Review. In total, the former Green Belt sites (1HA, 2HA, 4HA, 5HA, 7HA, and 8HA) have an estimated capacity of 2,056 <b>2,114</b> dwellings in the Plan period."
44	Reasoned Justification	"4.18.14 The density of development on each allocated site should be at or above the minimum figures given in Table 4.5. The stated capacities of each site listed in the table are indicative, <del>and do not represent either maximum or minimum figures</del> <b>reflecting the minimum densities and anticipated net developable areas set out</b> . The actual capacity will also be determined having regard to the acceptability of specific proposals in relation to relevant national and local policies."
45	Table 4.6 Housing Land Supply	<i>Replace LPSD Table 4.6 with Tables 5.2 - 5.5 provided in Annex 3.</i>
45	Footnotes 29-33	<i>Remove Footnotes 29-33 in their entirety</i>
46	Reasoned Justification Paragraph 4.18.19	"4.18.19 ... It is assumed that <b>the majority of housing on</b> most sites allocated in Policy LPA05 will be developed <del>in their entirety</del> within the Plan period. ..."
47	Table 4.7 and Figure 4.3	<i>Replace LPSD Table 4.7 and Figure 4.3 in the Plan with the table and trajectory provided in Annex 10.</i>

47	Reasoned Justification Paragraph 4.18.21	"4.18.21 ... the Council may undertake a Local Plan <b>update</b> review to bring forward additional sites such as those ..."
47	Reasoned justification	<p><i>Add the 5 year housing land supply tables in Annex 4 to the end of the Reasoned Justification of Policy LPA05 under a new sub-heading 'Five year housing land supply', along with the following text:</i></p> <p><b><u>"Five year housing land supply</u></b>  <b><u>4.18.22 The following tables provide the current housing land supply position and set out the key assumptions and parameters used to calculate it."</u></b></p> <p><i>[then insert tables in Annex 4]</i></p>
47	Reasoned Justification	<p><i>Following on from the end of the Reasoned Justification new paragraph 4.18.22 on five year housing land supply, the following text is to be added</i></p> <p><b><u>"Green Belt Exceptional circumstances</u></b>  <b><u>4.18.23 The following paragraphs articulate the exceptional circumstances justifying the removal of land from the Green Belt on a site by site basis. This builds on the exceptional circumstances strategic case as set out in the Reasoned Justification to Policy LPA02, and the following should be read in that context.</u></b></p> <p><b><u>1HA – Land south of Billinge Road, East of Garswood Road and West of Smock Lane, Garswood</u></b></p> <p><b><u>4.18.24 The Green Belt Review (2018) found the parcel of land corresponding to this site to make a 'low' overall contribution to the Green Belt purposes. In summary, all sides of the site have strong boundaries, and it is therefore well contained. The strategic gap</u></b></p>



between Billinge and Garswood could also be maintained notwithstanding the release of this site from the Green Belt. It also found the site to have ‘good’ development potential. The site is in a sustainable location within walking distance of a local shop and public transport links, including the nearby railway station. Safe access to the site can be provided, and a suitable sustainable drainage scheme also. Indeed, development of this site could help solve flooding issues in the surrounding urban area. The Sustainability Appraisal (SA) found development of the site would result in a high number of positive effects.

2HA – Land at Florida Farm (South of A580), Slag Lane, Blackbrook

4.18.25 The Green Belt Review (2018) found the parcel of land generally reflecting this site to make a ‘low’ overall contribution to the Green Belt purposes, with strong permanent boundaries and not having a sense of openness or countryside character. In summary, there is existing residential development on three sides of the site, and the East Lancashire Road (A580) on the fourth side. It also found the site to have ‘good’ development potential. The site is in a sustainable location with good levels of accessibility to key services and jobs (including at the Haydock Industrial Estate). The site presents no technical constraints that cannot be satisfactorily addressed. Indeed, the provision of flood mitigation measures for the site could have the beneficial effect of helping alleviate flooding in the wider area. The SA found development of the site would have a mixed impact on achieving SA objectives, with a high number of positive effects, including good access to public transport and employment opportunities.

4HA – Land bounded by Reginald Road / Bold Road / Travers Entry / Gorse Lane / Crawford Street, Bold (Bold Forest Garden Suburb)

4.18.26 The Green Belt Review (2018) found the parcels of land that form this site make a ‘low’ to ‘medium’ contribution to the purposes of the Green Belt, with ‘good’ development potential. The land on which the

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site is located forms a notable indent in the alignment of the southern edge of the built up area of St Helens. Whilst there are open views across the parcel, it has strong, robust physical boundaries including existing development to the north, east and west, and Gorse Lane to the south. The site has good levels of accessibility to jobs in nearby industrial areas, and to public transport services, including via St Helens Junction railway station.

4.18.27 The site would be sufficiently large to include new social infrastructure (i.e. a new primary school, local retail centre and potentially health facilities). It is a major strategic opportunity to provide a wide range of new housing in an area that is close to some of the more deprived parts of the Borough and incorporate and deliver the framework and philosophies of the Bold Forest Park Area Action Plan. There are no technical constraints to development of this site that cannot be satisfactorily addressed. Due to its scale and location, development of this site would contribute strongly towards meeting the strategic aims and objectives of the Local Plan.

5HA – Land South of Gartons Lane and former St. Theresa’s Social Club, Gartons Lane, Bold

4.18.28 The Green Belt Review (2018) found the parcel of land generally corresponding to this site boundary to make a ‘low’ overall contribution to the purposes of the Green Belt, benefitting from a high degree of visual enclosure with strong, robust boundaries. The Review also found the site to have ‘good’ development potential. The site is in a sustainable location with good transport links, including safe, convenient access by foot to the nearest local centre, bus stops and a railway station. It would form a natural expansion of the surrounding settlement and help deliver a range of housing in a relatively deprived area. Development of the site also provides the opportunity to facilitate improvements in line with the Bold Forest Park Area Action Plan. The

**SA found development of the site would have a mixed impact on the achievement of SA objectives, with a high number of positive effects.**

**7HA – Land West of the A49 Mill Lane and to the East of the West Coast Mainline railway line, Newton-le-Willows**

**4.18.29 The Green Belt Review (2018) found the parcel of land containing this site to make a ‘low’ overall contribution to the purposes of the Green Belt, given its strong boundaries, high level of enclosure and the brownfield nature of much of the site. It does not have a strong sense of openness or countryside character. The Review also considered the site to have ‘good’ development potential. The site is in a sustainable location within a convenient walking distance of a local centre, various employment areas (existing and planned), a railway station and other public transport facilities. There are no technical constraints on the site that cannot be satisfactorily addressed. The SA concluded that development of the site would result in a high number of positive effects. This site is of particular significance given its brownfield nature, and the importance of making effective use of such land, where appropriate.**

**8HA – Land South of Higher Lane and East of Rookery Lane, Rainford**

**4.18.30 The Green Belt Review (2018) found the sub-parcel of land reflecting this site boundary to make a ‘low’ overall contribution to the Green Belt purposes given its limited role in preventing sprawl and the merging of settlements. It also has strong boundaries and a high degree of visual containment. The Review found the site to have ‘good’ development potential. The site is sustainable, with good access to public transport, the local highway network and employment areas. There are no technical constraints that cannot be satisfactorily addressed. The SA found that development of the site will have a mixed impact on the achievement of SA objectives, with a high number of positive impacts. The location of the site also aligns with the Plan’s spatial strategy as Rainford is identified as a Key Settlement.”**

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MM010	48	<b>LPA05.1</b>	<p>“1. The following sites allocated under Policy LPA05<sup>35</sup> shall constitute Strategic Housing Sites:</p> <ul style="list-style-type: none"> <li>• 2HA: Land at Florida Farm (South of A580), Slag Lane, Blackbrook</li> <li>• <del>3HA: Former Penlake Industrial Estate, Reginald Road, Bold</del></li> <li>• 4HA: Land bounded by Reginald Road / Bold Road / Travers Entry / Gorsey Lane / Crawford Street, Bold (Bold Forest Garden Suburb) ....”</li> </ul>
	48	Footnote 35	<p>“35 Within the list of Strategic Housing Sites, sites <del>3HA</del>, 9HA, and 10HA are subject to ...”</p>
		Section 2f	<p>“f) a Green Infrastructure Plan addressing biodiversity, geodiversity, greenways (<b><u>including any proposed new greenways as referred to in policy LPC07</u></b>), ecological network, landscape character, trees, woodlands and water storage in a holistic and integrated way.”</p>
	49	Section 4	<p>“The masterplans for each Strategic Housing Site, and any planning application for development within any other allocated housing site, must address the indicative requirements set out in Appendix 5 (<b><u>in the case of sites 2HA, 5HA, 6HA, 9HA and 10HA) and Policy LPA13 (in the case of site 4HA)</u></b>).”</p>

MM011	50	LPA06 Section 2	<p>“1. The sites identified as Safeguarded Land on the Policies Map have been removed from the Green Belt in order to meet longer term development needs well beyond the <b>this</b> Plan period. Such Safeguarded Land is not allocated for development in the <b>this</b> Plan period. The future uses that the sites are safeguarded for are listed in Tables 4.7 and 4.8.</p> <p>2. Planning permission for the development of the safeguarded sites for the purposes identified in Tables 4.7 and 4.8 will only be granted following a future Local Plan review <b>update (full or partial)</b> that proposes such development <b>based on the evidence showing a need for additional land or issues with the supply of land identified by this Local Plan</b>. Accordingly <del>Otherwise</del>, proposals for housing and employment development of safeguarded sites in the <b>this</b> Plan period will be refused.</p> <p>.....”</p>
	51	Table 4.8	<p><i>Updated version of Table 4.8 provided in Annex 11 to replace Table 4.8 in the LPSD, to reflect the increased site area and indicative capacity of site 4HS following on from the site boundary change.</i></p>
	52	Reasoned Justification, paragraph 4.24.1	<p>“4.24.1 In accordance with Policy LPA02, the sites listed in Tables 4.7 and 4.8 have been safeguarded to meet potential long term development needs. Whilst they have been removed from the Green Belt, they are not allocated for development before 2035<del>7</del>. Their purpose is to ensure that the new Green Belt boundaries set by this Plan can endure well beyond 2035<del>7</del>. The reasons why specific sites are safeguarded rather than allocated for development before 2035<del>7</del> are set out in the St. Helens Green Belt Review 2018. The safeguarded sites are protected from other forms of development that would prevent or significantly hinder their future development for the uses identified in Tables 4.7 and 4.8. This is to ensure that, potentially, they could be used for these purposes in the future.</p>

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		<p>4.24.2 The development of the safeguarded sites for the purposes in Tables 4.7 and 4.8 will only be acceptable if a future Local Plan <b><u>update, either full or partial,</u></b> confirms that such development is both acceptable and required, <b><u>and proceeds to allocate such sites for development in that update.</u></b> <b><u>The Council may undertake and bring into effect such a Local Plan update within the current plan period of 2020-2037, should this be required and justified by the latest evidence.</u></b> This e-case for developing the sites is likely to be informed by the level of need for housing and / or employment development (whichever use is identified for the specific site) compared to site supply, infrastructure capacity <b><u>and needs</u></b> and any other factors that may affect the delivery of the sites at that time.</p> <p>.....</p> <p>4.24.4 The estimated combined capacity of the sites safeguarded for housing is 2,739,644 dwellings. To this can be added the indicative post-2037<del>5</del> delivery of 2,995,223 dwellings projected on the allocated housing sites 2HA, 4HA, 5HA, 6HA <b><u>and 10HA</u></b> (see Policy LPA05, Table 4.5) the delivery of which is expected to continue well beyond 2037<del>5</del>. Further contributions are likely to be made from windfall sites and other sources after 2037<del>5</del>. It should also be noted that household growth rates in St. Helens Borough are currently projected to reduce in the years up to, and after, 2037<del>5</del>, meaning that it is likely that post-2037<del>5</del>, housing needs may be lower than between 2020 and 2037<del>5</del>.</p> <p>....”</p> <p>Reasoned Justification, New Paragraphs following 4.24.5 <b><u>“Green Belt Exceptional circumstances</u></b></p> <p><b><u>4.24.6 The following paragraphs articulate the exceptional circumstances justifying the removal of land from the Green Belt on a site by site basis for safeguarding for development beyond the end of the plan period. This builds on the exceptional circumstances strategic</u></b></p>
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case as set out in the Reasoned Justification to Policy LPA02, and the following should be read in that context.

Employment safeguarded sites

1ES – Omega North Western Extension, Bold

4.24.7 The Green Belt Review (2018) found the sub-parcel of land reflecting this site boundary to make a ‘medium’ overall contribution to the Green Belt purposes as it contains no inappropriate development and has open views across the site, but it is bordered by large scale built development at Omega North and the M62 and therefore only has a moderate countryside character. It should be noted that this contrasts with the scoring of other Green Belt parcels in this area which were found to make a ‘high’ or ‘high+’ contribution to the Green Belt purposes.

4.24.8 The site has potential to form a logical extension to the Omega employment site. However, there are current highway and accessibility constraints that would require mitigation, including the provision of access across land in separate ownership. Further, as Junction 8 of the M62 experiences congestion and capacity issues, the cumulative impacts of development of this site would need to be addressed in conjunction with Warrington Borough Council and Highways England. Due to the location of the site within 1km of an area of 20% of the most deprived population in the UK, development of this site would help to reduce poverty and social exclusion. This site therefore has clear potential to meet longer term employment needs, and by safeguarding it, there is time to address the highways and access issues noted.

2ES – Land North East of Junction 23 M6 (South of Haydock racecourse), Haydock

4.24.9 The Green Belt Review found the parcel of land generally reflecting this site boundary to make a ‘high’ overall contribution to the

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Green Belt purposes. Whilst ordinarily a site with such a score would not be considered further, there is a clear need to provide sufficient land for employment both within the plan period, and beyond it. Given the importance of meeting such needs, coupled with the potential of the site to meet the size and locational requirements of the market, there are exceptional circumstances to safeguard this site for longer term needs beyond the Plan period. Whilst there are clear harms in relation to the development of this site, including harm to Green Belt and adverse landscape impacts, it should also be noted that the site is located within 1km of an area with the 20% most deprived population in the UK, so development here in the longer term would help to reduce poverty and exclusion. Whilst the site did not score as well as the allocated employment sites through the Green Belt Review, the need to make provision for employment land beyond the Plan period forms the basis for the exceptional circumstances to justify the removal of this site from the Green Belt for safeguarding.

Housing safeguarded sites

1HS – Land south of Leyland Green Road, North of Billinge Road and East of Garswood Road, Garswood

4.24.10 The Green Belt Review (2018) found the sub-parcel of Green Belt land containing this site to make a ‘medium’ contribution to the Green Belt purposes and has a ‘medium’ development potential. The site is within walking distance of a local convenience shop and is readily accessible by bus and rail. There are not considered to be any technical constraints to delivering development on this site that cannot be satisfactorily addressed over the necessary timeframe. However, as the site projects further into the countryside than housing allocation 1HA, it is considered to be a less logical extension to the village within the Plan period. On that basis, site 1HA is allocated for development within the Plan period, and this site is safeguarded for development subsequent to that, beyond the end of the Plan period to meet longer term needs,



creating a logical phased extension of the village both within and beyond the Plan period.

2HS – Land between Vista Road and Belvedere Road, Earlestown

4.24.11 The Green Belt Review (2018) found the sub-parcel of land that contains this site to make a ‘medium’ contribution overall to the Green Belt purposes, and also found the site to have ‘good’ development potential. The site proposed for safeguarding sits within a notable indentation in the existing urban edge and benefits from clearly defined boundaries. There are not considered to be any technical constraints that cannot be addressed satisfactorily to enable this site to meet development needs beyond the end of the Plan period.

3HS – Former Eccleston Park Golf Club, Rainhill Road, Eccleston

4.24.12 The Green Belt Review (2018) found the parcel of land that generally reflects the boundary of this site to make a ‘low’ overall contribution to the Green Belt purposes, due to its strong boundaries and because of the extent of urban development around its boundaries and its limited role in preventing the merging of settlements. However, the site is identified as being affected by a number of constraints that will have a significant impact on its net developable area and deliverability of development within it, including its use as a golf course, constraints in relation to the highway network and some physical constraints within the parcel itself, including electricity pylons, the proximity of the railway line in noise terms, woodland to the north of the parcel and some infrastructure assets running through the parcel as advised by United Utilities.

4.24.13 Notwithstanding this, the site has good accessibility to a range of services, jobs, and public transport (including Eccleston Park railway station). The safeguarding of this site is justified to help meet development needs beyond the Plan period and will provide sufficient

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time to satisfactorily address the identified constraints, and exceptional circumstances are therefore justified.

4HS – Land East of Newlands Grange (former Vulcan works) and West of West Coast mainline, Newton-le-Willows

4.24.14 The Green Belt Review (2018) found the parcel of land that contains this site to make a ‘low’ overall contribution to the purposes of the Green Belt and has ‘medium’ development potential. The site is in a sustainable location, within walking distance of a local convenience shop and public transport facilities. However, the highway network in the surrounding area has a number of constraints, and further work is required prior to development coming forward. Further, attenuation measures will be required to limit noise from the railway line running along the eastern site boundary. However, the site is considered able to contribute to potential development needs beyond the end of the Plan period, and by safeguarding the site, there is sufficient time for the above issues to be addressed.

5HS – Land West of Winwick Road and South of Wayfarers Drive, Newton-le-Willows

4.24.15 The Green Belt Review (2018) found the sub-parcel of land within which this site sits to make a ‘low’ overall contribution to the Green Belt purposes and have ‘medium’ development potential. The site is within a sustainable location, close to a railway station. The site is affected by a number of constraints, which will require further investigation before development can be brought forward, including the difficulty of providing a secondary access to the site, the proximity to a Local Wildlife Site and a historic landfill site in close proximity to the site (to the south), and associated potential contamination issues. There is also a railway line to the east of the site, so noise attenuation measures would be required. The sub-parcel is considered suitable to help meet needs in the longer term beyond the Plan period, and the safeguarding

of the site will enable the required further investigation in relation to the above constraints to make efficient use of land within the site.

**6HS – Land East of Chapel Lane and South of Walkers Lane, Sutton Manor**

**4.24.16 The Green Belt Review (2018) found the sub-parcel of land that reflects this site to make a ‘low’ overall contribution to the Green Belt purposes as it is well contained with strong boundaries and does not significantly contribute to the wider strategic gap. The site has ‘medium’ development potential. The site does project notably outwards into the countryside from the current urban edge and is considered more suitable as a longer term extension of the urban area, contributing to meeting housing needs after the end of the Plan period. Other technical constraints on the site (such as the presence of protected woodland and a Local Wildlife Site) are considered able to be satisfactorily addressed.**

**7HS – Land South of Elton Head Road (adjacent to St. John Vianney Primary School), Thatto Heath**

**4.24.17 The Green Belt Review (2018) found the sub-parcel that broadly reflects this site boundary to make a ‘low’ contribution to the Green Belt purposes as it is well contained with strong boundaries and does not significantly contribute to the wider strategic gap. The site was also considered to have ‘medium’ development potential. The site is sustainably located within walking distance of a local convenience shop and accessible by public transport users and the local highway network. As the surrounding area includes opportunities for redevelopment of previously developed sites, to ensure an appropriate phasing of development within the Thatto Heath area, it is appropriate to delay any development on this site until after the end of the Plan period. Therefore, it is safeguarded to meet development needs for the longer term.**

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			<p><b><u>8HS – Land South of A580 between Houghtons Lane and Crantock Grove, Windle</u></b></p> <p><b><u>4.24.18 The Green Belt Review (2018) found the parcel of land that reflects this site boundary to make a ‘low’ overall contribution to the Green Belt, with a ‘medium’ development potential. The site comprises a significant greenfield site that forms a sizeable outward extension of the urban area into the countryside. The site also has a number of technical issues which would need to be addressed prior to development, including required significant improvements to highways infrastructure and suitable ecological evidence in relation to the potential of the site to provide functionally linked habitat for bird species, which may require a mitigation strategy. Such issues could take some time to address. Furthermore, given the scale of the site, some social infrastructure (such as a primary school) is likely to be required. There are further physical constraints in relation to the site, which could likely be addressed satisfactorily. On the basis of the above, this site provides the opportunity to meet longer term development needs and safeguarding the site will provide sufficient time to address the identified issues.”</u></b></p>
MM012	54	<b>LPA07</b> Section 1	“1 ... a) Secure the delivery of new or improved road, <b><u>rail</u></b> , walking, cycling, and / or bus infrastructure where required;”
		Section 2	“2. All proposals for new development that would generate significant amounts of transport movement must be supported by a Transport Assessment or Transport Statement, <b><u>the scope of which must be agreed by the Council.</u></b> ”
	55	Section 4	“4. To minimise air and noise pollution and carbon emissions, non-residential forms of development that would generate a significant amount of transport movement by employees or visitors must be supported by suitably formulated Travel Plans. <b><u>Conditions and/or legal agreements will be used to ensure</u></b>

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			<b><u>that Travel Plans submitted in such cases are fully implemented and monitored.</u></b>
55	Section 6		“6. Direct access from new development on to the Strategic Road Network will only be permitted <b><u>as a last resort</u></b> , where agreed by Highways England <b><u>and where the necessary levels of transport accessibility and safety could not be more suitably provided by other means.</u></b> ”
56	Reasoned Justification, paragraph 4.27.2		“ <u>Carbon Emissions and air quality</u> 4.27.2 Transport is a major source of carbon emissions that, in turn, area a major cause of climate change. Therefore, transport can play a key part in the development of a low carbon economy. Many of the priorities identified in this Policy will play an important part in helping to reduce carbon emissions resulting from transport, <b><u>and therefore supporting the Council’s Climate Change Emergency declaration</u></b> . Measures to reduce the need to travel, widen travel choice and reduce dependence on the private car, alongside investment in low-carbon vehicle technologies area an important part of helping to meet national climate change targets. Similarly they form an important part of the Council’s drive to tackle air quality issues, particularly (but not exclusively) within Air Quality Management Areas ....”
57	Reasoned Justification, new paragraph to be inserted after paragraph 4.27.8		“ <u>Proposed Major Road Network</u> <b><u>4.27.9 As part of the Transport Investment Strategy published in 2017, the Government committed to creating a Major Road Network (MRN). Draft proposals were issued for consultation, outlining how a new MRN would help the Government deliver a number of objectives, including supporting housing delivery and economic growth. The creation of an MRN will allow for dedicated funding from the National Roads Fund to be used to improve this middle tier of the busiest and</u></b>

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			<p><b><u>most economically important local authority ‘A’ roads. Parts of the A58 and A570, and the whole of the length of the A580 which falls in St Helens, have been proposed for inclusion in the MRN.</u></b></p> <p><u>Supporting Supplementary Planning Guidance</u> 4.27.109 A new Supplementary Planning Document ....”</p>
MM013	58	LPA08 Section 2	<p>“2. Subject to compliance with relevant legislation and national policy, development proposals will be expected to include or contribute to the provision, improvement or replacement of infrastructure that is required to meet needs arising from the development proposal <del>and / or to serve the needs of the wider area.</del> This may include direct provision of on-site or off-site infrastructure and / or financial contributions that will be secured by:</p> <p>a) Section 106 .....</p>
	59	Section 5	<p>“5. When assessing planning proposals, the Council and other decision makers will pay due regard to any impact that developer contributions towards infrastructure provision or other policy requirements may have on the economic viability of new development. In this context, consideration will be given to economic viability evidence including any site specific development appraisal that may have been submitted to determine the ability of the development scheme to support the required level of contributions. <b><u>In light of the viability evidence, where a developer can demonstrate that meeting all policy requirements would not be viable, a pragmatic approach will be taken to s106 contributions on sites within zone 1.</u></b>”</p>

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	59	Section 6	<p><u>“Hierarchy of Developer Contributions</u></p> <p>6. Decision makers will, as a general rule, apply the following hierarchy for developer contributions in cases where viability constraints can be demonstrated (with i) being the highest priority):</p> <p>i) contributions that are essential for public safety (for example essential highway works or flood risk mitigation) or to achieve a minimum acceptable level of design quality;</p> <p>ii) contributions that are necessary to provide affordable housing or to address a local infrastructure requirement or deficiency that would be caused or exacerbated by the development, <b><u>depending on site surroundings and the level of existing infrastructure</u></b>, for example education needs or greenspace provision in areas of deficit; and</p> <p>iii) contributions that would not fall into categories i) or ii) as set out above.”</p> <p>“... In this context, the term ‘infrastructure’ (which is defined in full in Appendix 2) includes: ...”</p>
	60	Reasoned Justification paragraph 4.30.1	
MM014	62	<b>LPA09</b> Section 1	<p>“1. Green Infrastructure in St Helens Borough comprises a network of multi-functional natural assets, including green space, trees, woodlands, mosslands, grasslands and wetlands, located within urban, semi-urban and countryside <b>rural</b> areas.”</p>
	62	Section 4	<p>“4. ... Development that would result in the loss, fragmentation or isolation of green infrastructure assets will be refused. The only exception to this will be where it has been demonstrated that:</p> <p><b>a)</b> appropriate protection or retention of Green Infrastructure assets cannot be achieved <b><u>in the pursuit of wider planning objectives</u></b>;</p> <p><b>b)</b> the development would bring benefits that would over-ride the resultant</p>

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	63	<p>Reasoned Justification, paragraph 4.33.1</p> <p>Reasoned justification, paragraph 4.33.2</p>	<p>harm; and  <b>c)</b> there are no realistic alternatives to the proposed development that would avoid such harm.</p> <p>In such cases, mitigation, <b><u>for example, in the form of incorporating the identified Green Infrastructure assets into the scheme design and layout through a masterplanning process to maintain the key Green Infrastructure assets and connections,</u></b> and / or as a last resort compensatory provision will be required.”</p> <p>“4.33.1 Policy LPA09 aims to protect, enhance and sustain the Borough’s natural assets and increase accessibility to them and connectivity between them, whilst protecting and enhancing landscape character, to ensure that the natural environment underpins the quality of life. The Green Infrastructure network in the Borough has a wide range of functions and values for recreation and tourism, air quality <b><u>(supporting the Council’s Climate Change Emergency declaration)</u></b>, public access, health, heritage, biodiversity, water management and landscape character; providing a sense of place ...”</p> <p>“4.33.2 <del>The Green Infrastructure network includes, (in addition to urban greenspaces, trees, and water bodies etc.) the countryside around the towns, which accounts for around 50% of the Borough’s land area. This is predominantly productive farmland. The importance of countryside around the Borough’s more urban locations was recognised by the pilot study Countryside in and Around Towns undertaken with the Countryside Agency (now Natural England) in 2006. In implementing Policy LPA09 (in both urban and rural areas) the Council will seek to liaise closely with, and where necessary work in partnership with, landowners.</del>”</p>
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MM015	66	<p><b>LPA10</b> Section 3</p>	<p>“3. Proposals for development within site 7EA will be required to:</p> <p>a) satisfy the masterplanning requirements set out in Policy LPA04.1</p> <p>.....</p> <p>h) make provision for the positive management of existing and new environmental assets; and</p> <p>i) put training schemes in place (where practicable) to increase the opportunity for the local population to obtain access to and employment at the site; <b>and</b></p> <p><b><u>i) ensure the timely delivery of the rail terminal infrastructure of the SRFI or other rail served employment development, in accordance with the comprehensive masterplan to be prepared for the whole site as required by Policy LPA04.1, section 2. Within this, details of the phasing for the whole site must include a clear and justified employment floorspace trigger for the delivery of the rail terminal infrastructure.</u></b>”</p>
	66	Section 4	<p>“4. That part of the site 7EA which falls to the west of the M6 is safeguarded from all forms of development <b><u>unless it can be shown that such development within it will not prejudice, or</u></b> so that it may provide, <b><u>effective and deliverable</u></b> future siding facilities in connection with the development of an SRFI or other rail-enabled development within the part of the site which falls to the east of the M6 (see policies map).”</p>
MM016	70	<b>LPA11</b>	<p>“The Council will work with its health and wellbeing partners to promote public health principles, maximise opportunities for people to lead healthy and active lifestyles, and reduce health inequalities for residents within the Borough. <del>Planning decisions and processes will be used to</del> <b><u>Through the planning system, the Council will seek to:</u></b></p> <ol style="list-style-type: none"> <li>1. encourage improved access ... “</li> <li>2. ensure the provision of easy-to-maintain, safe and attractive public areas and green spaces to serve new development that minimise the opportunity</li> </ol>

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			for and fear of crime <b><u>and anti-social behaviour</u></b> and that promote social cohesion and mental wellbeing; ....”
MM017	72	<b>New Policy LPA12 and associated Reasoned Justification</b>	<p><b>4.40 Policy LPA12 – Parkside West</b></p> <p><b><u>Policy LPA12: Parkside West</u></b></p> <p>1. <b><u>The Parkside West site (identified as site 8EA in Policy LPA04) shall be considered suitable for B2 and B8 uses.</u></b></p> <p>2. <b><u>Proposals for development within site 8EA will be required to:</u></b></p> <ul style="list-style-type: none"> <li>a. <b><u>Satisfy the masterplanning requirements set out in Policy LPA04.1;</u></b></li> <li>b. <b><u>Provide safe and convenient access to and from the M6 for Heavy Goods Vehicles and other vehicles:</u></b> <ul style="list-style-type: none"> <li>i. <b><u>Access to an initial phase of development can (subject to detailed assessment) be provided off the A49 (Winwick Road)</u></b></li> <li>ii. <b><u>Later phases of development should be served by a new link road from the east (linking to Junction 22 of the M6)</u></b></li> <li>iii. <b><u>The amount of development achievable within each phase must be determined using a comprehensive transport assessment to be approved by the relevant highway authorities;</u></b></li> </ul> </li> <li>c. <b><u>Suitably mitigate any adverse impacts on the M6 (Junction 22) or other parts of the highway network (strategic and local);</u></b></li> <li>d. <b><u>Include suitable measures to control impact of increased traffic movement or uses within the site on residential amenity, noise and / or air quality in the surrounding area;</u></b></li> </ul>

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			<p>e. <u>Include measures to mitigate any adverse impacts on the Battle of Winwick Registered Battlefield and other heritage assets in the area;</u></p> <p>f. <u>Secure suitable access to the site by walking and cycling, such as, the provision of segregated walking and cycling routes which must run through the site and link to nearby highways; and improved bus provision, including upgraded bus stops;</u></p> <p>g. <u>Establish and implement a Travel Plan incorporating measures to encourage travel to / from the development by sustainable modes;</u></p> <p>h. <u>Make provision for the positive management of existing and new environmental assets; and</u></p> <p>i. <u>Put training schemes in place (where practicable) to increase the opportunity for the local population to obtain access to employment at the site;</u></p> <p><u>The development of Parkside West (site 8EA) must ensure that the part of site 7EA (Parkside East) which falls to the west of the M6 (as shown on the Policies Map) is safeguarded from all forms of development unless it can be shown that such development within it will not prejudice, or may provide, effective and deliverable future siding facilities in connection with the development of an SRFI or other rail-enabled development on land to the east of the M6 (site 7EA).</u></p> <p><b>4.41 Policy LPA12:</b></p> <p><b><u>Strategic Aims, Objectives, and Key Delivery Mechanisms</u></b></p> <table border="1" data-bbox="943 1310 1554 1348"> <tr> <td data-bbox="943 1310 1249 1348"><b>Strategic Aims Met</b></td> <td data-bbox="1249 1310 1554 1348"><b>SA 1, SA 3, SA 5</b></td> </tr> </table>	<b>Strategic Aims Met</b>	<b>SA 1, SA 3, SA 5</b>
<b>Strategic Aims Met</b>	<b>SA 1, SA 3, SA 5</b>				

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			<p><b><u>Strategic Objectives Met</u></b></p> <p><b><u>Is this a 'strategic' or 'local' policy?</u></b></p> <p><b><u>Key Delivery Mechanisms</u></b></p>	<p><b><u>SO 1.1, SO 1.3, SO 3.1, SO 5.1, SO 5.4</u></b></p> <p><b><u>Strategic</u></b></p> <ul style="list-style-type: none"> <li>• <b><u>Development management process</u></b></li> <li>• <b><u>Liverpool City Region Combined Authority funding</u></b></li> <li>• <b><u>St Helens Infrastructure Delivery Plan</u></b></li> </ul>		
			<p><b><u>4.42 Reasoned Justification</u></b></p> <p><b><u>4.42.1 The Core Strategy (2012), Policy CAS 3.2 identified the site of the former Parkside Colliery and immediately adjacent land as a strategic location with the potential to facilitate the transfer of freight between road and rail. It was considered that a deliverable and viable SRFI could be developed on the western side of the M6, provided a number of criteria were met. On that basis, the principle of delivering a Strategic Rail Freight Interchange (SRFI) in this location was supported.</u></b></p> <p><b><u>4.42.2 Furthermore, Policy CAS 3.2 recognised that there may be a need for a larger area of land, extending to the east of the M6 to accommodate an enlarged SRFI, on the basis of operational, viability and commercial reasons. Therefore, the Policy supported the development of land to the east of the M6 provided that 1) the area of land to the west of the M6 was</u></b></p>			

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		<p><b><u>developed first, and 2) that the SRFI would be undeliverable without the additional land to the east of the M6.</u></b></p> <p><b><u>4.42.3 Since the Core Strategy, the policy in relation to Parkside has evolved to reflect the latest evidence. The Council commissioned consultants AECOM to undertake the Parkside Logistics and Rail Freight Interchange Study (2016). The findings of this Study informed the proposed approach to Parkside in this Plan: The development of Parkside East as the location of a SRFI (together with other industrial and logistics uses), and the development of Parkside West as a separate, though linked, employment site for logistics use, which will be served by road only, although it will accommodate rail siding facilities for incoming trains linked to Parkside East. Parkside West could also potentially be served from the SRFI by tractor units.</u></b></p> <p><b><u>4.42.4 Accordingly, Parkside West is allocated for 79.57ha of employment land for B8 and B2 uses. This area excludes 5.58ha of land at Parkside West required to facilitate rail access to Parkside East (7EA) and a further 12.1ha of land occupied by a spoil heap, which is not considered developable.</u></b></p> <p><b><u>4.42.5 The delivery of this site will be supported by the delivery of the Parkside Link Road, which will provide access to the M6 Junction 22 from both the Parkside West and East sites. The Council has secured the funding to progress the delivery of the link road scheme. On 11 November 2021, the SoS granted planning permission for the development of Parkside Phase 1 and the link road.</u></b></p> <p><b><u>4.42.6 The allocation of Parkside West will contribute to meeting the identified employment needs over the Plan period as set out in Policy LPA04 and explained in the associated Reasoned Justification. The site also contains a significant amount of Previously Developed Land, and so its allocation will contribute to the effective use of land in the Borough to meet identified development needs.</u></b></p>
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			<p><b><u>4.42.7 The site is located within close proximity of an area within the 20% most deprived population in the UK, and therefore offers not only wider economic benefits, but also presents the opportunity to help reduce poverty and social exclusion in the local areas and provide regeneration benefits.</u></b></p> <p><b><u>4.42.8 The exceptional circumstances justifying the removal of this site from the Green Belt is set out in the Reasoned Justification of Policy LPA04.</u></b></p>
MM018	72	New Policy LPA13 and associated Reasoned Justification	<p><b><u>"4.43 Policy LPA13: Bold Forest Garden Suburb</u></b></p> <p><b><u>Policy LPA13: Bold Forest Garden Suburb</u></b></p> <p><b><u>The Bold Forest Garden Suburb site (identified as site 4HA in Policy LPA05) is allocated for housing development, with an indicative site capacity of 2,988 dwellings, of which a minimum of 510 dwellings will be delivered during the plan period. The site boundaries are set out in the Appendix 5 site 4HA profile and on the Policies Map.</u></b></p> <p><b><u>1. Development of the site should deliver the following requirements:</u></b></p> <p><b><u>Housing</u></b></p> <p><b><u>a) At least 30% of homes to be delivered on site should fall within the definition of ‘affordable housing’ in accordance with Policy LPC02, with the affordable housing mix reflecting Policy LPC02, part 3), unless up-to-date and robust evidence indicates otherwise;</u></b></p> <p><b><u>b) Provide an appropriate mix and standard of housing to meet local needs in accordance with policy LPC01;</u></b></p> <p><b><u>c) Deliver at least 10% of the site’s energy needs from renewable and / or other low carbon energy sources in accordance with</u></b></p>

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			<p><b><u>Policy LPC13, part 4), unless this is shown to not be practicable or viable;</u></b></p> <p><b><u>Design and Layout</u></b></p> <p>d) <b><u>The development of this site should be consistent with the vision, aims, objectives and policies of the Bold Forest Park Area Action Plan (2017);</u></b></p> <p>e) <b><u>The layout must avoid causing excessive noise or disturbance to occupiers of existing dwellings and businesses within or around the site and for users of walking and cycling routes and open spaces;</u></b></p> <p><b><u>Social Infrastructure</u></b></p> <p>f) <b><u>Contributions towards primary and secondary school provision in the area, to meet the identified need for additional school places, through the extension of existing schools and / or delivery of new school facilities;</u></b></p> <p>g) <b><u>Provision of a new GP surgery within the development, which could be in the form of the relocation and expansion of an active practice onto the site;</u></b></p> <p>h) <b><u>Provide a small local centre containing community and retail facilities;</u></b></p> <p><b><u>Play, Open Space and Green Infrastructure</u></b></p> <p>i) <b><u>Provision of an accessible, comprehensive, high quality and connected network of multi-functional green spaces in accordance with a Green Infrastructure Plan to be provided as part of the comprehensive masterplan approach for the whole site as required by Policy LPA05.1, section 2f);</u></b></p> <p>j) <b><u>Retention of existing and provision of new high quality, well designed and accessible open space and play space provision in accordance with Policies LPC05 and LPD03. Details of how open</u></b></p>
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			<p><b><u>spaces will be subsequently maintained will need to be considered through the masterplanning process;</u></b></p> <p><b><u>Landscape and biodiversity</u></b></p> <p>k) <b><u>The development must provide a well landscaped setting including extensive green links through and around the site, and tree planting to reduce impact on the landscape and promote the objective of the BFPAAP to increase tree cover by 30% across the Bold Forest as a whole;</u></b></p> <p>l) <b><u>Any adverse impacts on biodiversity interests within the existing Local Wildlife Site (LWS 108 as indicated on the Policies Map) and the proposed extension to this must be either avoided or minimised. Any resultant harm must be adequately mitigated;</u></b></p> <p><b><u>Access and Highways</u></b></p> <p>m) <b><u>Provision of safe access arrangements for the site;</u></b></p> <p>n) <b><u>Creation of a permeable layout with a range of highways provided through the site with access via the B5204, Neills Road and Gorse Lane;</u></b></p> <p>o) <b><u>Provision of a bus service through the site between Clock Face and St Helens Junction, and the layout of the site must be compatible with this;</u></b></p> <p>p) <b><u>Provision of a permeable network of foot, bridleway, and cycle routes through the site to facilitate access between homes, workplaces, recreational facilities, and other key services in the area. These must, where necessary, be segregated to ensure safety and include new provision in line with Policy INF6 “Creating an Accessible Forest Park” of the Bold Forest Park Area Action Plan 2017;</u></b></p> <p>q) <b><u>Provision of any other measures necessary to secure suitable access to the site by walking, cycling and public transport such as:</u></b></p>
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- a. The provision of new accessible bus stops to an agreed specification through the site so that none of the proposed dwellings are more than 400 metres walking distance from a bus stop; and
- b. A financial contribution towards the improvements of St Helens Junction station;
- r) Masterplanning of site must take into account the opportunity to expand the Greenway network, and make provision for this in line with Policy LPC07, and the accompanying Figure 7.2; and
- s) Masterplanning of the site must be informed by the findings of the Bold Forest Garden Suburb Transport Review (August 2019) and any other relevant evidence.

2) As above, financial contributions or the provision of on-site infrastructure for education, health and offsite highway works may be required. The detailed infrastructure requirements to support the delivery of the site will be further assessed through the comprehensive masterplanning process.

3) In accordance with Policy LPA05.1, section 2), any planning application for development within the site will need to accord with a single comprehensive masterplan covering the whole of the Bold Forest Garden Suburb site, and to be approved by the Council, which will need to set out the listed details in sub-sections a) to i) as a minimum. Any proposal will need to demonstrate how it complies with this masterplan in order to ensure a comprehensive, co-ordinated, and well-designed development is delivered with the necessary supporting infrastructure.

**4.44 Policy LPA13:**

**Strategic Aims, Objectives, and Key Delivery Mechanisms**

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			<p><b><u>Strategic Aims Met</u></b></p> <p><b><u>Strategic Objectives Met</u></b></p> <p><b><u>Is this a 'strategic' or 'local' policy?</u></b></p> <p><b><u>Key Delivery Mechanisms</u></b></p>	<p><b><u>SA 1, SA 2, SA 3, SA 4, SA 6</u></b></p> <p><b><u>SO 1.1, SO 1.2, SO 2.1, SO 2.3, SO 3.1, SO 4.1, SO 6.1, SO 6.3</u></b></p> <p><b><u>Strategic</u></b></p> <ul style="list-style-type: none"> <li>• <b><u>Development management process</u></b></li> <li>• <b><u>Masterplanning process</u></b></li> <li>• <b><u>St Helens Infrastructure Delivery Plan</u></b></li> </ul>	
			<p><b><u>4.45 Reasoned Justification</u></b></p> <p><b><u>4.45.1 The Bold Forest Garden Suburb (BFGS) is the largest allocation identified in the Plan. It comprises a large area of undeveloped agricultural land, located on the urban edges of Clock Face, Sutton and Bold. The site contains a scattering of farm buildings, a transmitter station and some limited areas containing trees and hedges. A line of electric pylons run through the site along the north-western boundary, and a Local Wildlife Site 108 (LWS) (Tunstalls Farm), lies to the north-western side of the site, beyond the site boundary. Existing residential development surrounds the site on three sides, including Reginald Road Industrial Estate; the southern edge, for the most part, is defined by Gorsey Lane.</u></b></p>		

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**4.45.2 The Green Belt Review (2018) informed this allocation. The Review identified that land at Bold forms a major strategic opportunity to provide a wide range of new housing in an area that is close to some of the more deprived parts of the Borough, contributing to the balanced growth of the Borough. It also has good accessibility to jobs and services and high levels of compliance with other aspects of the Green Belt Review methodology. This land therefore forms a substantial element within the overall housing strategy, striking the right balance between meeting housing and employment development needs, while protecting the most valuable environmental resources and the overall function of the Green Belt.**

**4.45.3 The Review concluded that the BFGS site as a whole should be allocated for development, noting that it “forms a notable indent in the alignment of the southern edge of the built-up area of St Helens.” It added that due to “the size of the parcel, it has the potential to form a ‘garden suburb’ extension to the south of Bold, which would be sufficiently large to include new social infrastructure (such as a new primary school, local retail centre and potentially health facilities). It would constitute a major strategic opportunity to provide a wide range of new housing in an area that is close to some of the more deprived parts of the Borough.”**

**4.45.4 The BFSG is located within the Bold Forest Park, and therefore the development of this site allocation must be consistent with the vision, aims, objectives and policies of the Bold Forest Park Area Action Plan (BFPAAP) (2017), which forms part of the Development Plan. The requirements set out in this policy provide a strong and robust foundation in developing the vision and objectives for the Bold Forest Garden Suburb, which will be further refined through the masterplanning process.**

**4.45.5 Throughout the preparation of the Local Plan, the Council have consulted with various internal and external infrastructure providers.**

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		<p><u>including the Council’s Schools Support Services Team, National Highways, and St Helens Clinical Commissioning Group (CCG) to ascertain the level of infrastructure required to support the BFGS. This work will continue through the masterplanning process for the site.</u></p> <p><u>Housing</u></p> <p><u>4.45.6 The site has an indicative capacity of 2,988 dwellings (in accordance with Table 4.5), of which it is anticipated that some 510 dwellings would be completed within the Plan period (i.e. by 31 March 2037).</u></p> <p><u>4.45.7 Given the size of the BFGS site, a lead in time of seven years on adoption of the Plan has been applied for the BFGS to allow for a thorough masterplanning process. This work may then form the basis of a site-specific Supplementary Planning Document (SPD).</u></p> <p><u>4.45.8 A build-out rate assumption of 60 units per annum has been used for the BFGS, reflecting a cautious approach due to uncertainties in relation to uncertainty on the economic impacts of the Covid-19 pandemic and the supporting infrastructure required to deliver the site. Actual build-out rates will depend on the number of housebuilders and sale centres that are operational at any one time on the site.</u></p> <p><u>Social Infrastructure</u></p> <p><u>4.45.9 The Council’s School’s Support Services Team have considered capacity at the existing schools in the area, both in terms of primary and secondary provision. It is likely that the BFGS will necessitate the expansion and / or provision of new school facilities. Work to consider school needs is ongoing in terms of determining which schools may be capable of extension and where a new school may be required, and this will feed into the BFGS masterplanning process.</u></p>
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		<p><b><u>4.45.10 St Helens CCG advised that there is a deficiency of healthcare practitioners to the south of the Borough, particularly in Bold. Therefore, there could be a need for a new general practice surgery to be constructed within the BFGS to accommodate the increased demand for healthcare in Bold (and from surrounding areas). The CCG have indicated that this new practice could be in the form of relocating and expanding an active practice onto the site. This need will be further refined through the masterplanning process.</u></b></p> <p><b><u>4.45.11 The BFGS is not within walking distance of a local or district centre. However, due to its size it is considered that it could support a small local centre containing community and retail facilities, which will make the development more sustainable. Retail provision will be looked at in more detail through the comprehensive masterplanning process and in any subsequent SPD.</u></b></p> <p><b><u>Transport</u></b></p> <p><b><u>4.45.12 Consultants WSP undertook an initial transport review to understand the likely impact of the BFGS on the wider highways network and to consider transport initiatives that could support development of the site. The Review consists of two key elements: a) examination of the likely trip generation, distribution, and route assignments on the local highway network, based on a core and alternative scenario; and b) preparation of a study report setting out the findings of a review of local transport infrastructure. It also identifies strategic network improvements and likely masterplanning design requirements.</u></b></p> <p><b><u>4.45.13 In its initial findings, the Review anticipates that there will be highways junctions that will experience impact in terms of traffic flow as a result of development but that there are opportunities to achieve a significant modal shift towards sustainable travel that would reduce the impact of the proposed development on the local highway network. Highways England have provided initial comments on the Review and</u></b></p>
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			<p><b><u>the Council will continue to engage with Highways England throughout the BFGS masterplanning process.</u></b></p> <p><b><u>4.45.14 The Review is an initial element of the masterplanning process that will be required prior to the site being developed.</u></b></p> <p><b><u>Masterplanning</u></b></p> <p><b><u>4.45.15 The site is under the control of multiple landowners, and it is therefore particularly important that an appropriate mechanism is in place to ensure a comprehensive, well connected, and well-designed development is delivered on the site, with the necessary supporting infrastructure. Section 2 of Policy LPA05.1 provides for this mechanism in the form of any planning application for development within the site needing to accord with a comprehensive masterplan covering the whole site, which sets out a wide range of details, as listed in sub-sections a) to i). This masterplan will need to be approved by the Council in advance of any planning applications and will be prepared in consultation with a range of stakeholders. In the case of the BFGS, this is particularly critical to ensure that a high quality development is delivered in a comprehensive manner, and the various phases of development can be delivered in accordance with an overarching, agreed masterplan, and in a timely manner.”</u></b></p>
MM019	73	<p><b>LPB01</b> New Section 2</p>	<p><b><u>“2. The English Cities Fund Regeneration Partnership will help deliver a comprehensive redevelopment of the Town Centre and Central Spatial Area, including new commercial activity, upgraded infrastructure, the provision of quality housing, and the overall improvement of the social and economic viability of the area.</u></b></p> <p><b><u>23.</u></b> Proposals for retail and leisure development will be directed ....”</p> <p><i>Subsequent policy sections will be renumbered accordingly.</i></p>

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	73	Section 3 (to be renumbered Section 4)	<p><del>“34. Proposals for the change of use of units in the Primary Retail Frontages Shopping Area in St Helens Town Centre will be refused unless they would be to a Class A1<sup>45</sup> retail use or another main town centre use or uses that would contribute positively to the overall vitality and viability of the centre. Development proposals within the Primary and Secondary Frontages that would not result in an active ground floor use with a window display frontage will be refused.”</del></p>
	73	Footnote 45	<p><i>Delete footnote 45</i></p>
	74	Reasoned Justification Paragraph 5.3.1	<p>“5.3.1 The St. Helens Central Spatial Area (as shown in Appendix 11 <b><u>and on the Policies Map</u></b>) includes the Town Centre and its surrounding hinterland. This includes ...”</p>
	75	Reasoned Justification, paragraphs 5.3.6 and 5.3.8	<p>“5.3.6 ..... The Strategy set out a vision for the future of the town centre detailing thematic initiatives to deliver this. <b><u>In January 2020 the Council successfully received an initial £173,029 capacity fund as part of the Governments Town Deal initiative. The Council has now successfully secured significant investment of up to £25 million. This funding will be used to help increase economic growth with a focus on land use and regeneration, improved connectivity (both transport and better broadband connectivity), skills and employment, and heritage, arts, and culture. A Town Investment Plan will be developed and will sit alongside the Town Centre Strategy.</u></b>”</p> <p>“5.3.8 ..... The 'Area of Opportunity', referred to in the Strategy, has been</p>

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			<p>identified due to the potential to reconfigure and / or redevelop land and premises close to Church Square and Chalon Way for suitable town centre uses. <b><u>To support this initiative and to assist in the regeneration of the area, the Council has entered into a regeneration partnership with the English Cities Fund to deliver a comprehensive redevelopment of the Town Centre (and wider Borough on a phased basis).</u></b></p>
75	Reasoned Justification Paragraph 5.3.9	<p><del>“5.3.9 To guide the application of the policies concerning main town centre uses, a Primary Shopping Area and Primary and Secondary Retail Frontages have been identified in line with the definitions in the NPPF (see Appendix 11).”</del></p> <p><i>Re-numbering of subsequent Reasoned Justification paragraphs to be done.</i></p>	
75	Reasoned Justification Para 5.3.10 (to be renumbered 5.3.9)	<p><del>“5.3.10</del> <b><u>5.3.10</u></b> The first preference for the location of new retail <b><u>Class E and Sui Generis retail main town centre uses</u></b> development is within the Primary Shopping Area. Proposals for retail <b><u>Class E and Sui Generis retail main town centre</u></b> uses that are ...”</p>	
76	Reasoned Justification Paragraphs 5.3.13 – 5.3.14	<p><del>“5.3.13 The Primary Retail Frontages are areas where there should be a particular focus on retail uses. This is because such uses are a key driver of footfall and help to draw shoppers into the centre. Proposals for non-retail uses in these frontages will be resisted unless their approval would be consistent with the aim of maintaining and enhancing the overall functionality, vitality, and viability of the town centre. Specific considerations to be taken into account when assessing such proposals in the Primary Retail Frontage include the existing proportion of retail uses, the nature of the proposed use and the location of the unit affected within the Primary Retail Frontage.</del></p> <p><del>5.3.14 The Secondary Frontages will provide greater opportunities for a</del></p>	



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			<p>diversity of uses such as restaurants, cinemas and non-retail business uses such as banks, estate agents and other services. The Council will resist proposals within the primary or secondary frontages that would result in the loss of an active ground floor use with open display windows.”</p> <p><i>Re-numbering of subsequent Reasoned Justification paragraphs to be done.</i></p>
MM020	77	LPB02 Section 4	<p>“4. The delivery and implementation of a Council-led strategy to provide a framework for the future regeneration and development of the town centre will be supported. <b><u>The English Cities Fund Regeneration Partnership will help deliver a mix of residential, leisure, business and retail development all centred around the Town Centre.</u></b>”</p>
	78	Reasoned Justification, paragraph 5.6.3	<p>“5.6.3 The Council will seek to safeguard <b><u>and build upon</u></b> this important role and function by applying the 'town centre first' approach to ensure that Earlestown remains the Borough's second centre providing a highly sustainable location for retail and other services. <b><u>Through its partnership with the English Cities Fund the Council will work towards creating a mix of residential, leisure, business and retail development all centred around the Town Centre.</u></b>”</p>
	78	Reasoned Justification, paragraph 5.6.8	<p>“5.6.8 To provide a focus for future development of the town centre and positively promote Earlestown as a location to live, <b><u>through the English Cities Fund Regeneration Partnership</u></b>, the Council and its partners intend to bring forward a dedicated Town Centre strategy, ……….”</p>

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MM021	79	<b>LPC01</b> Section 1	“1. New market and affordable housing <del>must</del> <b>should</b> be well designed to address local housing need and include a range of types, tenures and sizes of homes as informed by <u>up-to-date</u> , relevant evidence including the Borough’s latest Strategic Housing Market Assessment (SHMA).”
	79	Section 2	“2. Where a proposal for new housing would be on a greenfield site on which the site as a whole would deliver 25 or more new homes, the Council will apply optional standards as set out in Parts M4(2) and M4(3) of the Building Regulations 2010 (as amended) so that:  a) At least 20% of the new dwellings across the whole site must be designed to the “ <i>accessible and adaptable</i> ” standard set out in Part M4(2); and  b) At least 5% of the new dwellings across the whole site must be designed to the “ <i>wheelchair user <u>adaptable</u></i> ” dwellings standard set out in Part M4(3) <b>(2)(a)</b> .  .....”
	79	Section 3	“3. <del>At least 5% of new homes on greenfield sites that would deliver 25 or more dwellings should be bungalows.</del> Exceptions to paragraphs 1 <b>and 2</b> to 3 of this Policy may be made where the applicant ....”
	79	Section 5 (to be re-numbered to section 4)	“ <del>54</del> <b>54</b> . The Council will work with partners to facilitate the provision of <b>bungalows, and</b> specialist and supported housing for elderly and vulnerable people. Provision of sheltered housing, extra care housing, retirement accommodation and residential care homes should be easily accessible by walking and public transport to a suitable range of services to meet the needs of future occupiers.

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			....” <i>Re-number subsequent policy sections.</i>
	81	Reasoned Justification Paragraph 6.3.3	“6.3.3 ... extend this assessment of annual need up until the end of the Plan period ( <del>2037</del> 2035). Of the overall housing provision of <del>10,2069,234</del> 234 dwellings (set out in Policy LPA05) it is therefore anticipated that about 2, <del>457</del> 223 (24%) should be affordable. The amount of ....”
	82	Reasoned Justification, paragraph 6.3.8	“6.3.8 Having regard to these factors (including the findings of the St. Helens Local Plan Economic Viability Assessment 2018), Policy LPC01 requires that in new developments of 25 or more dwellings, at least 20% of the new homes will be constructed to ‘accessible and adaptable’ standards, as contained in Part M4(2) of the Building Regulations, and that at least 5% of new homes should be designed to the ‘wheelchair user’ <u>adaptable</u> dwellings’ standards set down in Part M4(3) <del>(2)</del> (a) of the Building Regulations. This will ensure that a proportion of all homes available in the Borough will be suitable and / or can be adapted, without undue difficulty, for occupation by residents who are wheelchair users and to ensure that these homes will also be accessible to visitors with limited mobility. <b><u>A 12 month transition period will be applied from the adoption date of the Plan, following which time this requirement will apply to all relevant sites subject to a planning application, unless an exception as outlined in section 4 of the Policy is demonstrated by site specific evidence.</u></b> ”
MM022	84	LPC02 Section 2	“2. Proposals for new open market housing developments of 44- <del>10</del> units or more, <b><u>or when the number of units is not known, sites of 0.5ha or more,</u></b> will be required to.....”
	88	Reasoned Justification, paragraph 6.6.9	“6.6.9 The St. Helens Affordable Housing SPD (2010) will be updated as necessary to assist the implementation of Policy LPC02. <b><u>Furthermore, it is acknowledged that ‘First Homes’ have been introduced by the Government and fall within the definition of ‘affordable housing’.</u></b> ”

			<b><u>However, as this Plan is being progressed under the First Homes transitional arrangements, it is not required to reflect the First Homes policy requirement. Instead, this will be addressed in a future update of the Plan.</u></b>
MM023	89	LPC03 Section 1	“1. The following sites are allocated for the provision of pitches to <b><u>help</u></b> meet the Borough's <b><u>identified</u></b> need for Gypsy and Traveller accommodation <b><u>of 18 pitches</u></b> over the Plan period, and are identified on the Policies Map: ...”
	90	Section 5	“5. In addition to meeting the criteria in paragraph 4 of this Policy, any proposals to provide accommodation for travelling show people must: a) be located and designed so as to avoid causing disturbance to occupiers of adjacent properties for example due to noise from the maintenance and / or testing of equipment; <del>and</del> b) avoid prejudicing the operations of existing employment uses; <b><u>and</u></b> <b><u>c) allow for the provision of suitable space and storage for rides and associated equipment, where applicable.</u></b> ”
	92	Reasoned Justification, paragraph 6.9.6	“... and a rise in the number of occupiers on non-authorized sites indicates that the overall (net) need for new pitches in the Plan period is likely to have risen to about 18 by 2016. <b><u>This is comprised of the 8 pitches identified within the GTAA, 4 private pitches which are not authorised but tolerated, an additional 2 unauthorised pitches and 4 pitches provided for the loss of pitches at Berry’s Lane which is a closed site and at Suez Street due to the construction of a bungalow on the site.</u></b> The existing provision of 12 pitches would therefore be likely, on its own to fall short of meeting needs. For this reason Policy LPC03 allocates an additional site ...”

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MM024	93	LPC04 Section 2	<p><b><u>“2. The development of main town centre uses within the defined centres will be supported. Proposals for other uses in such locations will be considered having regard to the scale and nature of the proposal and the role and function of the centre.”</u></b> Planning permission will only be granted for development that is appropriate in terms of its scale and nature relative to the role and function of each centre.”</p>
MM025	98	LPC05  Reasoned Justification, paragraph 7.3.2	<p>“Open space fulfils a variety of important functions of value to the public. For example, it provides opportunities for: formal and informal recreation and activities; play and social interaction; environmental enhancement and attractiveness; wildlife conservation; education; food growing; and quiet contemplation. It provides strong health and well-being benefits for local people. <b><u>Furthermore, provision of new and / or enhancement of existing open spaces will support the Council’s Climate Change Emergency declaration.</u></b>”</p>
	99	Reasoned Justification, paragraph 7.3.11	<p>“7.3.11 Where new residential development would result in a deficiency of open space or sports and recreation facilities in the locality or be in a location where a deficiency already exists, it will be expected to include new, expanded or enhanced open space provision in accordance with Policy LPD03 (Open Space and Residential Development). Any requirement for new sports facilities will be additional to this. <b><u>Further, even where there is considered to be sufficient open space in quantitative terms, larger residential developments may be expected to provide certain types of open space (such as play areas for children and young people and amenity green space) to provide local recreational opportunities and visual relief as part of an attractive and well-</u></b></p>

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	99-100	Reasoned justification, paragraphs 7.3.11 – 7.3.12 (inclusive of Table 7.1)	<p><b><u>designed development.”</u></b></p> <p><i>Remove paragraphs 7.3.11 and 7.3.12 (inclusive of Table 7.1) from the reasoned justification for Policy LPC05, and add into the reasoned justification for Policy LPD03, and adjust paragraph numbering in both Reasoned Justification sections accordingly. Table 7.1 will also need to be renamed Table 8.1 to follow the table numbering convention, and references to this table updated in the ‘List of Tables’ (page 2) and within the policy text of LPC05 and LPD03.</i></p>
MM026	101	LPC06	<p><b><u>“1. In accordance with NPPF Paragraph 175, the Council is committed to ensuring the protection and enhancement of St Helen’s biodiversity and geological asset and interests. In order to do this, the Council will have regard to the following hierarchy of nature Conservation sites when making planning decisions, according to their designation as follows:</u></b></p> <ul style="list-style-type: none"> <li>- <b><u>International and European Sites</u></b></li> <li>- <b><u>Sites of Special Scientific Interest</u></b></li> <li>- <b><u>Local Wildlife Sites</u></b></li> <li>- <b><u>Local Nature reserves</u></b></li> <li>- <b><u>Local Geological Sites</u></b></li> <li>- <b><u>Priority Habitat(s)</u></b></li> <li>- <b><u>Impact on Legal Protected Species and/or priority Species</u></b></li> </ul> <p><b><u>The following hierarchy of sites and habitats are found in the Borough:</u></b></p> <p>i) <b><u>International</u></b></p> <p><b><u>• Functionally Linked Land (FLL) for sites of international nature importance (European Sites) including the Ribble and Alt Estuaries Special Protection Area (SPA), Martin Mere SPA, the Mersey Estuary SPA, Liverpool Bay SPA.</u></b></p>

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		<p>ii) <b><u>National</u></b></p> <p><b><u>• Sites of national nature importance, which in St. Helens Borough include 2 Sites of Special Scientific Interest, Stanley Bank Meadow and Highfield Moss</u></b></p> <p>iii) <b><u>Local</u></b></p> <p><b><u>• Sites of local nature and geological importance, which in St. Helens Borough include Local Nature Reserves (LNRs), Local Wildlife Sites (LWSs) and Local Geology Sites (LGSs)</u></b></p> <p><b><u>In addition, priority habitats and species, and legally protected species.</u></b></p> <p><u>European Sites</u></p> <p>4. <b><u>2.</u></b> Development that is likely to have a significant effect (either alone or in combination with other plans or projects) on one or more internationally important site(s), including any areas of supporting habitat that are functionally linked to the site(s), must be accompanied by sufficient evidence to enable the Council to make a Habitats Regulations Assessment. Adverse effects should be avoided, or where this is not possible, be mitigated to protect the integrity of the site(s). Development that would adversely affect the integrity of one or more internationally important site(s) will only be permitted where there are no alternative solutions or <b><u>and</u></b> there are imperative reasons of overriding public interest, and where suitable compensatory provision has been made. Any mitigation or compensatory provision must be assessed in a project-related Habitats Regulations Assessment and be fully functional before any likely adverse effect arises.</p> <p><u>Other protected sites, habitats, and species</u></p> <p>2. <b><u>3.</u></b> Development that would cause significant harm to a Site of Special Scientific Interest (SSSI), Local Wildlife Site, Local Nature Reserve, Local Geological Site, Priority Habitat(s), legally Protected Species and / or Priority</p>
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		<p>Species, <b>without adequate mitigation</b> that would not be adequately mitigated or as a last resort compensated, will be refused.</p> <p>3. <b>4.</b> Development that would be likely to cause any harm to ecological or geological interests will only be permitted in:</p> <ul style="list-style-type: none"> <li>a) Sites of Special Scientific Interest where there are no alternatives and where the benefits of the development would clearly outweigh any harm to the nature conservation value of the site and its broader contribution to the Liverpool City Region (LCR) ecological network; and</li> <li>b) Local Sites (Local Wildlife Sites, Local Nature Reserves and Local Geological Sites) and Priority Habitats: where the benefits of the development would clearly outweigh any harm to the nature conservation value of the site (or Priority Habitat) and its broader contribution to the LCR Ecological Network.</li> </ul> <p><u>Mitigation, replacement, or other compensatory provision</u></p> <p>4. <b>5.</b> Where necessary to avoid harm, appropriate mitigation, replacement, or other compensatory provision will be required. The location of such measures will be targeted, using the following sequential approach (with (a) being the preferred approach and (d) being the least preferred):</p> <ul style="list-style-type: none"> <li>a) on the development site;</li> <li>b) locations within the immediate locality and /or supporting LCR Ecological Network;</li> <li>c) locations that fall within the LCR Nature Improvement Area and within the Borough; and lastly</li> </ul>
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			<p>d) locations that fall within the LCR Nature Improvement Area but outside the Borough.</p> <p><b><u>This sequential approach will also apply to the delivery of Biodiversity Net Gain improvements to be delivered in line with new development, in accordance with the Environment Act.</u></b></p> <p><u>Evidence requirements</u></p> <p>5- <del>6</del>. Development proposals that would affect a designated nature conservation site, Priority Habitat(s), legally protected species, or Priority Species must be supported by an Ecological Appraisal and include details of any necessary avoidance, mitigation and / or compensation proposals, and of any proposed management measures.</p> <p><del>6. Designated sites are shown on the Policies Map and Plan policies will also apply to any other sites that may be recognised during the Plan period as being of nature conservation importance, including land provided as compensation."</del></p>
	102	Add new section 7	<p><b><u>"7. Further details concerning the implementation of this policy will be set out in the Council's proposed Nature Conservation Supplementary Planning Document."</u></b></p>
	102	Reasoned Justification, paragraphs 7.6.1 – 7.6.2	<p>"7.6.1 The Liverpool City Region (LCR) authorities have identified an Ecological Network that includes a Core Biodiversity Area of designated nature and geological sites, Priority Habitats, wildlife corridors and stepping stone habitats. The LCR Nature Improvement Area (NIA) identifies opportunities for further habitat restoration, creation, or enhancement, focussed within 17 Nature Improvement Focus Areas, 2 of which are located</p>

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<p>104</p>	<p>Reasoned Justification, paragraph 7.6.5 onwards</p>	<p>wholly or in part within St. Helens Borough. The following hierarchy of sites and habitats are found within the Borough:</p> <ul style="list-style-type: none"> <li>• Functionally Linked Land (FLL) for sites of international nature importance (European Sites) including the Ribble and Alt Estuaries Special Protection Area (SPA), Martin Mere SPA, the Mersey Estuary SPA, Liverpool Bay SPA and the Manchester Mosses Special Area of Conservation;</li> <li>• Sites of national nature importance, which in St. Helens Borough include 2 Sites of Special Scientific Interest;</li> <li>• Sites of local nature and geological importance, which in St. Helens Borough include Local Nature Reserves (LNRs), Local Wildlife Sites (LWSs) and Local Geology Sites (LGSs)</li> <li>• Priority habitat and species, and legally protected species.</li> </ul> <p>7.6.2 Policy LPC06 sets out how sites, habitats, and species within this <b>the hierarchy of sites, habitats and species</b> will be protected and managed with the objective of ensuring that there will be no net loss of the ecological resource. The policy will also guide how appropriate mitigation, replacement or other compensation measures should be identified.”</p> <p>“7.6.5 It has been identified that new housing development in the <b>Liverpool City Region</b> Borough, particularly when considered cumulatively, <b>may is likely to</b> cause <b>significant</b> ecological effects on the Sefton Coast SAC and other designated European sites around the Liverpool City Region due to increased recreational pressure. The Council is working with other local authorities and partner organisations in the City Region to quantify these effects and to identify, <b>through the preparation of a City Region wide Recreation Mitigation Strategy</b>, a strategic and consistent approach to any mitigation that is required. This may include the use of developer contributions (if these are shown to be necessary to mitigate the effects of development in different parts of the City Region on the European sites). Any</p>
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such contributions linked to development in St Helens Borough will be proportionate to the identified scale of its impacts. The Council will use this approach, subject to agreement of its details, to address this issue.

**7.6.6 The City Region Recreation Mitigation Strategy referred to in paragraph 7.6.5 above has yet to be completed. However, within St Helens any developer contributions are likely to be focussed at least in part on the delivery of strategic greenspace enhancements in the local area, for example at Bold Forest Park. The Bold Forest Park (BFP) Area Action Plan forms part of the St Helens Development Plan and provides a framework for the development of the BFP area, which covers about 1,800ha of land in the southern part of the Borough. Due to its location on the urban fringe of St Helens, the BFP is potentially accessible to a large sub-regional population and is capable of playing an important role as an alternative recreational destination. The Council will continue to promote the BFP as a sub-regional greenspace and to seek opportunities for additional funding to help improve the functionality and management of the BFP.**

Nationally and locally important sites and species

7.6.67 Paragraphs 2-4 **3-5** of Policy LPC06 set out the requirements for development that would affect nationally and locally important sites and species, including how any benefits from such development will be weighed against its impact on nature conservation interests and the ecological network as a whole.

**7.6.8 As at October 2020, there are seven LNRs in St Helens Borough which collectively cover an area of 11.27 hectares these are listed below.**

**Local Nature Reserves in St Helens**

<b><u>LNR</u></b>	<b><u>O/S Grid Reference</u></b>	<b><u>Principle Habit</u></b>
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<u>Stanley Bank</u>	<u>SJ534,971</u>	<u>Neutral Wet grassland, Ancient Semi-Natural Woodland</u>
<u>Siding Lane</u>	<u>SD463,020</u>	<u>Broadleaf Woodland</u>
<u>Thatto Heath Meadows</u>	<u>SJ508,936</u>	<u>Neutral grassland, Stream, Hedgerows</u>
<u>Parr Hall Millennium Green</u>	<u>SJ527,961</u>	<u>Marshy Grassland, Wetland Reedbed, River</u>
<u>Colliers Moss Common (North)</u>	<u>SJ543,939</u>	<u>Lowland Heath, Raised Bog, Reedbed, Wetland, Scrub</u>
<u>Clinkham Wood</u>	<u>SJ515,980</u>	<u>Broadleaf Woodland</u>
<u>Mill Brow consisting of: Mill Wood</u>	<u>SJ486,955</u>	<u>Wet Woodland, River, Marshy Grassland,</u>
<u>Mill Brook Parish Nature Reserve</u>	<u>SJ488,957</u>	<u>Wetland, River</u>

**St Helens Borough includes 116 Local Wildlife Sites. These are Listed in Appendix B of the Nature Conservation SPD.**

7.6.79 For Sites of Special Scientific Interest, significant harm includes adverse effects on the site's notified special interest features. The advice of suitably competent persons should be sought by applicants and the decision maker in relation to this policy. The focus of significant harm and the approach regarding avoidance, mitigation, replacement, or other compensatory provision to secure no net loss of biodiversity is in line with principles set out in the NPPF, Planning Practice Guidance 06/2005 Biodiversity and Geological Conservation, and Biodiversity 2020: A strategy for England's wildlife and ecosystems services.

7.6.8 The Council and other public bodies have a duty, under Section 40 of the Natural Environment and Rural Communities (NERC) Act 2006 to conserve biodiversity when carrying out their normal functions. This duty includes Priority Habitats and Species, that are defined as "habitats and

	105	Reasoned Justification, new paragraph after 7.6.16 (to be renumbered 7.6.17)	<p>species of principal importance” for the conservation of biodiversity in England. The Secretary of State has identified, in accordance with Section 41 of the Act, 65 Priority Habitats and 1,150 Priority Species. Priority habitats sit outside the hierarchy of designated sites and may be of national (e.g., ancient woodland) or local importance.</p> <p>7.6.9<del>10</del> The Priority Species in St. Helens ...”</p> <p>“7.6.16<del>7</del> .....will be set out in the Council’s Nature Conservation SPD.</p> <p><b>Monitoring</b></p> <p><b><u>7.6.18 Monitoring of Biodiversity Net Gain is likely to be undertaken in response to Government requirements outside the scope of the Local Plan. Further clarity on this is awaited at the national level.</u></b>”</p>
MM027	106	LPC07 New Section 3 to be added to Policy	<p><b><u>“3) The Council will support the expansion of the Greenway network, including through the provision of new routes, such as those set out in Figure 7.2, subject to the availability of funding and other feasibility requirements being met.”</u></b></p>
	107	Reasoned Justification, paragraph 7.9.3	<p>“7.9.3 Greenways provide a range of benefits to the community such as sustainable access between homes, local services and employment sites and a healthy form of recreation. They also provide wildlife habitat and corridors, enhance the landscape and townscape, and help the Borough to adapt to the effects of climate change. <b><u>Collectively, greenways support the Council’s Climate Change Emergency declaration through providing opportunities to travel by sustainable modes.</u></b> The European Greenways Association defines greenways as ...”</p>
MM028	110	LPC09 Reasoned Justification, paragraph 7.15.1	<p>“7.15.1 The NPPF states that <del>the planning system</del> <b><u>planning policies and decisions</u></b> should contribute to and enhance the natural and local environment <del>by protecting and enhancing valued landscapes</del> <b><u>recognising the intrinsic character and beauty of the countryside and the wider benefits from natural capital.</u></b>”</p>

MM029	112  113	<p><b>LPC10</b> Section 6</p> <p>Reasoned Justification, paragraph 7.18.2</p>	<p>“6. Development proposals <b>should</b> must be designed and laid out in a manner that would <b>retain</b> not damage or destroy any tree subject to...”</p> <p>“7.18.2 Trees and woodlands are an integral component of Green Infrastructure forming part of the network of natural habitats and improving the visual appearance of the countryside and urban areas. They also provide opportunities for the positive use of the Green Infrastructure for recreation, education, health, biodiversity, regeneration, and mitigation of adverse effects caused by climate change, air pollution and water run-off. <b><u>Therefore, the retention of existing, and the planting of new trees and woodland areas will support the Council’s Climate Change Emergency declaration.</u></b> Their value is recognised in the Regional Forestry Framework Woodland ....”</p>
MM030	116	<p><b>LPC11</b> New Section 3 to be added, and updates to following policy sections</p>	<p><b><u>“3. The impact of development proposals on the significance of heritage assets and their settings will be considered in accordance with case law, legislation, and the National Planning Policy Framework.</u></b></p> <p><u>Development affecting heritage assets</u></p> <p><b>3.4.</b> Development proposals that would lead to substantial harm to (or total loss of significance of) a designated heritage asset will be refused permission unless it can be demonstrated that:</p> <ul style="list-style-type: none"> <li>a) the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or total loss; or</li> <li>b) all the other exceptions set out in paragraph 195 of the National Planning Policy Framework (or any successor national policy that supersedes this</li> </ul>

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			<p>paragraph) apply.</p> <p><del>4. Where a development would lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against any public benefits of the proposal including, where appropriate, securing its optimum viable use.</del></p> <p>5. Development involving harm to or loss of any non-designated heritage asset (such as any building identified on a Local List prepared by the Council) will <b>only</b> be <b><u>permitted where the benefits are considered sufficient to outweigh the harm, having regard to the scale of the harm and the significance of the heritage asset.</u></b> <del>refused unless any public benefit from the development would outweigh such harm or loss.</del></p> <p><del>6. Development and other works will be required to preserve or enhance the appearance, character and setting of all heritage assets (whether designated or not) by using good design and appropriate materials, detailing, scale, massing, siting, layout, and landscaping.</del></p> <p>7 <del>6</del>. Where the complete or partial loss of any heritage asset is justified, the asset's significance must be recorded to a standard agreed by the Council and made publicly available.</p> <p><u>Areas of archaeological interest</u></p> <p><del>8</del> <u>7</u>. Any development proposal that may affect one or more asset(s) of ...”</p> <p><i>Re-number subsequent Policy sections</i></p>
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MM031	121	LPC12	<p><b>Flood Risk</b></p> <p><b><u>1. The impact of development proposals on flood risk and water management assets will be considered in accordance with case law, legislation, and the National Planning Policy Framework.</u></b></p> <p><del>1. Any development proposal that may either be at risk of flooding or cause a material increase in flood risk elsewhere will only be permitted if the flooding issues have been fully assessed and any identified risks would be appropriately mitigated. Any assessment and mitigation should have regard to:</del></p> <p><del>a) the St. Helens Strategic Flood Risk Assessment;</del></p> <p><del>b) advice and guidance from relevant bodies including the Environment Agency and Lead Local Flood Authority; and</del></p> <p><del>c) any relevant Surface Water Management Plan or local drainage strategy such as the Sankey Catchment Action Plan, Mersey Estuary Catchment Flood Management Plan or the North West River Basin Management Plan.</del></p> <p><del>2. All development proposals must be supported by a Flood Risk Assessment appropriate to their nature and scale where they would be:</del></p> <p><del>a) within flood zones 2 or 3; or</del></p> <p><del>b) on a site of 1 hectare or larger within flood zone 1; or</del></p> <p><del>c) on a site of 0.5 hectare or larger within a Critical Drainage Area; or</del></p> <p><del>d) in any area identified by the Council as being at intermediate or high risk of surface water flooding.</del></p> <p><del>3. New development should be located in accordance with a sequential approach as set out in national policy. Development on sites located in flood zones 2 or 3 will only be allowed if:</del></p>
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		<p><del>a) the Sequential Test has been applied and demonstrates that the development cannot reasonably be accommodated within an area at lower risk of flooding;</del></p> <p><del>b) any applicable Exception Test required by national policy has been passed; and</del></p> <p><del>c) appropriate mitigation or adaption measures are proposed to satisfactorily reduce the likelihood or impact of flooding.</del></p> <p><b>4.2.</b> Measures to manage or mitigate flood risk associated with or caused by new development must (as appropriate having regard to its scale and nature):</p> <p>a) be designed to contribute to the biodiversity of the Borough unless it has been demonstrated that this would not be technically feasible;</p> <p>b) protect heritage assets (such as buried archaeology);</p> <p>c) be fully described in the development proposal; and</p> <p>d) be funded by the developer, including long-term maintenance.</p> <p><del>5.3.</del> Any proposal for major development<sup>56</sup> on a site that would abut, run alongside, or straddle any watercourse<sup>57</sup> in the Borough, must include measures to temporarily attenuate and filter flood water in order to: improve water quality; reduce peak flows during flooding; and reduce downstream flood risk, unless it has been demonstrated that this is not feasible or viable. In cases where measures are not currently feasible or viable, the development must not compromise the ability to implement such measures in the future.</p> <p><del>6.4.</del> The Flood Water Storage Safeguarding Areas as defined on the Policies Map shall be safeguarded for the provision of flood storage. Development within or adjacent to these areas that would have a negative impact on their function as a flood storage area or on their potential to be developed for flood storage infrastructure will not be permitted.</p>
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		<p><b>Water Quality</b></p> <p><del>7.5.</del> Development that would adversely affect the quality or quantity of water in any watercourse or of groundwater or cause deterioration in water body or element classification levels defined in the Water Framework Directive (WFD) (or in any national regulations covering this matter) will not be permitted. Any planning application for development that could (without effective mitigation) cause such harm must be supported by a Construction Management Plan that sets out how the water environment will be protected during the construction process.</p> <p><b>Sustainable Drainage Systems</b></p> <p><del>8.6.</del> Major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. <b><u>Inclusion of sustainable drainage systems within proposed major development sites will be assessed in accordance with national policy.</u></b> Surface water should be managed in accordance with the following hierarchy (with a) being the preferred option and d) being the least favourable option):</p> <ul style="list-style-type: none"> <li>a) an adequate soakaway or other form of infiltration system;</li> <li>b) an attenuated discharge to watercourse;</li> <li>c) an attenuated discharge to public surface water sewer;</li> <li>d) an attenuated discharge to public combined sewer.</li> </ul> <p><del>9.7.</del> Surface water management infrastructure within new developments should ....</p> <p><del>10.8.</del> ... with multiple developers involved, the drainage proposals should cover all phases and the full construction period. <b><u>Any development proposal should demonstrate unfettered rights to discharge between various phases.</u></b></p>
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			<i>Re-number subsequent policy sections accordingly.</i>
MM032	128	<b>LPC13</b> Section 4	“4. New developments for housing, employment or other uses will be required to meet high standards of sustainable design and construction and minimise carbon emissions <b><u>equivalent to CSH level 4, i.e. 19% carbon reduction against Part L 2013 unless proven unviable.</u></b> To this end they should use energy efficiently and where feasible incorporate decentralised energy systems ....”
	129	Reasoned Justification, paragraph 7.27.1	“7.27.1 ...The NPPF indicates that planning has a key role to play in supporting the delivery of renewable and low carbon energy by reducing greenhouse gas emissions and encouraging energy production from such sources, <b><u>and this Policy, in conjunction with a number of other Policies in this Plan, will support the Council’s Climate Change Emergency declaration.</u></b> ”
	129	Reasoned Justification, paragraph 7.27.5	“7.27.5 The Liverpool City Region Renewable Energy Capacity Study 2010 assessed the scope for large scale wind and other forms of renewable energy generation across the City Region. Although it identified some areas of search for wind energy development, none of these were in St. Helens Borough. <del>The Council acknowledges however that some forms of wind energy development may be acceptable within the Borough. In such cases the applicant would need to demonstrate that their development is technically feasible and acceptable taking into account factors such as wind speed, environmental and landscape designations and proximity to sensitive receptors such as residential properties and heritage assets. All proposals will be expected to comply with all relevant criteria set out in Policy LPC13, other policies of this Plan and national policy.</del> ”

MM033	131	<p><b>LPC14</b> Section 1</p> <p>Section 4</p>	<p>“1. The Council will seek to ensure that the Borough of St. Helens provides a steady and adequate supply of minerals to contribute towards <b>local</b>, regional, and national needs. To minimise the ...”</p> <p>“4. Proposals for the exploration, extraction, storage, processing and / or distribution of minerals will <del>only</del> be permitted if it has been demonstrated that...”</p>
MM034	140	<p><b>LPD01</b> Section 1</p>	<p>“All proposals for development will be expected, as appropriate having to their scale, location and nature, to meet or exceed the following requirements:</p> <p>1. Quality of the Built Environment</p> <p>a) Maintain or enhance the character and appearance of the local environment, <b>with a focus on the importance of local distinctiveness, as well as using good design to improve the quality of areas that may have become run down and be in need of regeneration</b>, for example with regard to the siting, layout, massing, scale, design, and materials used in any building work, the building-to-plot ratio and landscaping;</p> <p>b) Avoid causing <b>unacceptable</b> harm to the amenities of the local area and surrounding residential and other land uses and occupiers;</p> <p>c) Ensure that the occupiers of new developments will enjoy a <b>high</b> an appropriate standard of amenity and will not be <b>unacceptably</b> adversely affected by neighbouring uses and vice versa;</p> <p>d) Link ...</p> <p>g) Provide landscaping, <b>including tree-lined streets</b>, as an integral part of the development ....</p> <p>h) <b>Encourage the inclusion of,</b> <del>include or contribute</del> <b>make a contribution</b> to, <del>the provision of public art</del> <b>within</b> appropriate <b>schemes</b> circumstances (for</p>

	143	Reasoned Justification, paragraph 8.3.10	<p>example where the development would be of a substantial size and / or in a prominent gateway or town centre location);</p> <p>i) Provide for the needs of special groups in the community such as the elderly and those with disabilities <b><u>as identified in Policy LPC01</u></b>; and</p> <p>j) Protect the ...”</p> <p>“8.3.10 .... As part of the Council’s positive strategy to promote energy from renewable and low carbon sources, new development should also, subject to the requirements of Policy LPC13, be designed to facilitate the incorporation of renewable and / or other low carbon technologies. <b><u>Taken together, this approach will support the Council’s Climate Change emergency declaration, particularly in respect of delivering energy efficient and low-carbon developments.</u></b>”</p>
MM035	144	LPD02	<p>“3. Provide appropriate landscaping, <b><u>including tree-lined streets</u></b>, using native tree and ...</p> <p>6. <del>avoid causing unjustified harm to the character or setting of any listed building(s), conservation area(s) or any other designated or non-designated heritage asset;</del> <b><u>ensure heritage assets are treated</u></b> in accordance with Policy LPC11 <b><u>to support the Council’s ambition to promote the conservation and enhancement of the Borough’s heritage assets and their settings in a manner appropriate to their significance;</u></b></p> <p>7. <b><u>consider the Borough’s environmental assets (including, but not limited to, biodiversity and associated habitats, landscapes, trees, woodland and hedgerows) in accordance with policies LPC06, LPC08, LPC09 and LPC10</u></b> <del>avoid causing harm to any important natural habitat, historic or other important landscape, mature tree(s), hedgerow, wildlife</del></p>

			habitat, pond or watercourse, and where practicable incorporate positive aspects of these features into its design and layout;”
MM036	146	<b>LPD03</b> Section 1	“... a) .... in the area; or b) the development would generate a need for open space that cannot be satisfactorily or fully met by existing provision in the area.; <b>or</b> <b><u>c) it is appropriate to provide certain typologies of open space as part of the design to provide accessible children’s play areas and create a visually attractive development.</u></b> ”
	146	Addition of new section 3	“.... b) the quantity, accessibility, and quality of existing provision in the area.  <b><u>3. Provision for outdoor sports facilities will be achieved through contributions to enhance existing facilities or the provision of new facilities, which will be informed by the Council’s latest Playing Pitch Strategy and Action Plan.</u></b>  <del>3.4.</del> The required amount of open space ...”  <i>Subsequent policy paragraphs to be re-numbered.</i>
	147	Reasoned Justification, paragraph 8.9.5	“ <del>8.9.5 The requirements of Policy LPD03 concerning open space are in addition to any requirements for outdoor sports facilities such as playing pitches. Any requirement for outdoor sports provision that arises from new residential development will be addressed separately in accordance with Policy LPA08: Infrastructure Delivery and Funding and Policy LPC05: Open Space and Outdoor Sports Facilities.</del> ”

	147-148	Reasoned Justification	<p><i>Make changes to the Reasoned Justification in accordance with the modifications listed in this document under MM025, associated with Policy LPC05.</i></p> <p><i>Subsequent paragraphs to be re-numbered.</i></p>
MM037	149	<p><b>LPD04</b> Criterion 2</p> <p>Criterion 4</p>	<p>“2. There would be no <b>significant</b> adverse impact on the <b>living conditions</b> amenity of any occupiers of neighbouring properties caused by overlooking, loss of privacy or reduction of daylight / <b>sunlight</b> to habitable rooms or garden areas;</p> <p>....</p> <p>4. ... off road parking, <b>or</b> lack of visibility <del>or impact on the safety and free flow of traffic;</del></p> <p>....”</p>
MM038	155	<b>LPD07</b>	<p>“All new housing and employment development should make provision for the latest generation of information and digital communication (ICT) networks to a standard that is compatible with the infrastructure available or is likely to become available in the Plan period, in the area in which the development would be sited. <del>Subject to the requirements of Policy LPA08, contributions may also be sought from developers towards the cost of providing necessary off-site fast broadband infrastructure to serve the area.</del>”</p>

MM039	161	<p><b>LPD09</b> Reasoned Justification, Paragraph 8.27.6</p>	<p>“8.27.6 ... All proposals for new development that could give rise to significant amounts of traffic must include information on any increase in pollution that would arise as a result of the proposals and identify mitigation measures to address such increases. <b><u>In doing so, this Policy will support the Council’s Climate Change Emergency declaration.</u></b>”</p>
	161	<p>Reasoned Justification, Paragraph 8.27.7</p>	<p>“8.27.7 The Manchester Mosses Special Area of Conservation (SAC) has been identified as being at risk of harm from increased air pollution caused by traffic. For this reason, all proposals for development that would cause an increase in traffic levels that would exceed one or both of the thresholds in paragraph 3 of Policy LPD09 must be accompanied by sufficient evidence to enable the effects upon the SAC to be assessed. <b><u>Under part 1 of Policy LPC06, smaller development proposals would also need to be accompanied by such evidence if they are likely to have a significant effect alone or in combination with other projects on the SAC. For this purpose, ‘smaller developments’ is defined as meeting the threshold for requiring a transport assessment. This is currently set out in St Helens Borough Council’s ‘Guidance Notes for the Submission of Transport Assessments’ (March 2016). However, the threshold is guidance only, and the circumstances of individual proposals will have an influence, for example, there may be site specific issues or traffic sensitive locations that require assessment, but do not fall within the threshold indicated. This will be determined on a site by site basis.</u></b> Any significant effects would need to be addressed in line with Policy LPC06.</p>



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		<p>Insert new Reasoned Justification paragraph 8.27.8</p>	<p><b><u>“8.27.8 The precise details of the measures required in response to point (3) of policy LPD09 will depend on the details of the development itself. However, effective measures available (depending on the type of development) may include:</u></b></p> <ol style="list-style-type: none"> <li><b><u>1. Electric vehicle charging points at parking spaces;</u></b></li> <li><b><u>2. Provision of a communal minibus (particularly if electric), and car club space;</u></b></li> <li><b><u>3. Cycle parking and shower facilities for staff;</u></b></li> <li><b><u>4. On-site services (e.g. GP surgeries and shops) to reduce need for off-site movements;</u></b></li> <li><b><u>5. Personalised Journey Planning services for residents. If employment premises the company could provide incentives for car-sharing and minimising car journeys for work;</u></b></li> <li><b><u>6. Production of sustainable travel information for residents e.g. accurate and easily understandable bus timetables;</u></b></li> <li><b><u>7. Implementation of a Staff Management Plan to place restrictions on car use by Staff;</u></b></li> <li><b><u>8. For vehicles generating HGV movements, restrictions to keep movements below 200 Heavy Duty Vehicles per day, or a commitment to ensuring all HGVs used will be Euro6 compliant.”</u></b></li> </ol>
MM040	162	<p><b>LPD10</b></p> <p>Reasoned Justification, paragraph 8.30.2</p>	<p>“1. Proposals for food and drink uses (including restaurants, cafes, drinking establishments and the sale of hot food for consumption off the premises) <b><u>which consist of new built development or those that are not classed as permitted development for Change of Use under use Class E or are Sui Generis</u></b> will only be permitted where all of the following criteria are met: ....”</p> <p>“8.30.2 Paragraphs 1 and 2 of Policy LPD10 cover food and drink uses</p>

			<p><del>within Classes A3 to A5 of the Use Classes Order<sup>1</sup> i.e., restaurants and cafes, drinking establishments and hot food takeaways. Paragraphs 3 and 4 of the Policy relate solely to proposals for hot food takeaways falling within use Class A5. The policy does not apply to shops within Use Class A1 that sell food for consumption off the premises. <b><u>The Government introduced a new Use Class E on 1<sup>st</sup> September 2020<sup>2</sup> which now groups Restaurants and Cafes within Use Class E. Therefore, proposals to change within the same use class do not require Planning Permission. Paragraphs 1 and 2 of Policy LPD10 only apply to restaurant and café applications where a new unit is proposed or where the existing use class E cannot be demonstrated. Proposals for drinking establishments and hot food takeaways are now Sui Generis and remain unaffected. Paragraphs 3 and 4 of the Policy relate solely to proposals for hot food takeaways.</u></b></del></p>
MM041	176	Appendix 1 Glossary	<p><b>“Green Infrastructure:</b> A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities. It is a network of open spaces, waterways, gardens, woodlands, green corridors, <b>and</b> street trees <del>and open countryside</del> that brings many social, economic, and environmental benefits to local people and communities. Some examples of these are parks, street trees, gardens, grassland, rivers and ponds.”</p>
	183		<p><b>“Primary and secondary frontages:</b> Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing, and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.”</p>

<sup>1</sup> Town and Country Planning (Use Classes) Order 1987 (as amended)

<sup>2</sup> The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020

MM042	189-190	Appendix 2 Definition of Infrastructure	<i>Delete Appendix 2</i>
MM043	195-215	Appendix 4 Monitoring Framework	<i>See Annex 6 for proposed modifications.</i>
MM044	218-242	Appendix 5 Site profiles Allocated Employment and Housing Sites	<i>Proposed changes to the site profiles are set out in Annex 1.</i>
MM045	248-259	Appendix 7 Site profiles Safeguarded employment and housing sites	Proposed changes to the site profiles are set out in Annex 2
MM046	283-284	Appendix 11 St Helens Town Centre Plan	<i>Update the St. Helens Town Centre Map to show the removal of the primary and secondary frontages. Please see Annex 9.</i>  <i>Plan showing the St Helens Central Spatial Area boundary (as per Annex 9 of this Main Modifications Schedule) is to be inserted into Appendix 11 of the Local Plan Submission Draft and associated renaming of Appendix 11 to "Appendix 11: Central Spatial Area, Town, District and Local Centre Boundaries".</i>

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# Annexes

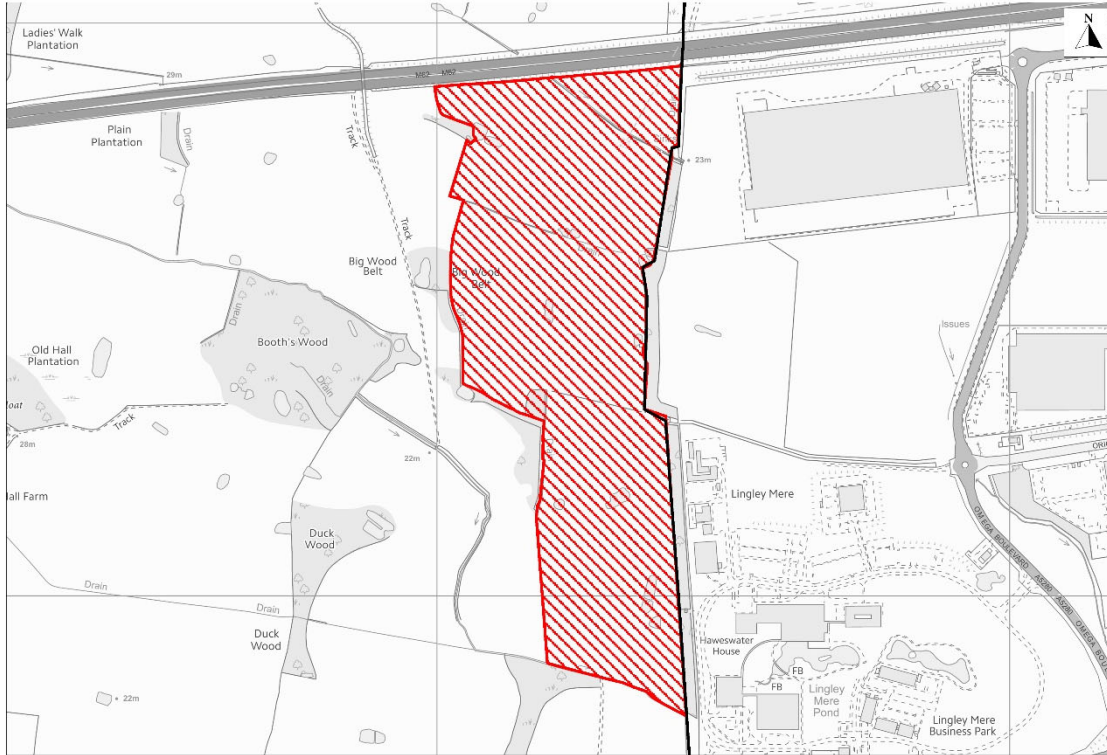
## **Annex 1**

Updated LPSD Appendix 5 site profiles.

### **Appendix 5: Site Profiles – Allocated Housing and Employment Sites**

**[Please note: the requirements set out for each site in this appendix are in addition to any others that are needed to comply with Plan policies e.g., in relation to infrastructure provision]**

<b>LPSD Ref:</b>	<b>1EA - Omega South Western Extension, Land North of Finches Plantation, Bold</b>	<b>Ward:</b>	<b>Bold</b>
<b>Notional Capacity:</b>	<b>31.22ha</b>	<b>Designation:</b>	<b>Allocate</b>

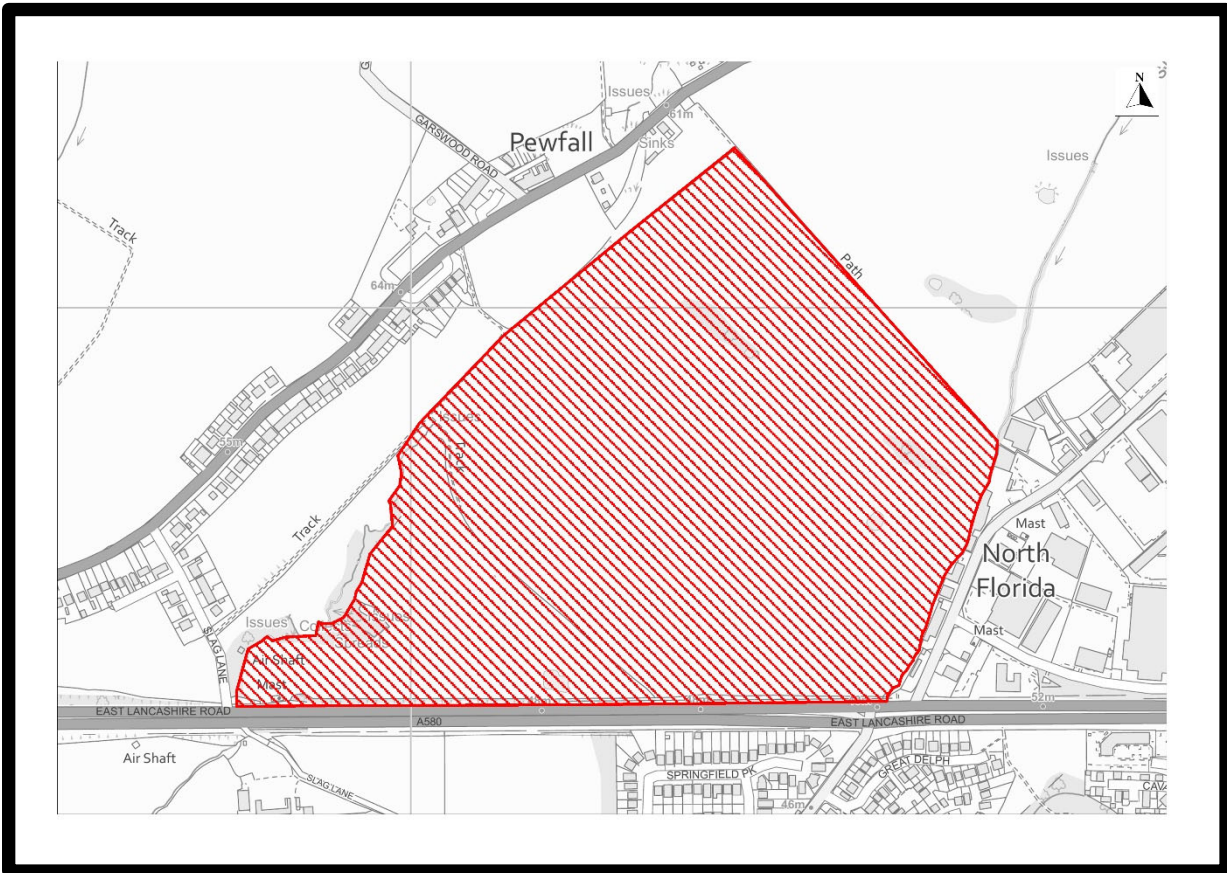


### Requirements:

- Appropriate highway access via the existing Omega South development.
- Implementation of any measures required to mitigate impacts on the M62 (Junction 8) or other parts of the highway network.
- Measures to secure suitable access to the site by walking, cycling and public transport from residential areas in St Helens and Warrington **such as the provision of a footpath and cycleway through the site to connect existing residential areas in Bold and Clock Face with Omega Boulevard within Warrington, and the provision of accessible bus stops with shelters to facilitate the extension of bus services to serve the site from both Warrington and St Helens**

**Note – On 11 November 2021, the SoS granted planning permission for land at the Omega South Western Extension, which incorporates this site allocation area (reference P/2020/0061/HYBR).**

<b>LPSD Ref:</b>	<b>2EA – Land at Florida Farm North, Slag Lane, Haydock</b>	<b>Ward:</b>	<b>Haydock</b>
<b>Notional Capacity:</b>	<b>36.37ha</b>	<b>Designation:</b>	<b>Allocate</b>



**Requirements:**

- Key site requirements are addressed in the approved plans and conditions attached to planning permission reference P/2016/0608/HYBR, granted in 2017.

<b>LPSD Ref:</b>	<b>3EA - Land North of Penny Lane, Haydock</b>	<b>Ward:</b>	<b>Haydock</b>
<b>Notional Capacity:</b>	<b>11.05ha</b>	<b>Designation:</b>	<b>Allocate</b>

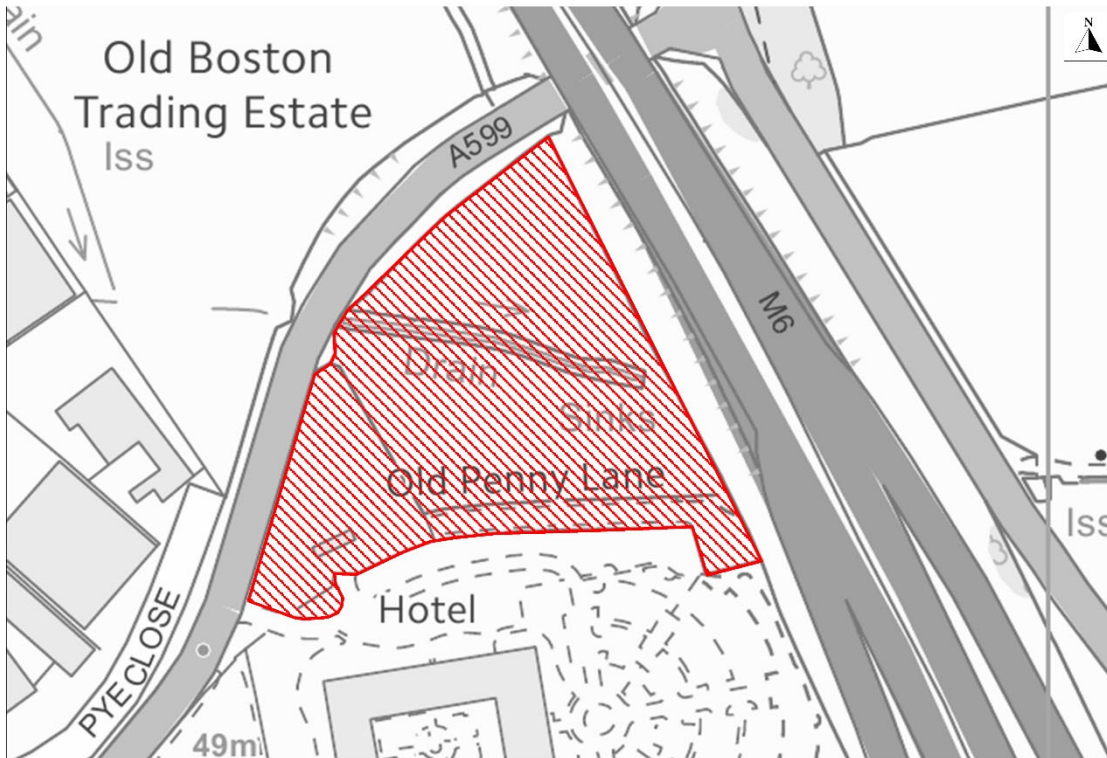


**Requirements:**

- ~~Key site requirements are addressed in the approved plans and conditions attached to planning permission – reference P/2015/0571/HYBR) granted in July 2015, and with a reserved matters application (Ref: P/2018/0476/Res) pending consideration as of October 2018.~~



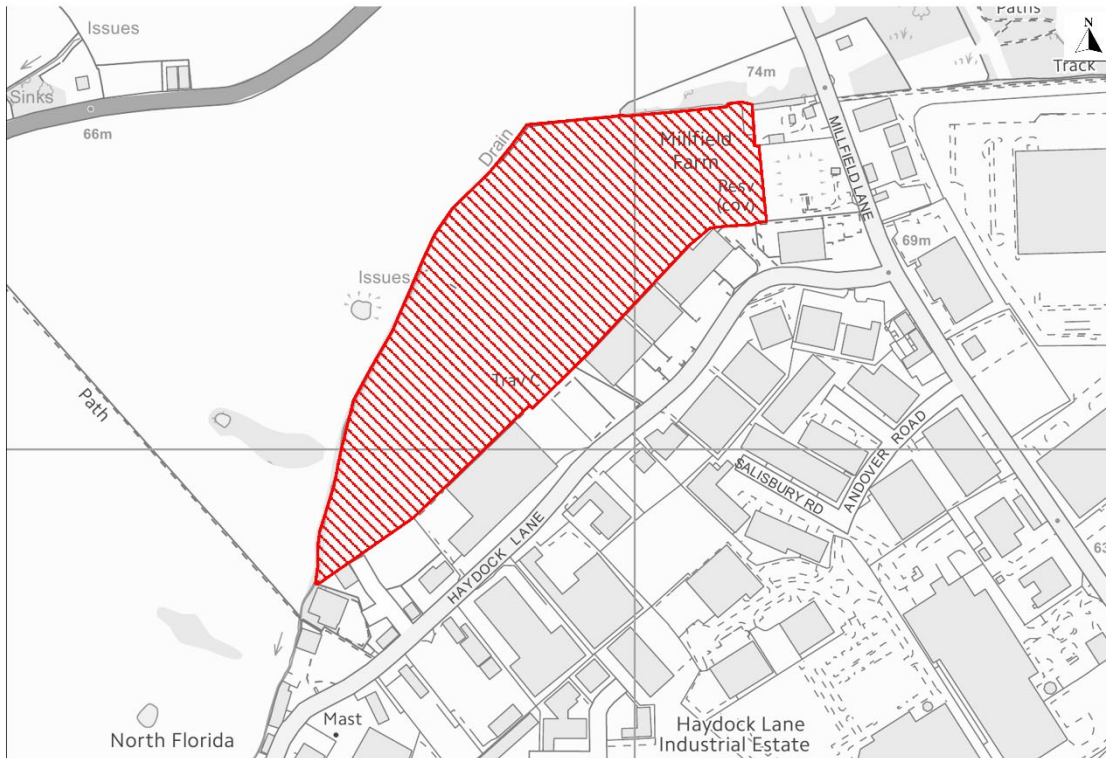
LPSD Ref:	4EA - Land South of Penny Lane, Haydock	Ward:	Haydock
Notional Capacity:	2.16ha	Designation:	Allocate



#### Requirements:

- Safe highway access can **should** be provided off the A599 (Penny Lane).
- ~~The design and layout of the development must integrate well with that of the surrounding area.~~
- Any adverse impacts on the M6 (Junction 223) or other parts of the highway network must be suitably mitigated.
- **Measures to secure suitable access to the site by walking, cycling and public transport, such as the provision of segregated walking and cycling access of Penny Lane, and of accessible bus stops (in consultation with Merseytravel) on Penny Lane.**

LPSD Ref:	5EA - Land to the West of Haydock Industrial Estate, Haydock	Ward:	Haydock
Notional Capacity:	7.75ha	Designation:	Allocate

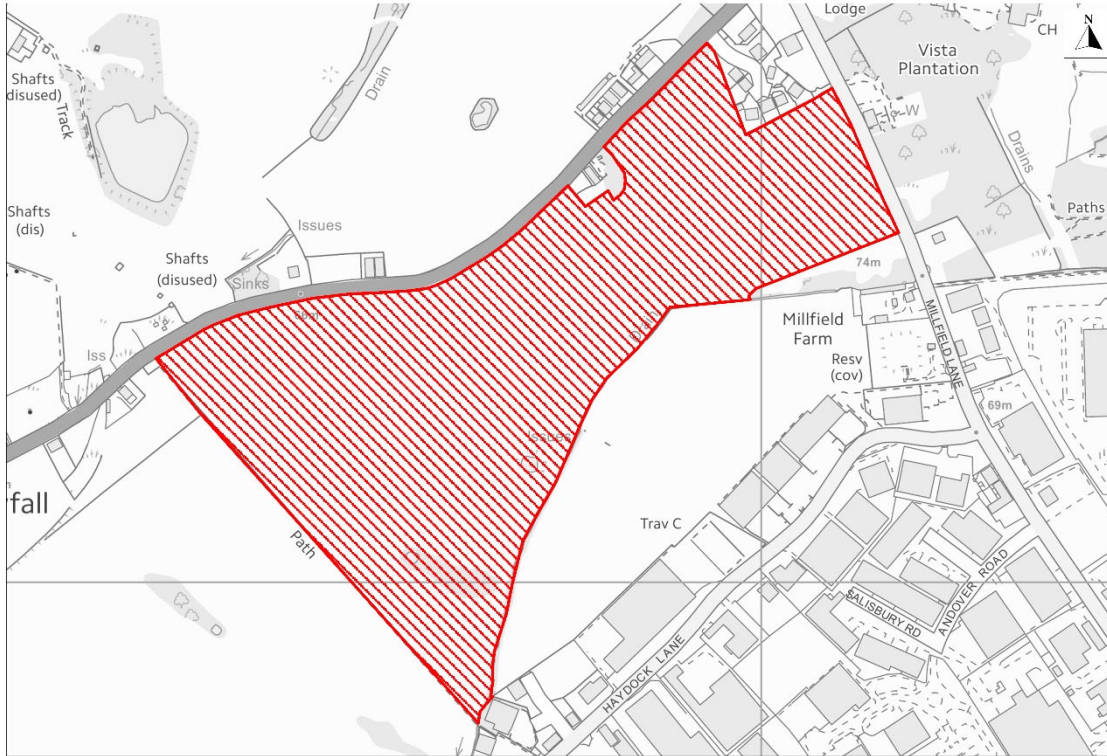


### Requirements:

- Due consideration to be given to neighbouring Millfield Service Reservoir and pressurised distribution main.
- Site falls within a consultation distance of a major hazard pipeline; therefore Essar Oil (UK) Ltd. need to be consulted.
- Safe highway access can be gained through neighbouring allocated site 2EA and 6EA **The provision of safe highway access following detailed highway assessment work on the local network which should include an appropriately designed connection off Haydock Lane, and to also serve employment site allocation 6EA unless it is demonstrated to the satisfaction of the Council that this is not needed to enable a suitable form of development within site 6EA.**
- Implementation of any measures required to mitigate impacts on the M6 (Junction 23) or other parts of the highway network.
- ~~The design and layout of the development must integrate well with that of the surrounding area.~~
- **Provision of effective flood management measures for Clipsley Brook to reduce the risk of flooding downstream and enhance biodiversity.**

- Measures to secure suitable access to the site by walking, cycling and public transport, such as: segregated walking and cycling routes linking to nearby highways and to public right of way 654 (which runs to the south west of the site); the provision of a financial contribution towards upgrading of public right of way no.656 which links to Wigan; and accessible bus stops with shelters to facilitate connections to Earlestown, St Helens and Wigan

<b>LPSD Ref:</b>	<b>6EA - Land West of Millfield Lane, South of Liverpool Road and North of Clipsley Brook, Haydock</b>	<b>Ward:</b>	<b>Haydock</b>
<b>Notional Capacity:</b>	<b>20.58ha</b>	<b>Designation:</b>	<b>Allocate</b>

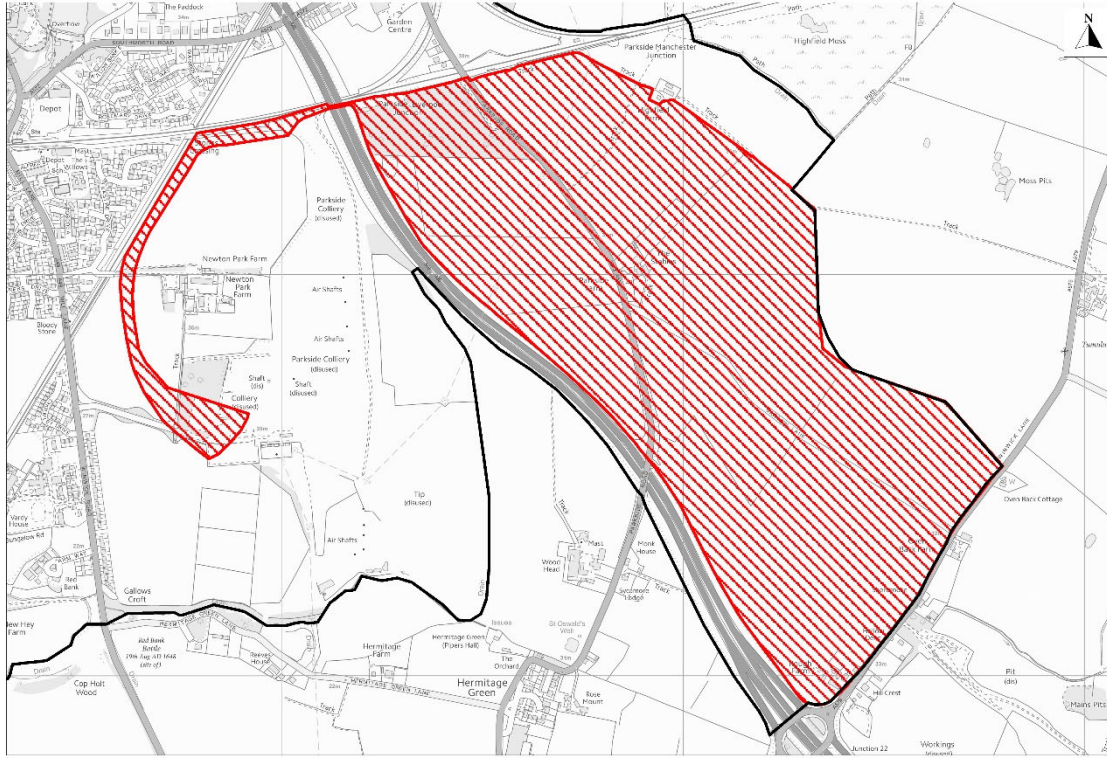


### Requirements:

- ~~Appropriate highway access via Millfield Lane; and allocated 2EA site;~~ **The provision of safe highways access following detailed highway assessment work on the local network, including a suitably designed improvement to the highway layout, and signalling equipment at the junction of Millfield Lane and Liverpool Road, or alternative access arrangements if found acceptable by the Council. The site should also include an appropriately designed spine road through it from Haydock Lane to serve employment site allocation 5EA (unless it is demonstrated to the satisfaction of the Council that this is not necessary).**
- Implementation of any measures required to mitigate impacts on the M6 (Junction 23) or other parts of the highway network.
- The design and layout of the development must integrate well with that of any existing or approved development within allocated sites ~~4EA and 6EA~~ **5EA and the neighbouring, existing Florida Farm North development.**
- Provision of effective flood management measures for Clipsley Brook to reduce the risk of flooding downstream and enhance biodiversity.

- The development must include a buffer of green space alongside Millfield Lane to minimise any effects on the setting of the listed building at “Le Chateau”.
- Measures to secure suitable access to the site by walking, cycling and public transport, such as: segregated walking and cycling routes linking to nearby highways and to public right of way 654 (which runs to the south west of the site); the provision of a financial contribution towards the upgrading of public right of way no.656 which links to Wigan; and accessible bus stops with shelters on Liverpool Road and Millfield Lane to facilitate connections to Earlestown, St Helens and Wigan.
- The design of the site must take account of the role of this land in preventing ribbon development along Liverpool Road and the separation of Haydock and Ashton-in-Makerfield through the use of layout, boundary treatments, landscaping areas and other means.

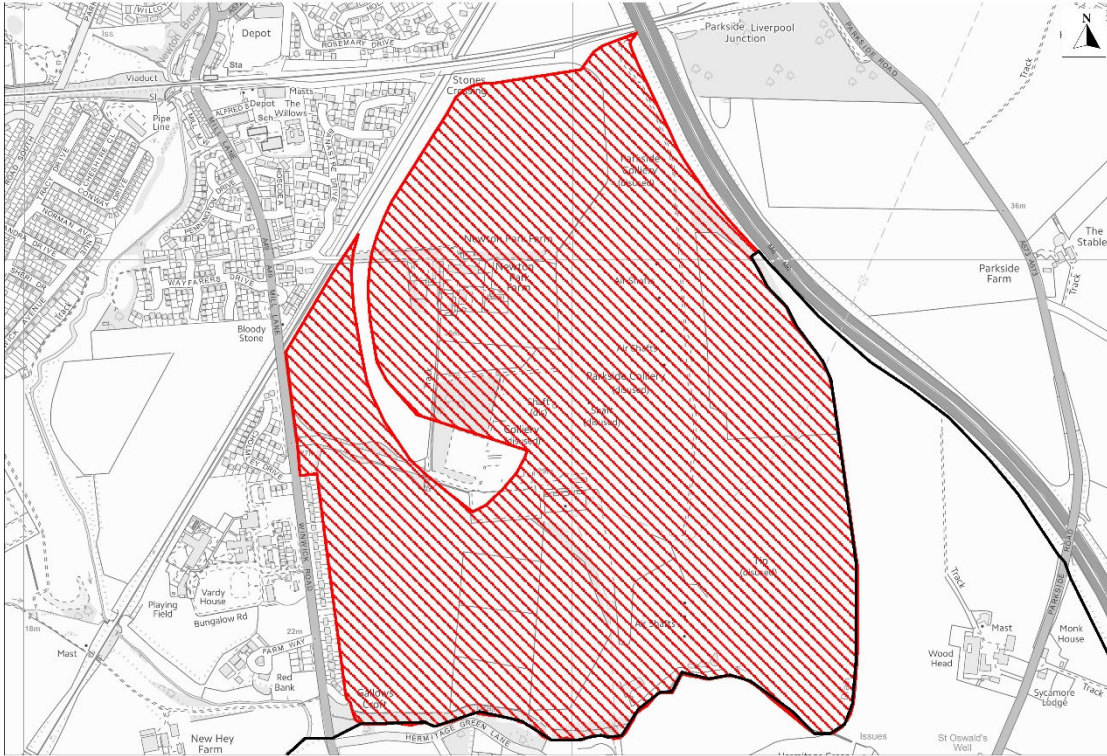
<b>LPSD Ref:</b>	<b>7EA - Parkside East, Newton-le-Willows</b>	<b>Ward:</b>	<b>Newton</b>
<b>Notional Capacity:</b>	<b>64.55ha</b>	<b>Designation:</b>	<b>Allocate</b>



**Requirements:**

- See Policy LPA10

<b>LPSD Ref:</b>	<b>8EA - Parkside West, Newton-le-Willows</b>	<b>Ward:</b>	<b>Newton</b>
<b>Notional Capacity:</b>	<b>79.57ha</b>	<b>Designation:</b>	<b>Allocate</b>



**Requirements:**

- ~~Access to an initial phase of development can be provided off the A49 (Winwick Road).~~
- ~~Later phases of development should be served by a new link road from the east (linking to junction 22 of the M6).~~
- ~~The amount of development achievable within each phase must be determined using a comprehensive transport assessment to be approved by relevant highway authorities.~~
- ~~Any adverse impacts on the M6 (Junction 22) or other parts of the highway network must be suitably mitigated.~~
- ~~Suitable measures must be included to control impact of increased traffic movement or uses within the site on residential amenity, noise and/or air quality in the surrounding area.~~

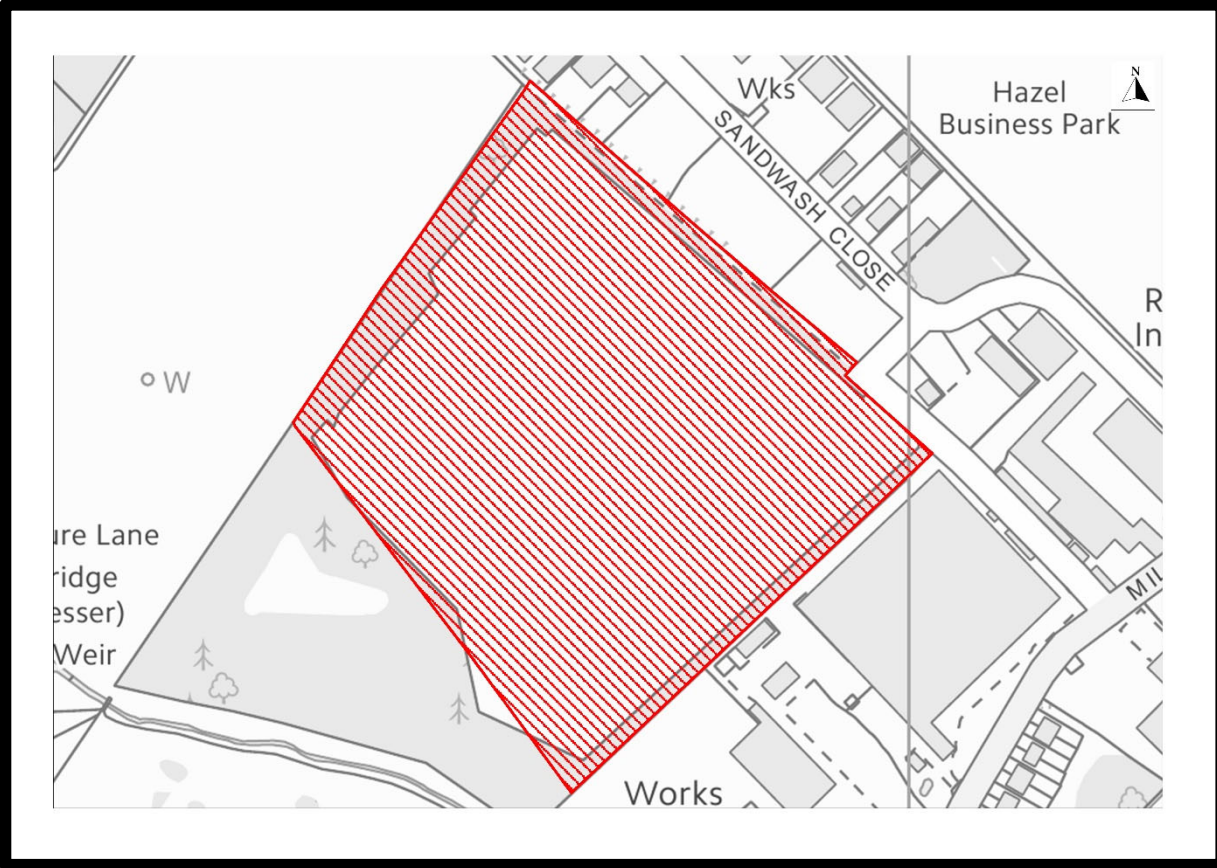
# 10

- ~~Proposals must include measures to mitigate any adverse impacts on the Battle of Winwick Registered Battlefield and other heritage assets in the area.~~
- ~~The development must avoid prejudicing the future development of siding facilities (to serve future development within Parkside East – site 7EA) within the area indicated for this purpose shown on the Policies Map.~~
- **See Policy LPA12**

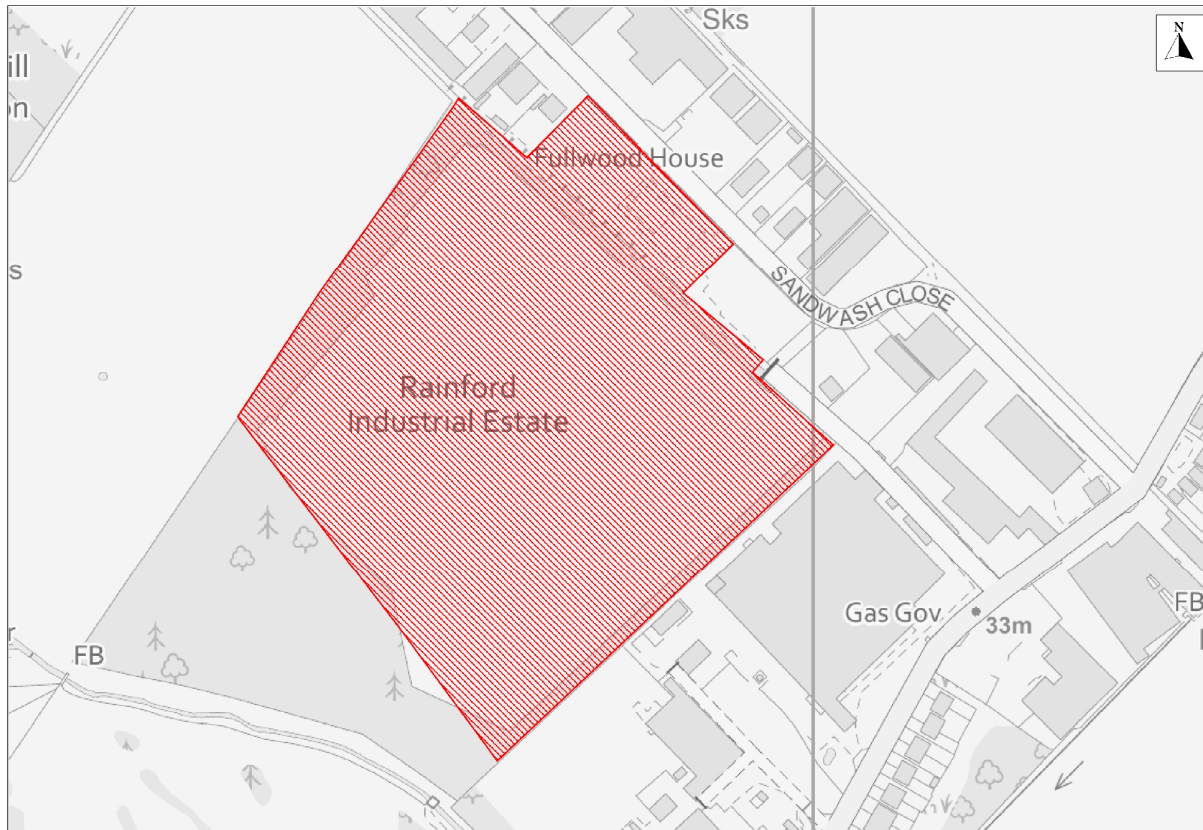


<b>LPSD Ref:</b>	<b>9EA - Land to the West of Sandwash Close, Rainford</b>	<b>Ward:</b>	<b>Rainford</b>
<b>Notional Capacity:</b>	<b>6.967.70ha</b>	<b>Designation:</b>	<b>Allocate</b>

Site Plan as submitted:



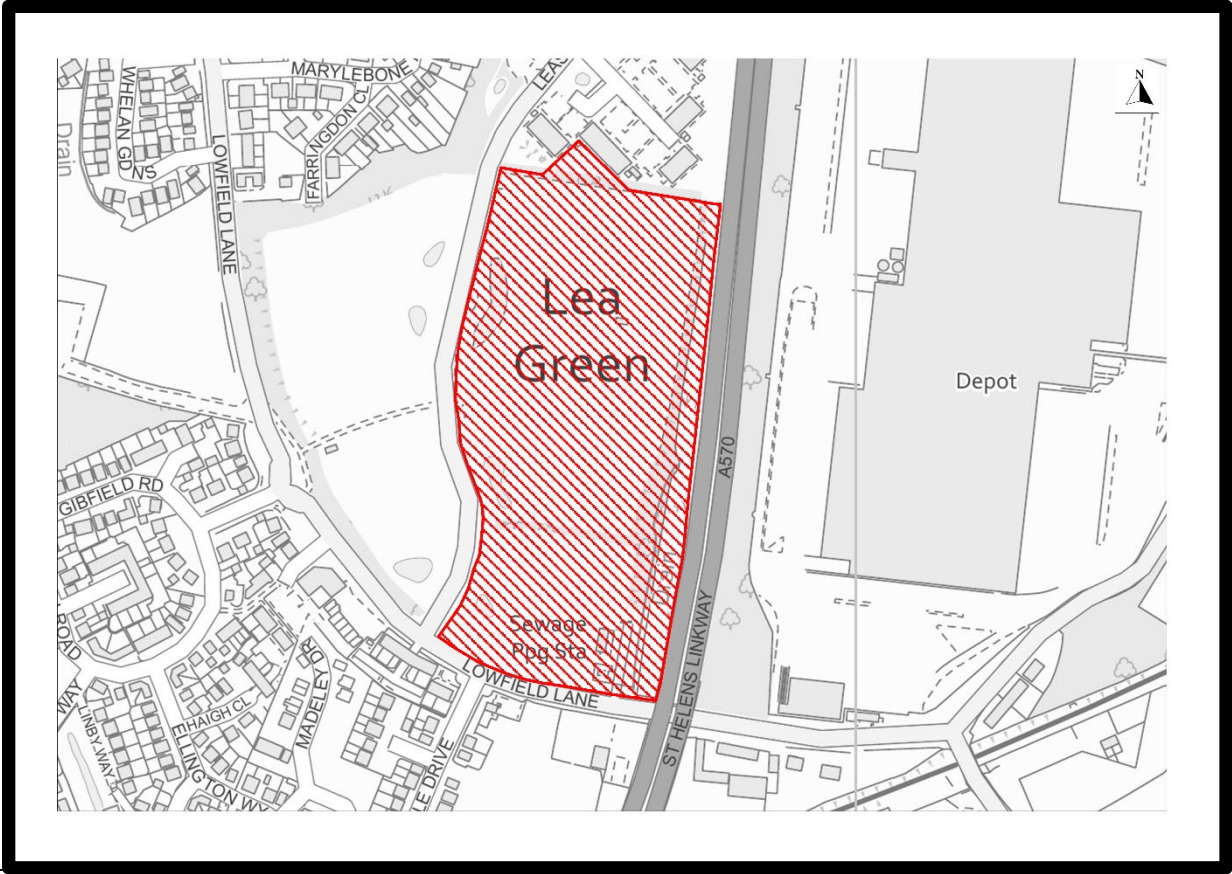
Proposed site changes:



#### Requirements:

- ~~Key site requirements are addressed in the approved plans and conditions attached to planning permission reference P/2006/115, and subsequent planning permission reference P/2009/1046, granted in January 2010.~~
- **The development must provide details of trees & landscaping to reduce impact on the landscape and provide effective screening**
- **Safe highway access should be provided including sight splays in accordance with the Manual for Streets**
- **Provision of effective drainage to reduce the risk of surface water flooding**
- **Proposals need to include an effective Travel Plan**

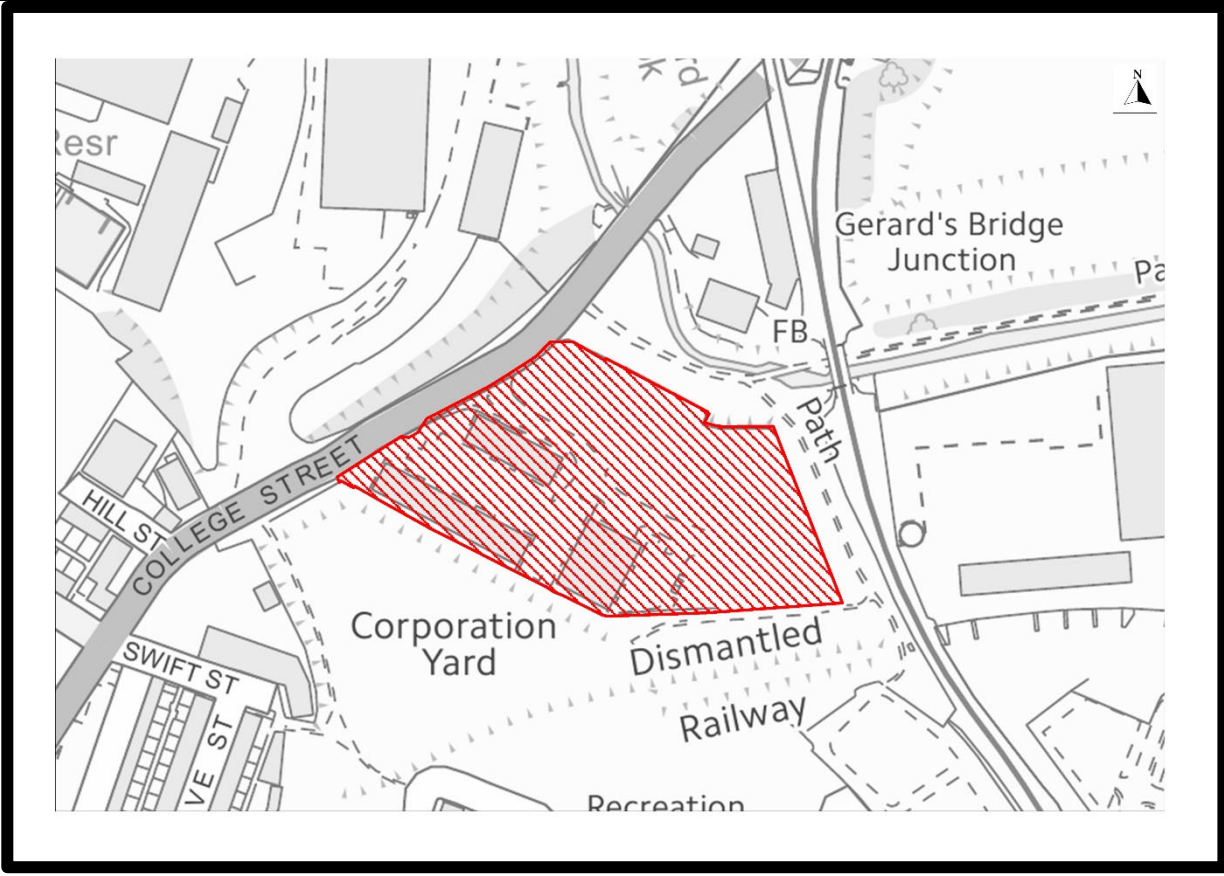
<b>LPSD Ref:</b>	<b>10EA - Land at Lea Green Farm West, Thatto Heath</b>	<b>Ward:</b>	<b>Thatto Heath</b>
<b>Notional Capacity:</b>	<b>3.84ha</b>	<b>Designation:</b>	<b>Allocate</b>



**Requirements:**

- Key site requirements are addressed in the approved plans and conditions attached to planning permission reference P/2016/0567/HYBR, granted in November 2016.

<b>LPSD Ref:</b>	<b>11EA - Land at Gerards Park, College Street, St. Helens Town Centre</b>	<b>Ward:</b>	<b>Town Centre</b>
<b>Notional Capacity:</b>	<b>0.95ha</b>	<b>Designation:</b>	<b>Allocate</b>



**Requirements:**

- Key site requirements are addressed in the approved plans and conditions attached to planning permission reference P/2016/0903/FUL, granted in May 2017.

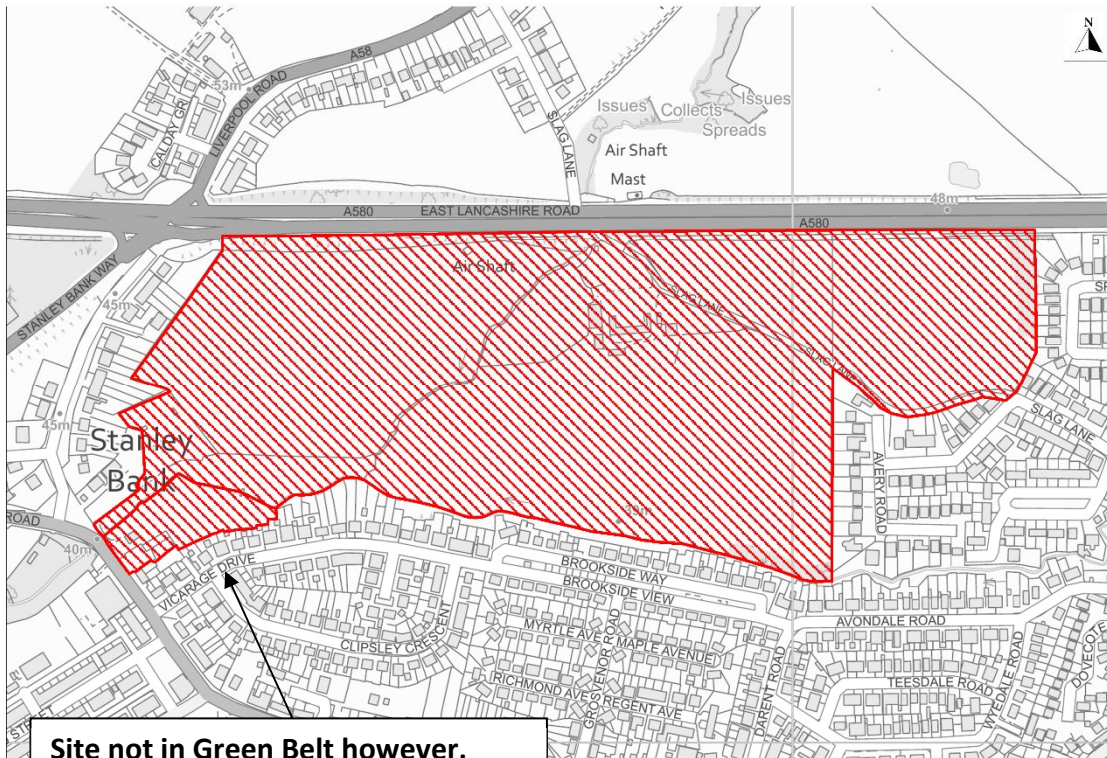
<b>LPSD Ref:</b>	<b>1HA - Land South of Billinge Road, East of Garswood Road and West of Smock Lane, Garswood</b>	<b>Ward:</b>	<b>Billinge &amp; Seneley Green</b>
<b>Notional Capacity:</b>	<b>216 units</b>	<b>Designation:</b>	<b>Allocate</b>



#### Requirements:

- Safe highway access should be provided from Garswood Road and / or Billinge Road (with any necessary off-site improvements).
- ~~Pedestrian and cycle access should be provided through the site to the wider area.~~ **Measures to secure suitable access to the site by walking, cycling and public transport such as: (a) the provision of segregated walking and cycling routes which must run through the site and link to nearby highways; (b) the upgrading of pedestrian footways alongside existing highways around the site; (c) the upgrading of existing bus stops on Garswood Road, Billinge Road and Smock Lane close to the site so that they become fully accessible (including for disabled persons); and (d) a financial contribution towards the upgrading of Garswood station.**
- Provision of effective flood management measures to reduce the risk of flooding caused by overland flow.
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03.~~
- ~~The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.~~

<b>LPSP Ref:</b>	<b>2HA - Land at Florida Farm (South of A580), Slag Lane, Blackbrook</b>	<b>Ward:</b>	<b>Blackbrook &amp; Haydock (area outside Green Belt)</b>
<b>Notional Capacity:</b>	<b>522 units</b>	<b>Designation:</b>	<b>Allocate</b>



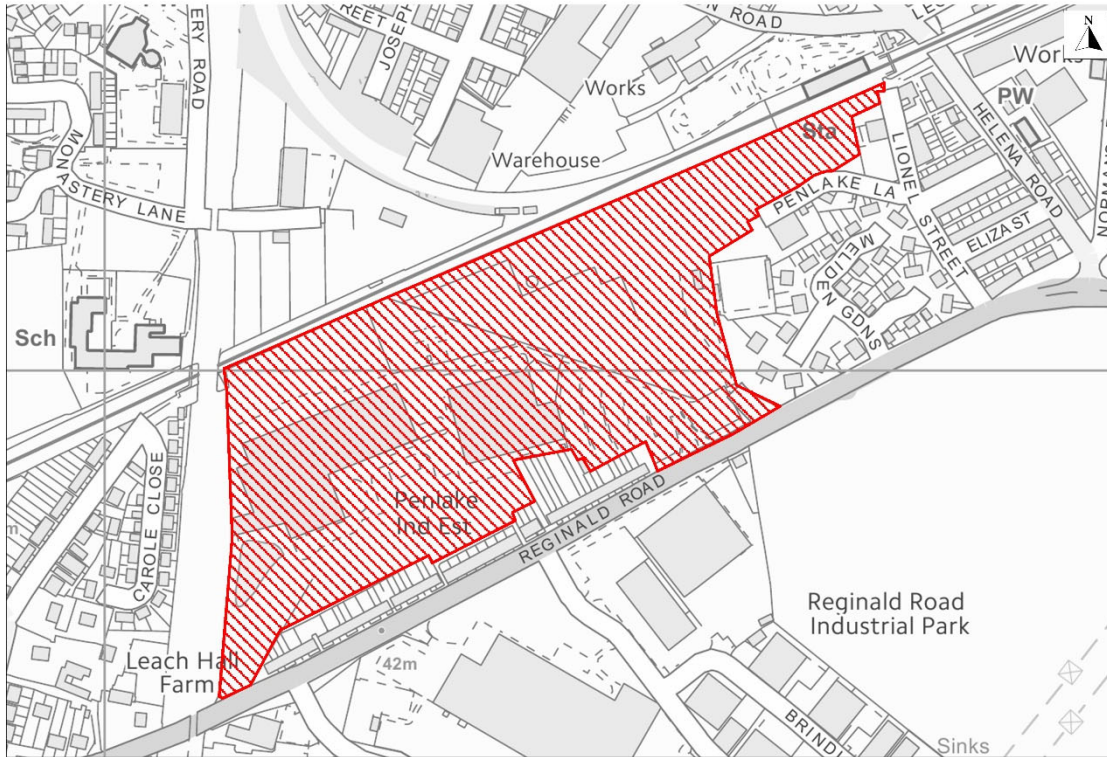
**Site not in Green Belt however, allocated with the above land.**

**Requirements:**

- Highway access should be provided via a primary access from Vicarage Road (with any necessary off-site improvements to this) and a left-in, left-out access from the A580 East Lancashire Road.
- ~~Pedestrian and cycleway access will be required onto Haydock Lane via Slag Lane.~~ **Measures to secure suitable access to the site by walking, cycling and public transport such as: (a) the provision of segregated walking and cycling routes which must run through the site and link to nearby highways at Haydock Lane (via Slag Lane), Vicarage Road and the A580 East Lancashire Road (to the north east and north west of the site); and (b) the upgrading of existing bus stops on Vicarage Road and Clipsley Lane close to the site so that they become fully accessible (including for disabled persons)**
- Provision of effective flood management measures for Clipsley Brook to reduce the risk of flooding downstream and enhance biodiversity.
- ~~Financial contributions for education and off-site highway works may be required; this will be subject to further assessment at the master planning stage.~~
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03.~~

- The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.

<b>LPSD Ref:</b>	<b>3HA – Former Penlake Industrial Estate, Reginald Road, Bold</b>	<b>Ward:</b>	<b>Bold</b>
<b>Notional Capacity:</b>	<b>337 units</b>	<b>Designation:</b>	<b>Allocate</b>

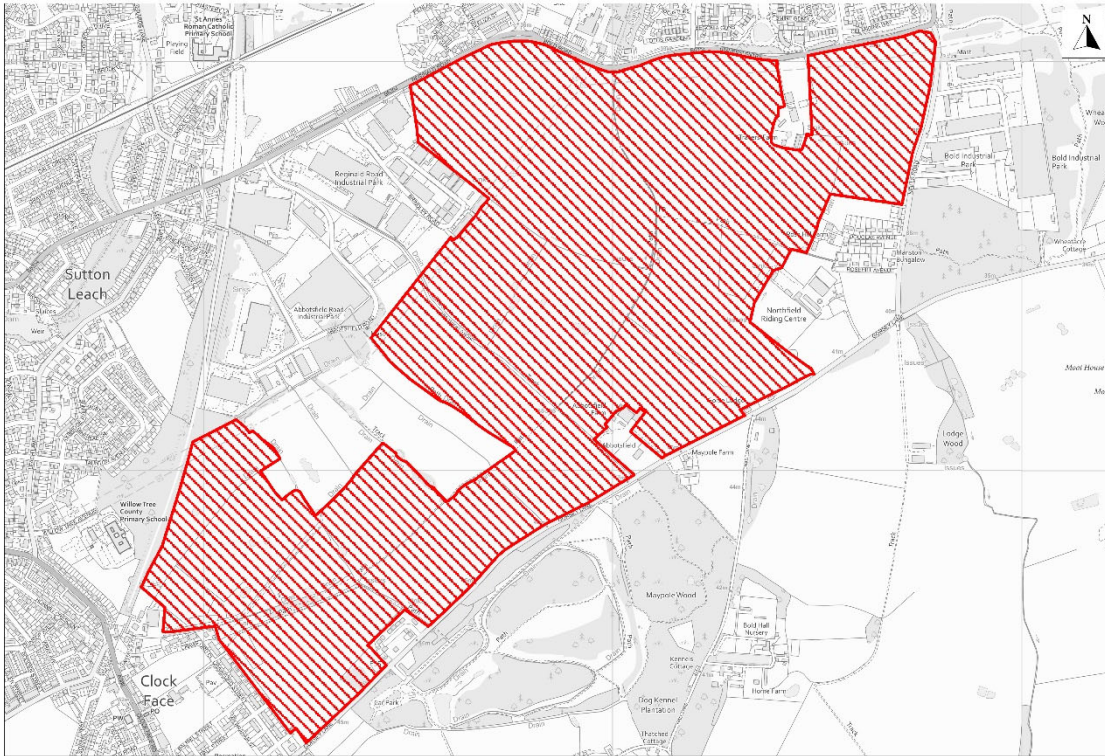


**Requirements:**

- Key site requirements are addressed in the approved plans and conditions attached to planning permission reference P/2015/0130, granted on 11 December 2015.



<b>LPSD Ref:</b>	<b>4HA - Land bounded by Reginald Road/Bold Road/Travers Entry/Gorse lane/Crawford Street, Bold (Bold Forest Garden Suburb)</b>	<b>Ward:</b>	<b>Bold</b>
<b>Notional Capacity:</b>	<b>2,988 units</b>	<b>Designation:</b>	<b>Allocate</b>



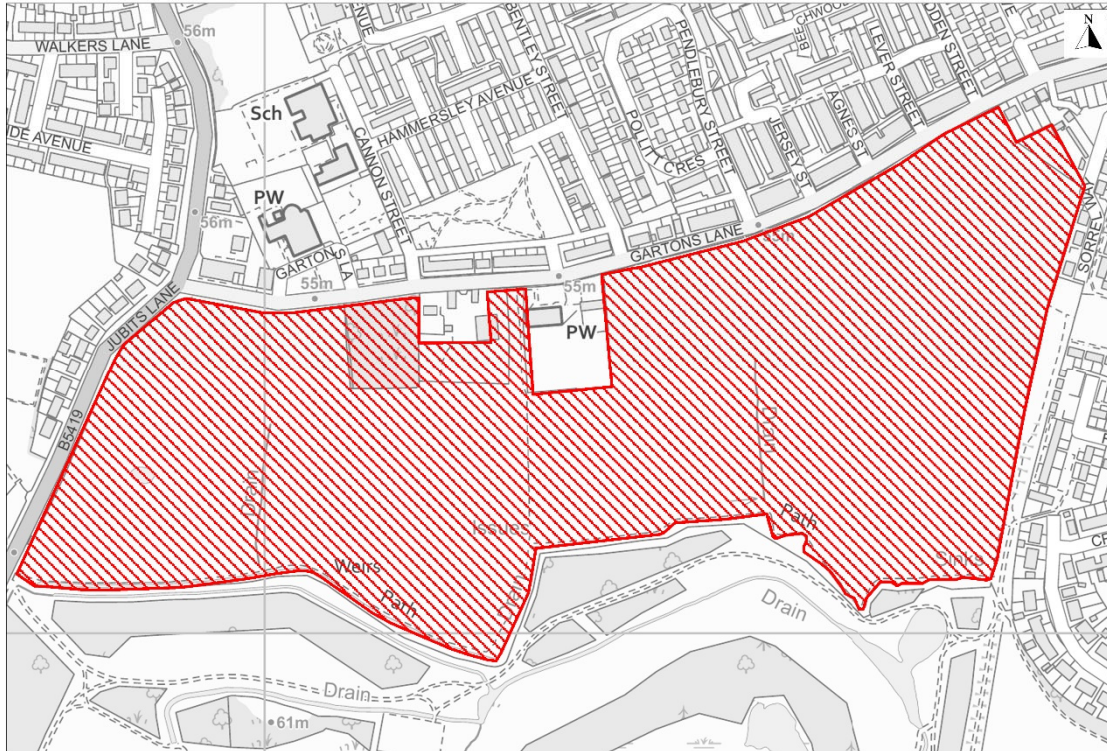
**Requirements:**

- ~~The development must be consistent with the vision, aims, objectives and policies of the Bold Forest Park Area Action Plan (BFPAAP).~~
- ~~The development must provide a well landscaped setting including extensive green links through and around the site, and tree planting to reduce impact on the landscape and promote the objective of the BFPAAP to increase tree cover by 30% across the Bold Forest as a whole.~~
- ~~Any adverse impacts on biodiversity interests within the existing Local Wildlife Site (LWS 108 as indicated on the Policies Map) and the proposed extension to this must be either avoided or minimised. Any resultant harm must be adequately mitigated.~~
- ~~The development must create a permeable layout with a range of highways provided through the site with access via the B5204, Neills Road and Gorse Lane. The layout must be compatible with the provision of a bus service through the site between Clock Face and St Helens Junction~~
- ~~The development must also provide a choice of foot, bridleway, and cycle routes through the site to facilitate access between homes, workplaces, recreational~~

facilities, and other key services in the area. These must where necessary be segregated to ensure safety and include new provision in line with policy INF6 “Creating an Accessible Forest Park” of the Bold Forest Park Area Action Plan 2017.

- Financial contributions or the provision of on-site infrastructure for education and off-site highway works may be required; this will be subject to further assessment at the master planning stage.
- The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.
- The layout must avoid causing excessive noise or disturbance to occupiers of existing dwellings and businesses within or around the site and for users of walking and cycling routes and open spaces.
- **See Policy LPA13**

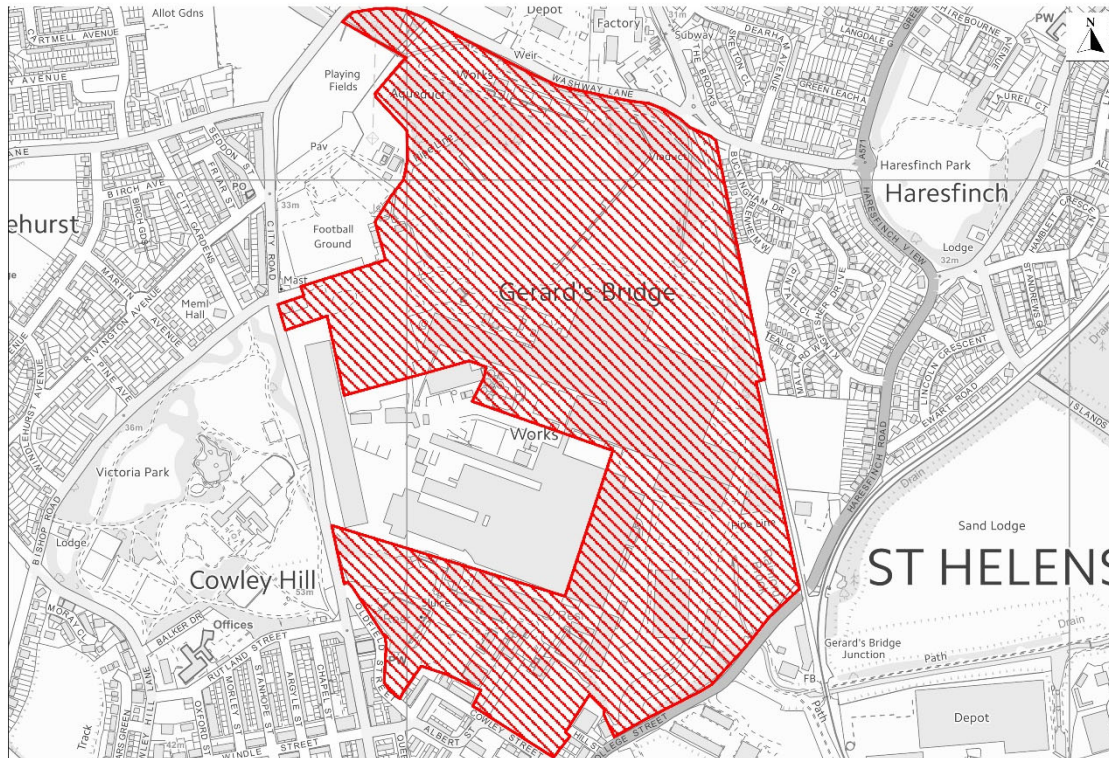
<b>LPSD Ref:</b>	<b>5HA - Land South of Gartons Lane and former St. Theresa's Social Club, Gartons Lane, Bold</b>	<b>Ward:</b>	<b>Bold</b>
<b>Notional Capacity:</b>	<b>569 units</b>	<b>Designation:</b>	<b>Allocate</b>



#### Requirements:

- The master plan should preferably incorporate the former St. Teresa's Social Club site.
- Appropriate highway access should be provided via Jubits Lane and Gartons Lane, together with a suitable internal road network.
- The development should integrate well into the Bold Forest Park setting and provide satisfactory pedestrian, bridleway, and cycleway access into the Forest Park.
- The developer would be expected to fund the provision of a suitable access road to the car park area in the adjacent Bold Forest Park, as well as utility service connections.
- Financial contributions for education and off-site highway works **and the improvement of St Helens Junction and/or Lea Green stations** may be required; **this. These and any other requirements** will be subject to further assessment at the master planning stage.

<b>LPSD Ref:</b>	<b>6HA - Land at Cowley Street, Cowley Hill, Town Centre</b>	<b>Ward:</b>	<b>Moss Bank</b>
<b>Notional Capacity:</b>	<b>816 units</b>	<b>Designation:</b>	<b>Allocate</b>



#### Requirements:

- **The development must provide a permeable layout with a range of highways provided through the site with links** Appropriate highway access should be provided from City Road and College Street (with any necessary off-site improvements). **Any development proposal must also consider the potential to provide a new spine road providing a strategic link to the A580 East Lancashire Road**
- **The layout must be compatible with the provision of a bus service through the site and linking to St Helens Central rail station. New accessible bus stops should be provided through the site according to Merseytravel's specification, so that none of the new dwellings are more than 400 metres walking distance from a bus stop.**
- **The internal site layout should provide a permeable network for walking and cycling, linking to adopted highway and greenway networks outside the site. As part of this, a Green corridor, incorporating the Local Wildlife Site LWS47, should be provided from the north around the eastern boundary of the site linking the green spaces and habitats along Rainford Brook and the wider greenway network.**

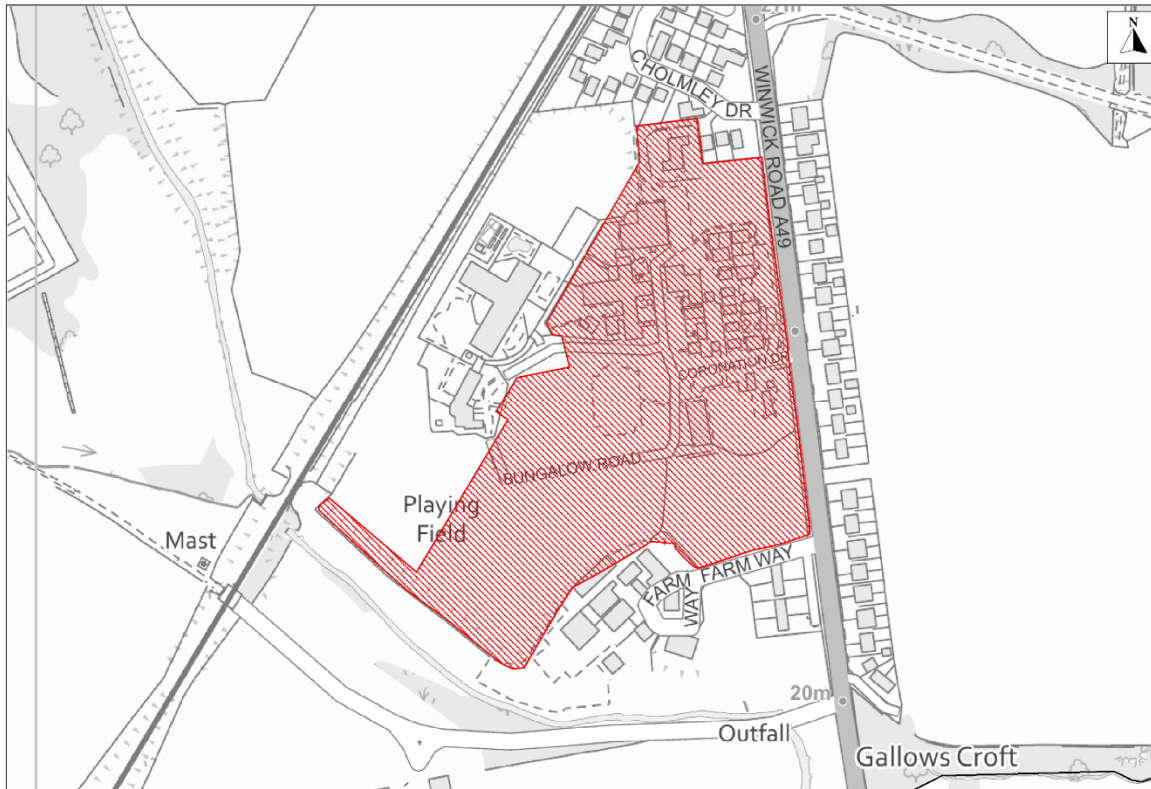
- Measures to 'slow the flow' and enhance biodiversity within the culvert running along the eastern boundary of the site will be required in line with Policy LPC12 'flood Risk and Water Management'.
- The development should include appropriate measures to attenuate noise from the adjacent employment use(s).
- The development area allows for the inclusion of 4ha of B1-employment **Light industrial, offices and research and development** uses (if this is not implemented this will make more land available for housing).
- Any development should address any contamination issues and/or other geo-technical issues affecting the site.
- Related to the above, site levels should be carefully considered in relation to the site layout and surrounding area.
- ~~The design and layout of the development should provide for a range of house types in character areas.~~
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03.~~

<b>LPSD Ref:</b>	<b>7HA - Land West of the A49 Mill Lane and to the East of the West Coast Mainline Railway Line, Newton-le-Willows</b>	<b>Ward:</b>	<b>Newton</b>
<b>Notional Capacity:</b>	<b>484140 units</b>	<b>Designation:</b>	<b>Allocate</b>

Policies Map as submitted



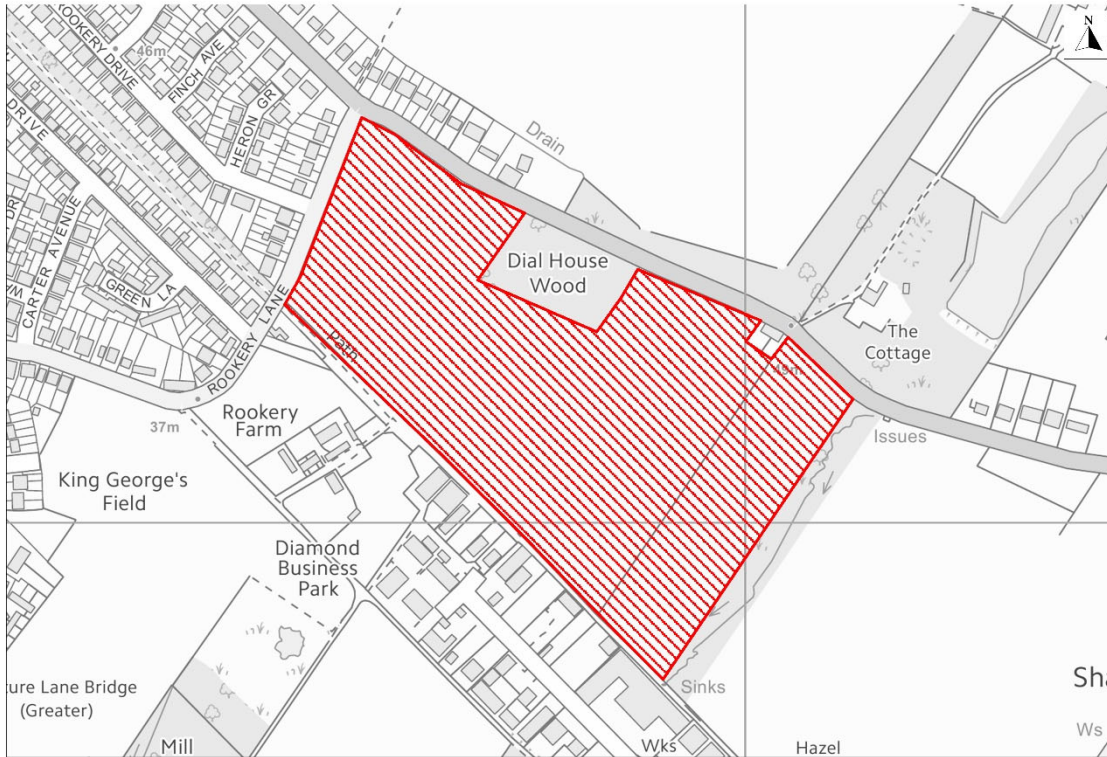
Proposed modification:



#### Requirements:

- Safe highway access should be provided from Winnick Road (with any necessary off-site improvements).
- **The internal site layout should provide a permeable network for walking and cycling, linking to the external adopted highway and greenway networks.**
- **Accessible bus stops should be provided adjacent to the site according to Merseytravel's specification.**
- Appropriate noise attenuation measures, including buffers, should be incorporated to protect new residents from unacceptable noise levels from the adjoining railway line and adjacent farm activities.
- Provision of effective flood management measures to reduce the risk of flooding.
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03.~~
- Existing protected trees within the site should be given due consideration in line with Policy LPC10.
- ~~The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.~~

<b>LPSD Ref:</b>	<b>8HA - Land South of Higher Lane and East of Rookery Lane, Rainford</b>	<b>Ward:</b>	<b>Rainford</b>
<b>Notional Capacity:</b>	<b>259 units</b>	<b>Designation:</b>	<b>Allocate</b>



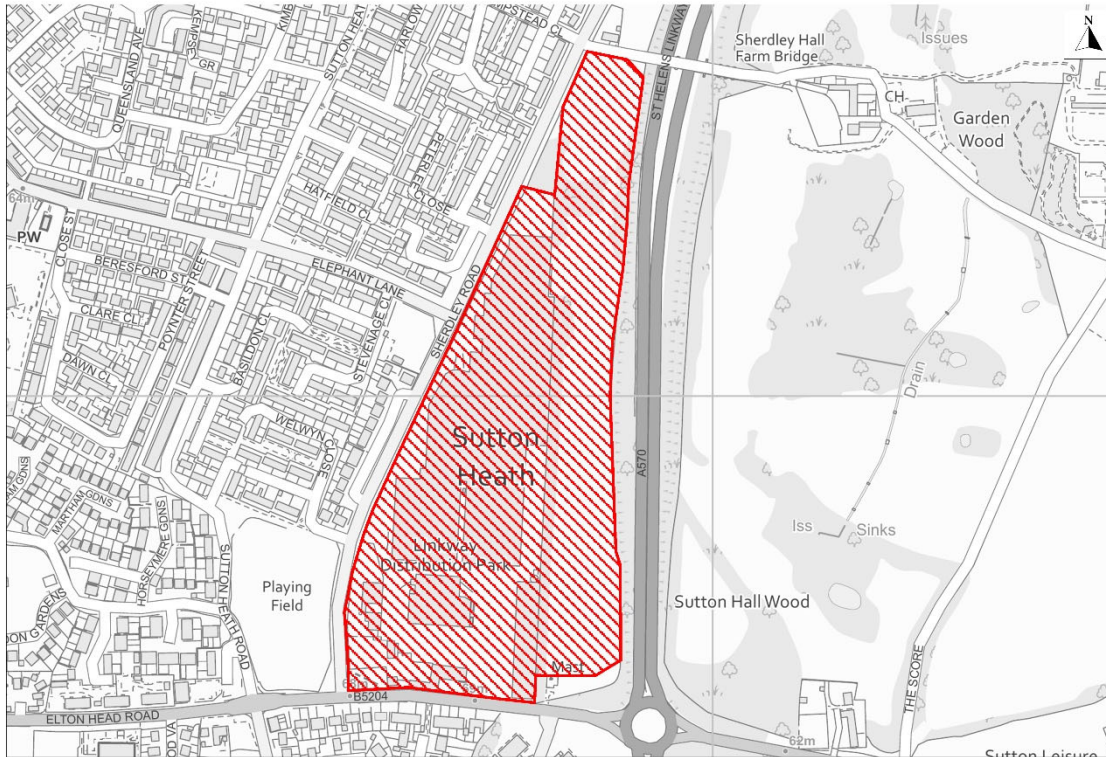
### Requirements:

- Safe highway access should be provided from both Rookery Lane and Higher Lane (with any necessary off-site improvements).
- **The internal site layout should provide a permeable network for walking and cycling, linking to the external adopted highway and greenway networks. This shall include the provision of pedestrian and cycleway access to and along Rainford Linear Park and to public right of way 831.**
- **Accessible bus stops should be provided adjacent to the site according to Merseytravel's specification.**
- Appropriate noise attenuation measures should be incorporated to protect new residents from unacceptable noise levels from the adjoining industrial area.
- A flood attenuation feature and habitat creation (similar to existing woodland to the south-east of the site) would be required along the south-western boundary with Rainford Linear Park (minimum 25m).
- Existing protected trees within the site should be given due consideration in line with Policy LPC10.



- ~~The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.~~

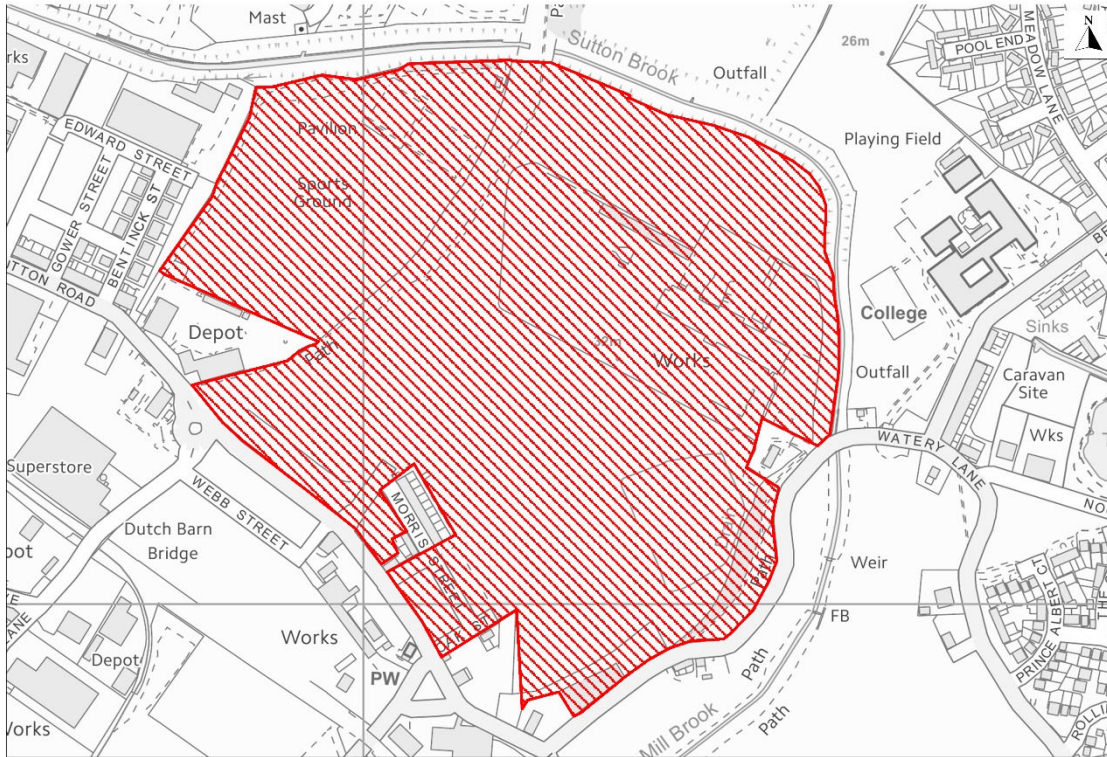
LPSD Ref:	9HA - Land at former Linkway Distribution Park, Elton Head Road, Thatto Heath	Ward:	Thatto Heath
Notional Capacity:	350 units	Designation:	Allocate



### Requirements:

- Key site requirements are addressed in the approved plans and conditions attached to planning permission reference P/2018/0060/FUL, granted on 20 June 2018.
- **Development should address any contamination issues and/or other geo-technical issues affecting the site.**
- **Existing protected trees within the site should be given due consideration in line with Policy LPC10.**
- **Appropriate consideration of archaeological finds prior to commencement on site must be given, including a watching brief during construction.**
- **Scheme required for intrusive site investigations relating for mine entry and the carry out of those works.**

<b>LPSD Ref:</b>	<b>10HA – Moss Nook Urban Village, Watery Lane, Moss Nook, Sutton</b>	<b>Ward:</b>	<b>Town Centre</b>
<b>Notional Capacity:</b>	<b>802 units</b>	<b>Designation:</b>	<b>Allocate</b>



### Requirements:

- Appropriate highway access to be provided linking Sutton Road to Watery Lane (with any necessary off-site improvements).
- Off-site highway works to be undertaken, to be phased in line with the development of the site.
- **The layout must be compatible with the provision of a bus service through the site. New accessible bus stops should be provided through the site according to Merseytravel's specification, so that none of the new dwellings are more than 400 metres walking distance from a bus stop.** Suitable measures will be required to ensure accessibility through the site by bus.
- **The internal site layout should provide a permeable network for walking and cycling, linking to adopted highway and greenway networks outside the site. This shall include the provision of links to and along the Sutton Brook greenway.**
- **The implementation of any other measures necessary to promote sustainable transport or other infrastructure provision, in accordance with policies LPA07 and LPA08.**
- Appropriate site remediation should be undertaken along with resolution of any geo-technical issues.

- ~~The design and layout should provide for a range of house types and character areas~~
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03. Any loss of existing playing fields must include replacement provision of an equal (or improved) quantity and quality.~~
- Playing pitches within the site must be suitably replaced off-site before they are lost as part of the development.
- Appropriate noise mitigation measures may be required in relation to industrial land uses close to the site.
- Provision of a small commercial/retail area close to the junction with Sutton Road
- (NB planning permission P/2003/1574 was granted for mainly residential development on 18 July 2007; Permission P/2011/0058 to – in summary – vary conditions on the scheme was granted on 22 May 2017).

## Annex 2

Updated LPSD Appendix 7 site profiles.

### **Appendix 7: Site Profiles – Safeguarded Employment and Housing Sites**

[Please note: the **sites listed in this appendix are not allocated for development within the Plan period. The** requirements set out for each site in this appendix are in addition to any others that ~~are needed to comply with Plan policies~~ **may apply to a future development proposal at the time** e.g., in relation to infrastructure provision]

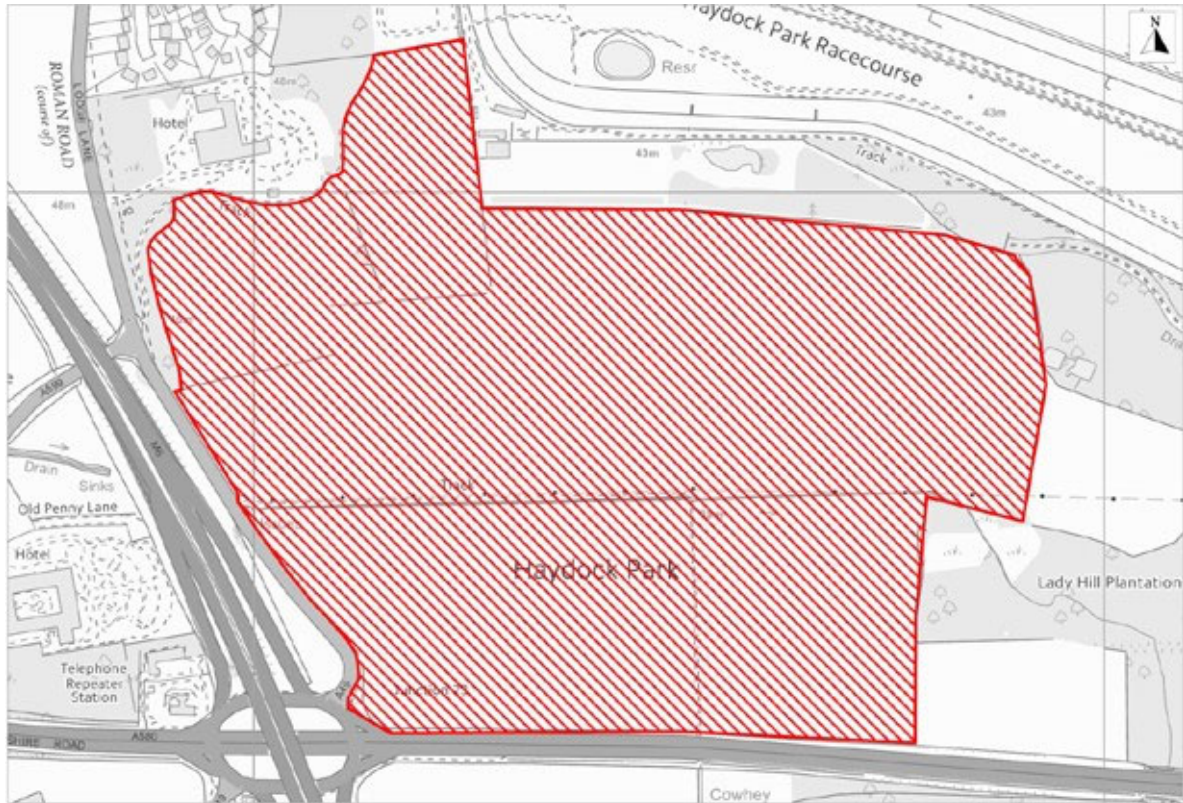
<b>LPSD Ref:</b>	<b>1ES - Land North of M62 and South of Gorse Lane, Bold</b>	<b>Ward:</b>	<b>Bold</b>
<b>Notional Capacity:</b>	<b>29.98ha</b>	<b>Designation:</b>	<b>Safeguard</b>



### Requirements:

- Appropriate highway access via the existing Omega North Western extension development.
- Implementation of any measures required to mitigate impacts on the M62 (Junction 8) or other parts of the highway network.
- Measures to secure suitable access to the site by walking, cycling, and public transport **and other sustainable modes** from residential areas in St Helens and Warrington.

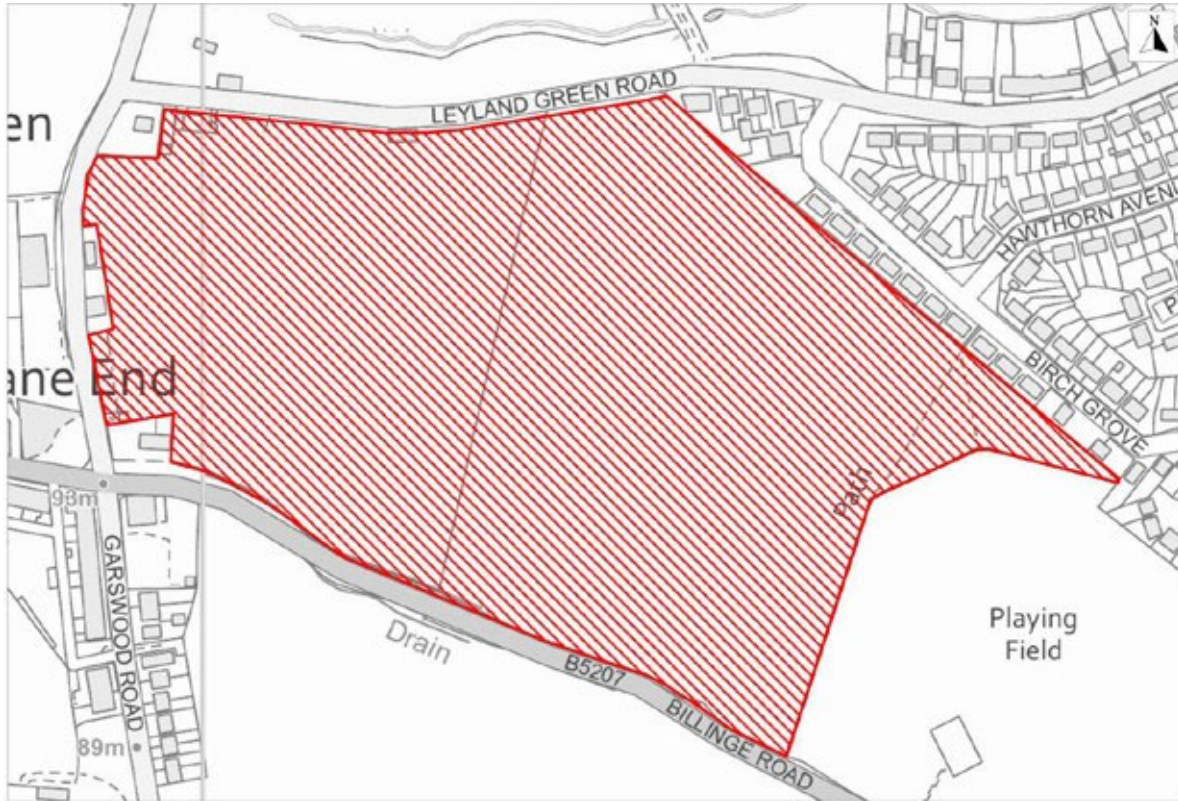
<b>LPSD Ref:</b>	<b>2ES – Land to the East of M6 Junction 23 (South of Haydock racecourse), Haydock</b>	<b>Ward:</b>	<b>Haydock</b>
<b>Notional Capacity:</b>	<b>42.31ha</b>	<b>Designation:</b>	<b>Safeguard</b>



### Requirements:

- Appropriate highway access should be provided via the A580 (East Lancashire Road).
- Developers must liaise with Highways England and St. Helens Council to identify and deliver any enhancement work required to M6 Junction 23 to mitigate any impacts from the proposed development.
- ~~Opportunities to provide improved bus services and pedestrian and cycle links from residential areas in St. Helens to the site should be delivered if practicable.~~
- **Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes from residential areas in St Helens, Wigan, and Warrington.**
- **Appropriate landscape mitigation measures must be provided to ensure landscape harm is minimised to an acceptable degree.**

LPSD Ref:	1HS - Land South of Leyland Green Road, North of Billinge Road and East of Garswood Road, Garswood	Ward:	Billinge & Seneley Green
Notional Capacity:	291 units	Designation:	Safeguard

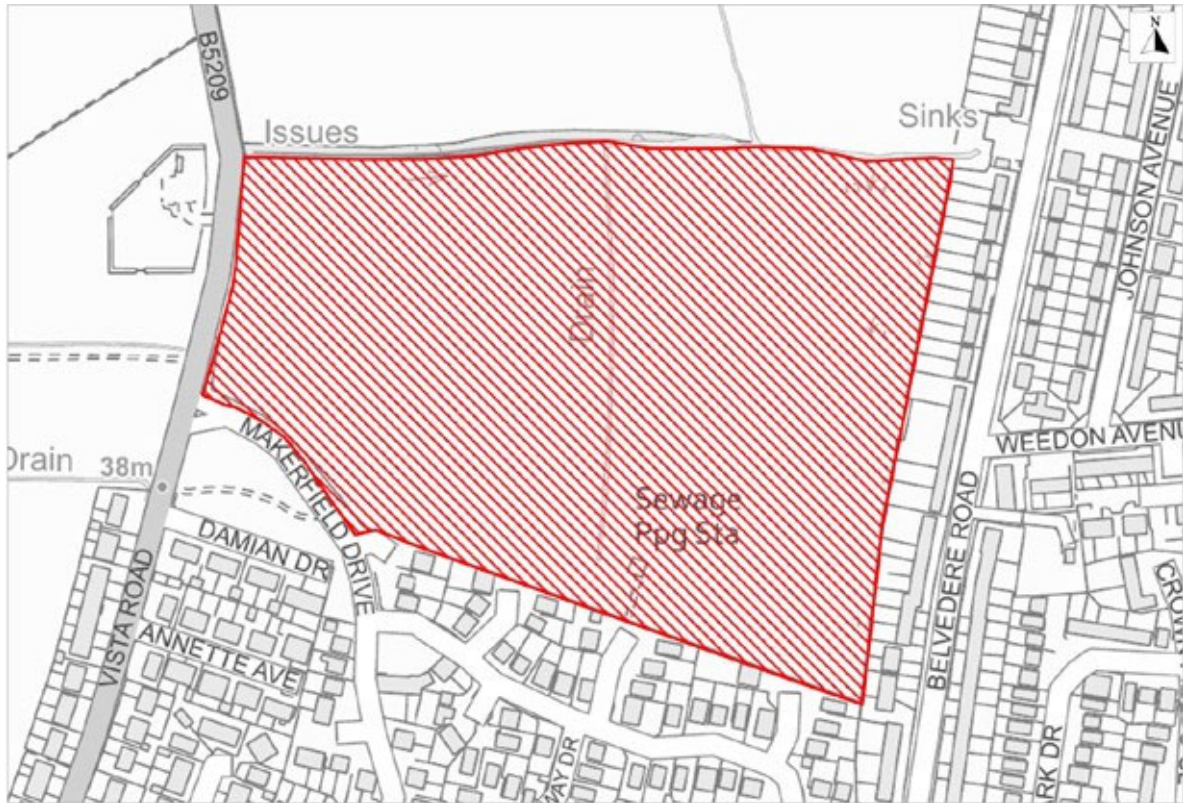


#### Requirements:

- Safe highway access should be provided from Leyland Green Road and Billinge Road (with any necessary off-site improvements).
- ~~Pedestrian and cycle access should be provided through the site to the wider area.~~
- **Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.**
- Provision of effective flood management measures to reduce the risk of flooding.
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03.~~
- ~~The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.~~
- The ground conditions are unknown, although historic mineshafts are recorded within the sub-parcel, so further investigation is required.



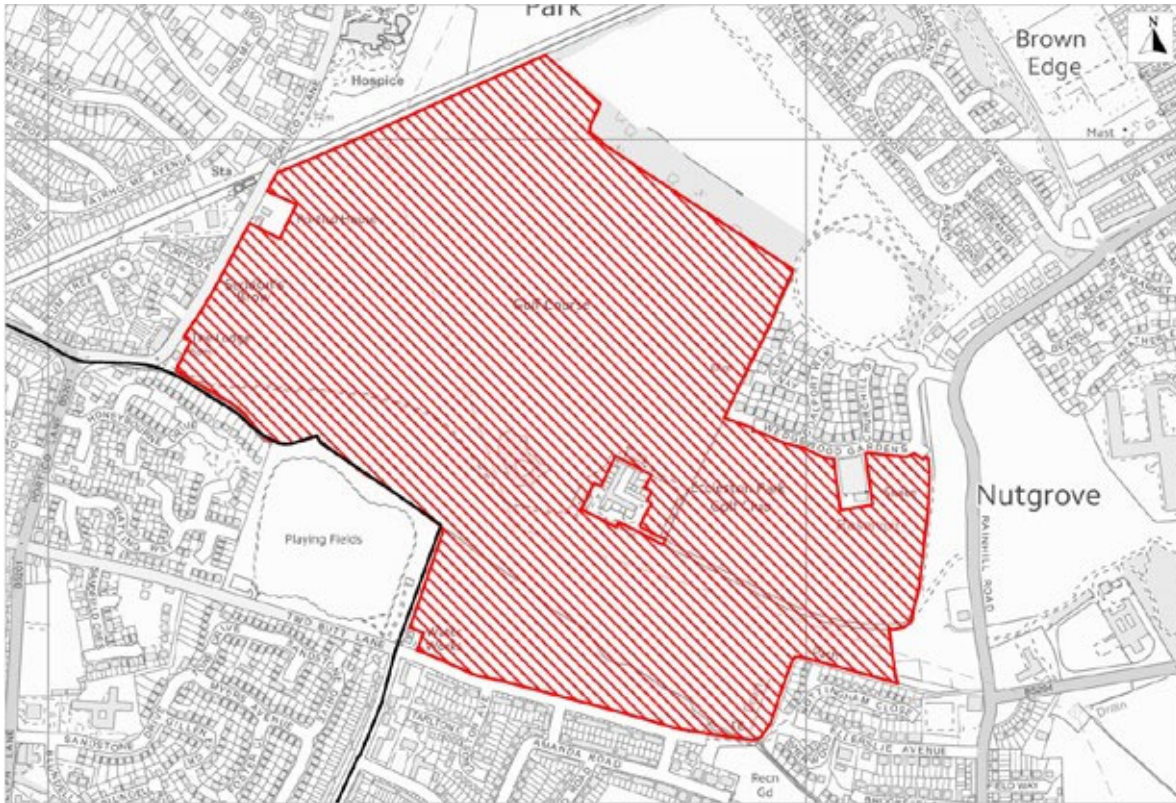
LPSP Ref:	2HS - Land between Vista Road and Belvedere Road, Earlestown	Ward:	Earlestown
Notional Capacity:	178 units	Designation:	Safeguard



#### Requirements:

- Safe highway access can be gained from Vista Road and Makerfield Drive.
- Implementation of any measures required to mitigate impacts on the M6 (Junction 23) or other parts of the highway network.
- Provision of effective flood management measures to reduce the risk of flooding with due consideration to be given to the existing UU pumping station.
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03.~~
- ~~The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.~~
- **Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.**

<b>LPSD Ref:</b>	<b>3HS – Former Eccleston Park Golf Club, Rainhill Road, Eccleston</b>	<b>Ward:</b>	<b>Eccleston</b>
<b>Notional Capacity:</b>	<b>956 units</b>	<b>Designation:</b>	<b>Safeguard</b>



### Requirements:

- Appropriate highway access should be provided via a primary access from the B5413 Rainhill Road and secondary access at Portico Lane together with a suitable internal road network.
- The layout and design of the development should make suitable provision for a bus service to access the primary access road and consider feasibility of a bus through- route from Portico Lane to Rainhill Road.
- Safe pedestrian and cycle access should be provided to Eccleston Park Station.
- Consideration should be given to the potential for park and ride facilities.
- Any access to the site from Two Butt Lane must, at most, serve only a limited number of properties and be agreed by Knowsley Council as the Highways Authority.
- Ensure that the design and layout mitigates and minimises impacts on the existing road network, including the Rainhill Road/Warrington Road junction and other junctions in the area.
- ~~Financial contributions for education and off-site highway works may be required;~~

~~this will be subject to further assessment at the master planning stage.~~

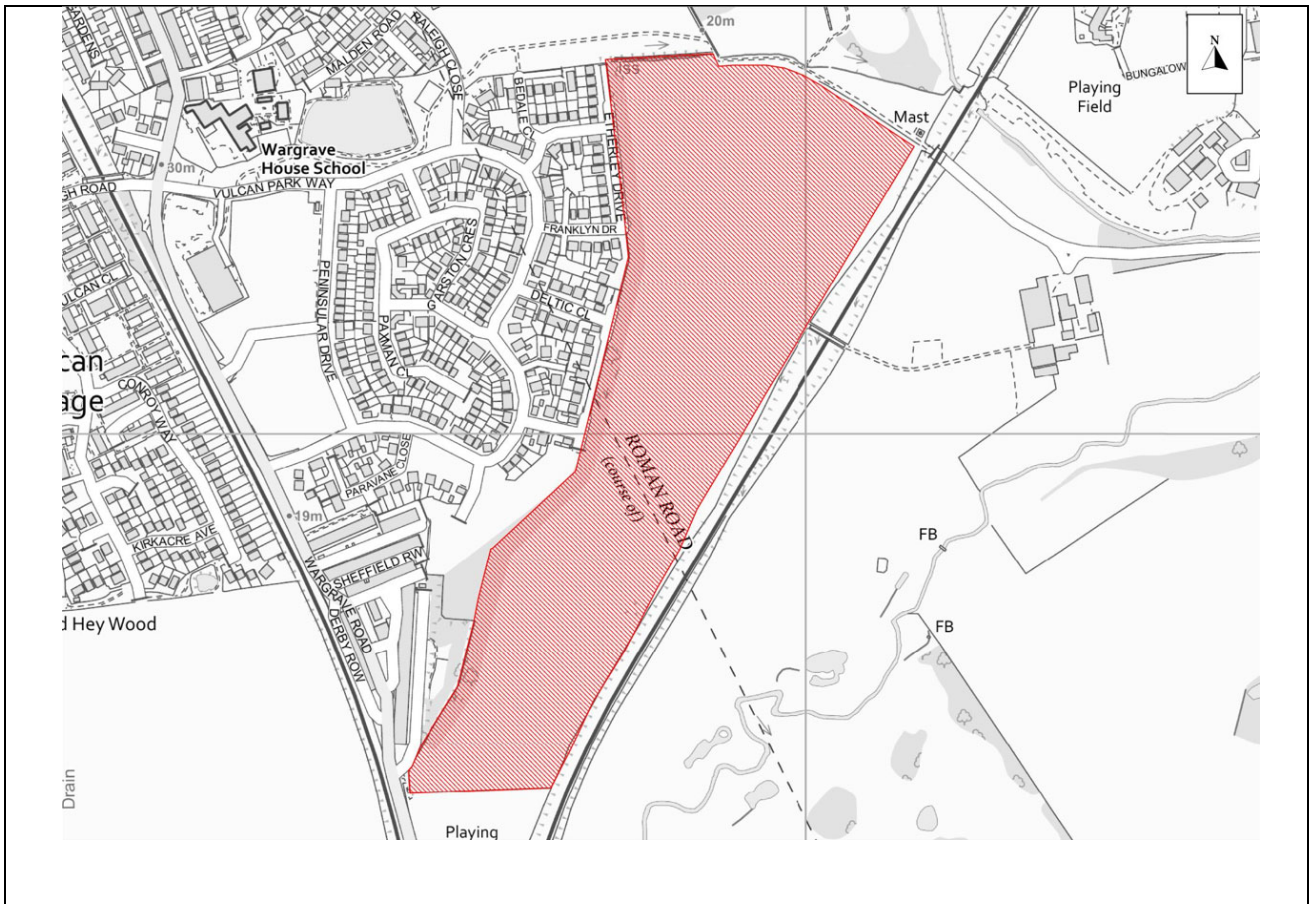
- The sandstone wall on the Rainhill Road frontage should be reclaimed and rebuilt once the access road is constructed.
- The developer should liaise with the Lead Local Flood Authority in the design of a suitable and ecologically friendly flood management solution for the on-site open watercourse. The development should incorporate measures to “slow the flow” to reduce the risk of flooding downstream and enhance biodiversity.
- **Any other measures needed to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.**

<b>LPSD Ref:</b>	<b>4HS - Land East of Newlands Grange (former Vulcan works) and West of West Coast mainline, Newton-le-Willows</b>	<b>Ward:</b>	<b>Newton</b>
<b>Notional Capacity:</b>	<b>256355 units</b>	<b>Designation:</b>	<b>Safeguard</b>

Policies Map as submitted



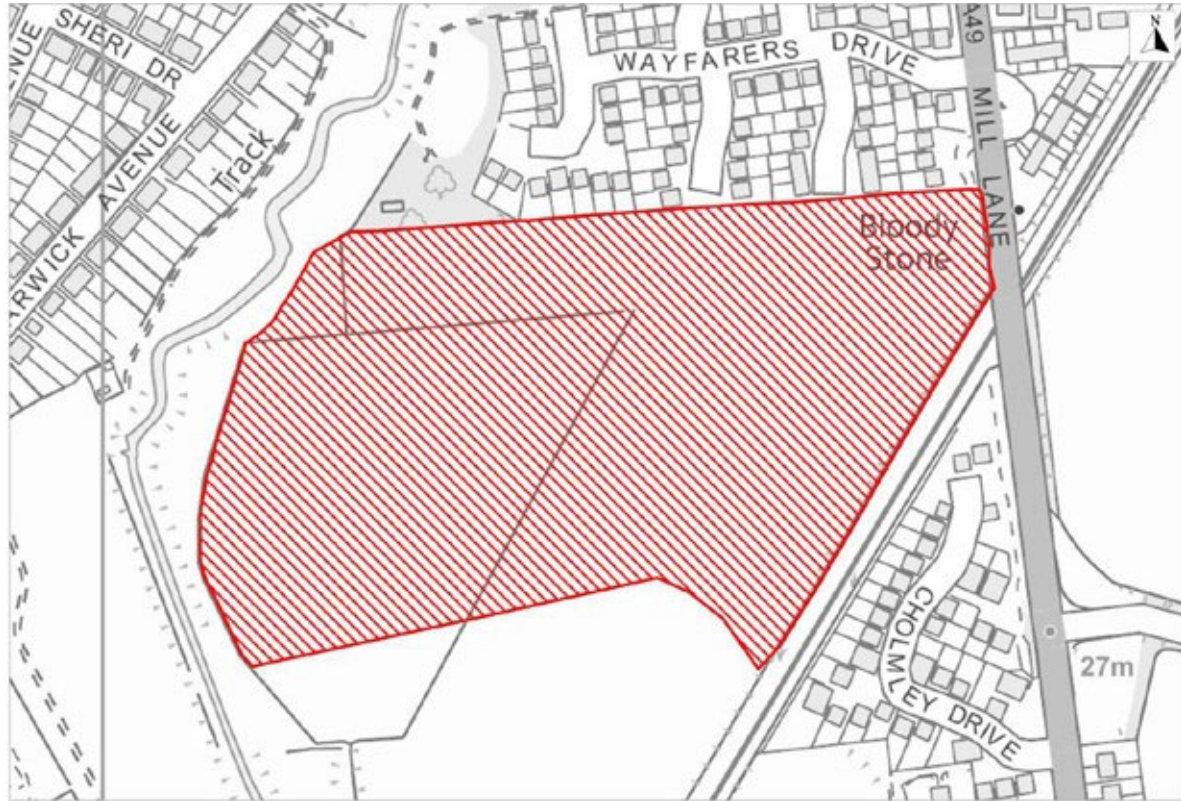
Proposed modification:



### Requirements:

- Safe highway access should be provided from the existing development to the west of the site (with any necessary off-site improvements).
- Appropriate noise attenuation measures, including buffers, should be incorporated to protect new residents from unacceptable noise levels from the adjoining **railway line**.
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03.~~
- Significant landscaping will be required to the south of the site to provide an appropriate buffer with the adjacent Vulcan Village Conservation Area.
- ~~The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.~~
- **Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.**

LPSD Ref:	5HS - Land West of Winwick Road and East of Wayfarers Drive, Newton-le-Willows	Ward:	Newton
Notional Capacity:	191 units	Designation:	Safeguard

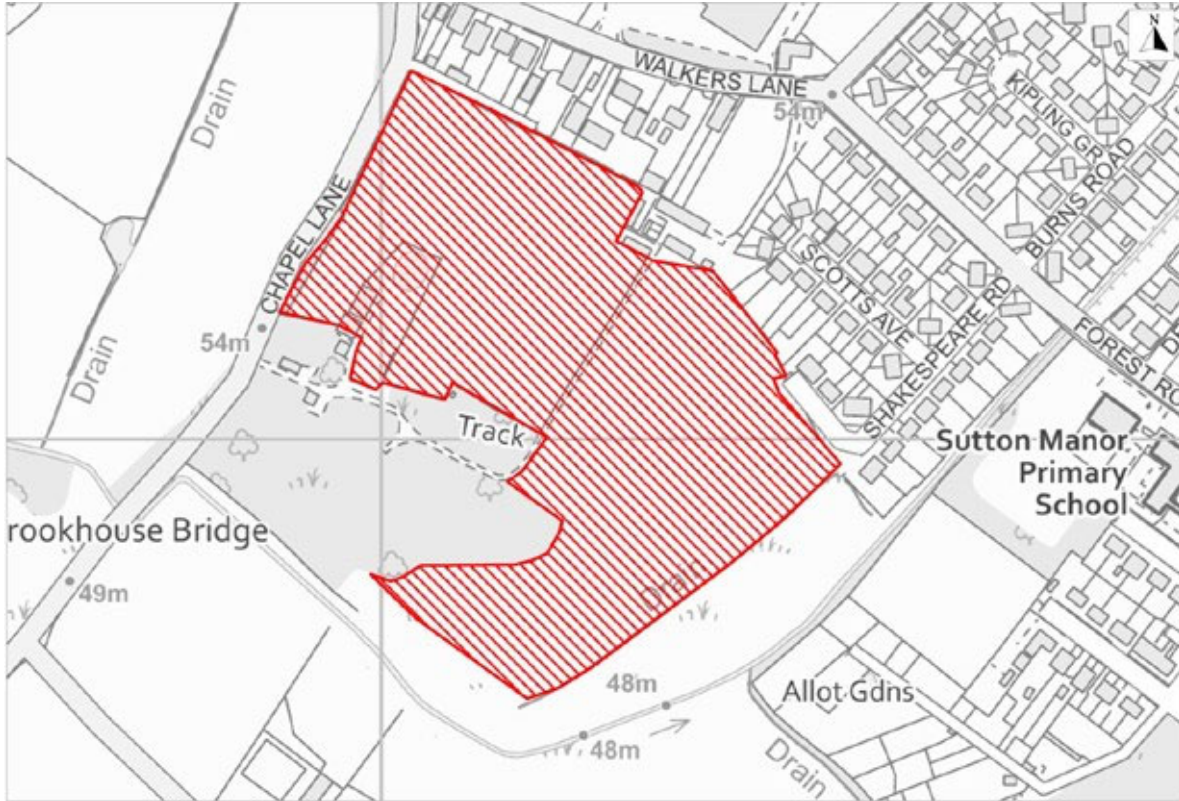


#### Requirements:

- Safe highway access should be provided from the A49 (Mill Lane), (with any necessary off-site improvements).
- Appropriate noise attenuation measures, including buffers, should be incorporated to protect new residents from unacceptable noise levels from the adjoining railway line.
- Provision of effective flood management measures to reduce the risk of flooding.
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03.~~
- Appropriate buffers should be provided from the proposed site and adjoining LWS.
- ~~The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.~~
- **Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the**

surrounding area.

LPSD Ref:	6HS - Land East of Chapel Lane and South of Walkers Lane, Sutton Manor	Ward:	Thatto Heath
Notional Capacity:	113 units	Designation:	Safeguard

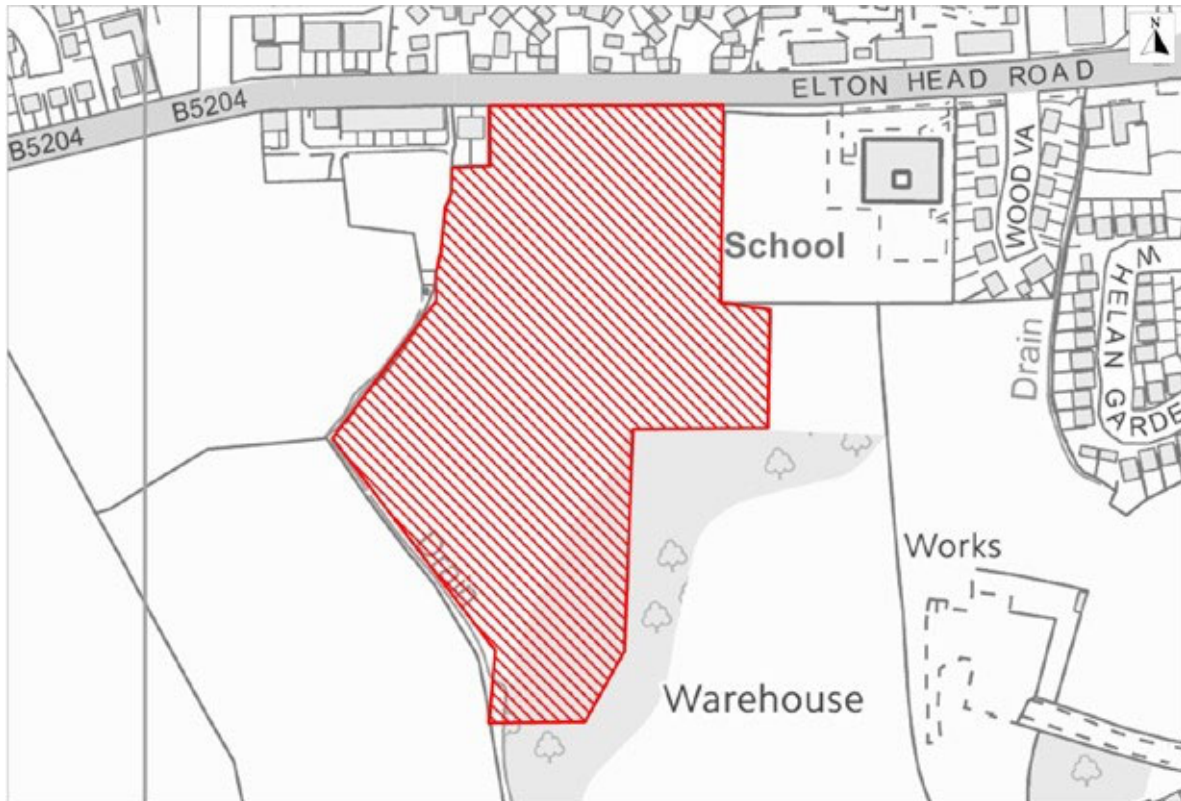


### Requirements:

- Safe highway access can be provided from Chapel Lane and Shakespeare Road, (with any necessary off-site improvements).
- Provision of effective flood management measures to reduce the risk of flooding.
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03.~~
- Appropriate buffers should be provided from the proposed site and adjacent woodland and LWS (Pendlebury Brook).
- ~~The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.~~
- **Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.**



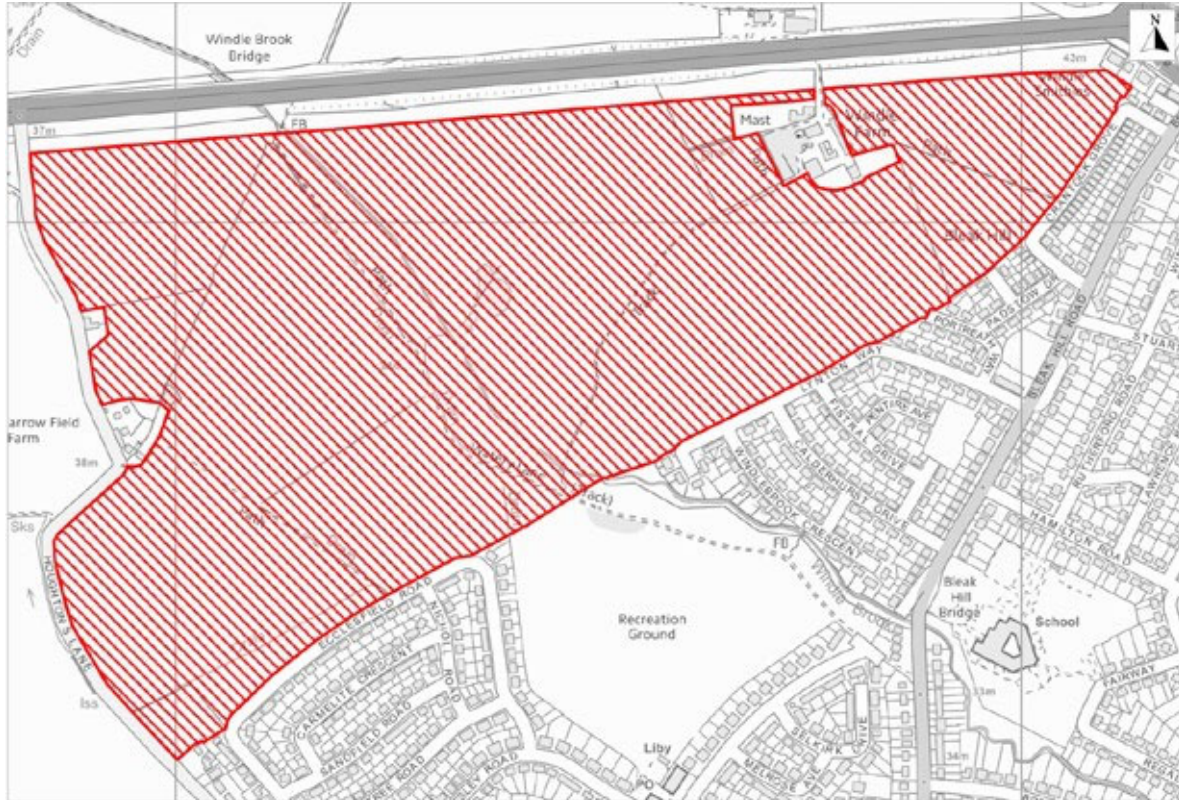
LPSD Ref:	7HS - Land South of Elton Head Road (adjacent to St. John Vianney Catholic Primary School), Thatto Heath	Ward:	Thatto Heath
Notional Capacity:	84 units	Designation:	Safeguard



#### Requirements:

- Safe highway access can be provided from Elton Head Road (with any necessary off-site improvements).
- Provision of effective flood management measures to reduce the risk of flooding.
- ~~Appropriate provision of open space must be included in accordance with Policy LPC05 and LPD03.~~
- Appropriate buffers should be provided from the proposed site and adjoining saltmarsh area.
- ~~The design and layout should provide for a range of house types in accordance with Policy LPC01 and LPC02.~~
- **Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.**

<b>LPSD Ref:</b>	<b>8HS - Land South of A580 between Houghtons Lane and Crantock Grove, Windle</b>	<b>Ward:</b>	<b>Windle</b>
<b>Notional Capacity:</b>	<b>1,027 units</b>	<b>Designation:</b>	<b>Safeguard</b>



### Requirements:

- Appropriate highway access should be provided via a new access from the A580 East Lancashire Road at Houghton's Lane junction (or suitable alternative) during initial phases of development, to link into a new primary access road into the site and a pedestrian and cycle access through to adjacent roads together with a suitable internal road network.
- The design and layout should mitigate and minimise impacts on the existing road network, including cul-de-sacs adjoining the site and the junction of Rainford Road/Bleak Hill Road.
- Houghton's Lane should be diverted and upgraded.
- The developer must ensure that the design and layout makes suitable provision for a bus service to access the primary access road.
- ~~Financial contributions or the provision of on-site infrastructure for education and off-site highway works may be required; this will be subject to further assessment at the master planning stage.~~
- The developer should liaise with the **634** Local Flood Authority in the design of a

suitable and ecologically friendly flood management solution for Windle Brook. The development should incorporate measures to “slow the flow” to reduce the risk of flooding downstream and enhance biodiversity.

- **Measures to secure suitable access to and through the site by walking, cycling, public transport and other sustainable modes, which should also link to areas of employment, education, health, and other services in the surrounding area.**

## Annex 3

Update of Table 4.6 of the LPSD, and to represent the position up to 2037.

**Table 5.2: Residual Housing Land Requirement 2021-2037**

<b>Requirement</b>	<b>Dwellings</b>
St. Helens housing requirement (21 years from 1 Apr 2016 to 31 Mar 2037) at average of 486 per year	10,206
Net Completions from 1 April 2016- 31 March 2021	3074
<b>Residual requirement over Local Plan period from 1 April 2021 to 31 March 2037</b>	<b>7132</b>

**Table 5.3: SHLAA Housing Land Supply 2021-2037**

<b>SHLAA Supply 2021 – 2037 (as of 31.03.2021)</b>	<b>Dwellings</b>
Total SHLAA supply– 1 April 2021 until 31 March 2037 (including non-Green Belt Local Plan allocation sites 6HA, 9HA and 10HA)	4626
SHLAA capacity reduction for non-delivery (15% of SHLAA identified capacity for years 6-16 of the Plan period including non-Green Belt Local Plan allocation sites 6HA,9HA and 10HA) (2957 -15%)	-444
Residual SHLAA capacity over 16 year Plan period 1 April 2021 - 31 March 2037 (including non-Green Belt Local Plan allocation sites 6HA, 9HA and 10HA)	4182
Small sites allowance (93dpa) x 16 years (sites below 0.25ha / 5 dwellings)	1488
<b>Total Plan period capacity on non-Green Belt land</b>	<b>5670</b>

**Table 5.4: Green Belt Land Supply 2021-2037**

<b>Green Belt Land Supply 2021-2037</b>	<b>Dwellings</b>
Required capacity to be found on Green Belt land (7132-5670)	1462
20% increased allowance to be added to Green Belt required capacity (to allow for contingencies e.g., infrastructure provision, delays, lead-in times to start of housing delivery etc.)	292
Overall required capacity of sites to be removed from the Green Belt	1754
<b>Total Plan period capacity of allocated sites removed from the Green Belt (sites 1HA, 2HA, 4HA, 5HA, 7HA and 8HA)</b>	<b>2114</b>

**Table 5.5: Total Supply over the Plan Period 2021-2037**

<b>Total Supply over the Plan Period 2021-2037</b>	<b>Dwellings</b>
Total Plan period capacity on non-Green Belt land	5670
Total Plan period capacity of allocated Green Belt sites	2114
<b>Total housing supply over Plan period (2021-2037)</b>	<b>7784</b>

## **Annex 4**

### **Local Plan 5 Year Supply Position 31.03.2021**

<b>Local Plan 5 Year Housing Requirement</b>	
<b>Local Plan Annual Housing Requirement</b>	<b>486</b>
<b>Local Plan Housing Requirement 2016-2037 (486x21)</b>	<b>10206</b>
<b>Net Completions 2016-2021</b>	<b>3074</b>
<b>Local Plan Residual Housing Requirement 2021-2037 (10206-3074)</b>	<b>7132</b>
<b>Local Plan Residual Annual Housing Requirement 2021-2037 (7132/16)</b>	<b>446</b>
<b>Local Plan Housing Requirement 2021 - 2026 (446 x 5)</b>	<b>2230</b>
<b>Local Plan Housing Requirement 2021 - 2026 (5% buffer applied)</b>	<b>2342</b>
<b>Annualised Housing Requirement (2342/5)</b>	<b>468</b>

<b>Local Plan 5 year supply as of 31.03.2021</b>	
<b>Large sites - planning permission not started (including SHLAA 2017 sites that have since gained planning permission but not started)</b>	<b>475</b>
<b>Large sites - planning permission under construction (including SHLAA 2017 and new large sites with planning permission and under construction)</b>	<b>605</b>
<b>Large sites - SHLAA sites (including SHLAA 2017 sites with planning permission that has now expired)</b>	<b>208</b>
<b>Local Plan Allocations (including those previously counted as SHLAA sites, 6HA, 9HA and 10HA)</b>	<b>635</b>
<b>Small sites allowance (93 x 5)</b>	<b>465</b>
<b>5 year supply</b>	<b>2388</b>
<b>Number of years supply of deliverable housing land (2388/468)</b>	<b>5.1</b>

## Annex 5

Update of Table 4.4 of the LPSD, and to represent the position up to 2037.

**Table 4.4 Residual Employment Land Requirement 2021-2037 (as of 31.03.2021)**

<b>Requirement</b>	<b>Hectares</b>
<b>Local Plan OAN 2012-2037 including 5 year buffer and allowance for Parkside SRFI and SuperPort Take-up between 1 April 2012 and 31 March 2021 (includes completions at Florida Farm, Slag Lane Haydock, Land North of Penny Lane, Haydock, and Land at Lea Green Farm West, Thatto Heath)</b>	<b>239</b>
<b>Existing Supply of Deliverable Employment Land including allocations under construction currently (31 Mar 2021) (This is made up of Land North of Kilbuck Lane (3.46ha), Pilkingtons Cowley Hill Site (0.58ha) and Gerards Park, College Street, St Helens Town Centre, site allocation 11EA (0.95ha))</b>	<b>4.99</b>
<b>Total Residual Requirement 2021-2037</b>	<b>173.24</b>
<b>Supply from remaining allocations to meet the St Helens residual requirement (from sites 4EA, 5EA, 6EA, 7EA, 8EA and 9EA)</b>	<b>182.31</b>

## Annex 6

Updated LPSD Appendix 4 - Monitoring Framework

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
<b>LPA01 - Presumption in Favour of Sustainable Development</b>	All Local Plan indicators	St. Helens Authority Monitoring Report (AMR)	Delivery of sustainable development.	Failure to deliver a coherent, implementabl e strategy to facilitate progress towards sustainable development.	Review of Local Plan.
<b>LPA02 - Spatial Strategy</b>	Analysis of progress with strategic sites	A range of economic, housing, environmental and infrastructure sources.	Most new housing to be delivered on strategic and/or brownfield sites Significant new employment development at existing and strategic locations.	Failure to deliver the quantity and distribution of development proposed by the Local Plan	Review of land identified for development. <b>Review Update</b> of Local Plan.
	Percentage of housing completions on brownfield sites	Annual SHBC house completion survey.	No target set	Not yet determined	Review of Local Plan policies.
<b>LPA03 - Development Principles</b>	All Local Plan indicators	St Helens Authority Monitoring Report (AMR)	Delivery of sustainable development.	Failure to deliver a coherent, implementabl e strategy to facilitate progress towards sustainable development	Review of Local Plan policies.
<b>LPA04 - A Strong &amp; Sustainable Economy</b>	Employment land <b>take-up</b> available per annum by type	St Helens Authority Monitoring Report (AMR)	Monitor provision of new <b>Take-up of</b> employment land by type on a yearly basis	Cumulative take up of allocated employment land for employment development	Where take up of allocated employment land for employment development is higher than expected,

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
			<u>as anticipated in the Plan.</u>	less than 50% of the expected pro-rata amount, or more than 150% of the expected pro-rata amount.	consider <u>update</u> review of policy. Where take-up is lower, consider whether there are obstacles to take-up on particular sites that could be overcome.
	Number of permissions for expansion of existing businesses	SHBC employment monitoring	No target set	Not yet determined	To be determined
	Loss of employment on existing employment sites	SHBC employment monitoring	No loss on previous years	Not yet determined, monitor initially	To be determined
	Total number of active businesses	SHBC employment monitoring	Increase on previous years	Decrease over the Plan period	Review of Local Plan policies.
	Number of applications approved for employment uses in rural areas	Development management processes	No target set – monitor for now	Not yet determined	To be determined
<u>LPA04.1 - Strategic Employment Sites</u>	<u>Employment land available per annum by type</u>	<u>SHBC employment monitoring</u>	<u>No target set as yet – monitor for now to ensure an increase on a yearly basis.</u>	<u>Not yet determined</u>	<u>Review of Local Plan policies.</u>
	<u>Number of masterplans submitted</u>	<u>Development management processes</u>	<u>Every planning application for an allocated Strategic Employment Site should be accompanied by a masterplan.</u>	<u>Planning applications determined without the prescribed information.</u>	<u>Review how the policy is being applied; consider whether the policy needs to be updated.</u>



POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
<b>LPA05 - Meeting St Helens' Housing Needs</b>	Distribution of new housing development across the Borough	Annual SHBC house completion survey	Percentage of new homes built on allocated sites.	Having fewer than 5 years' supply (plus the required buffer) of housing land.	Consider the reasons for the imbalance in delivery compared to the target and whether there are any obstacles to delivery affecting sites in particular locations.
	<b>Gross-Net</b> completions of new homes by house type and number of bedrooms, against annual and plan period targets	Annual SHBC house completion survey, St Helens Authority Monitoring Report (AMR)	Annual net homes completions to be at least the residual number required for 2020-2037 <sup>5</sup> of 486 homes per annum within the Plan period	Failure to deliver 95% of the residual number over a 3-year rolling period, i.e. 1,385 net homes over 3 years.  <b><u>Failure to meet the requirement of housing delivery in national policy, including the Housing Delivery Test, or any subsequent tests that may replace it.</u></b>	Prepare and publish an action plan setting out key reasons for the situation and actions the Council and other parties need to take.  <b><u>Implement the required actions set down in national policy when not meeting the required levels of housing delivery.</u></b>  <b><u>See below actions that could be implemented in relation to the 5 year housing land supply.</u></b>
	Density numbers of approved housing developments	Development management processes	Minimum 30dph on all sites 30-40dph in and adjacent to district and local centres 40-50dph+ at sites within St Helens Town Centre,	30dph or more (dependent on location) dwellings not achieved on completed sites, using a net developable site area of	Review how the policy is being applied, the age and circumstances of the planning permissions to which the completions relate where the target was not

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
			Earlestown Town Centre and on the edge of these centres.	75% of the site area.	met; if the policy has been applied accurately to the permissions which led to the trigger being applied, consider whether the policy needs to be <b>updated</b> reviewed.
	5 Year housing land supply	Development management processes	To have a 5 year + housing supply	Having fewer than 5 years' supply (plus the required buffer) of housing land.	<p><b><u>Consideration of the barriers to delivery of sites after permission is granted and working with partners to overcome them.</u></b></p> <p><b><u>Consideration of whether sufficient planning permissions are being granted (and within statutory time limits).</u></b></p> <p><b><u>Seek to maintain an appropriate mix of sites to sustain delivery.</u></b></p> <p><b><u>Use proactive pre-application process to speed up the application process.</u></b></p> <p><b><u>Seek funding to unlock brownfield sites to boost the housing supply.</u></b></p>

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
					Consider <u>the need for an early review update</u> of the Local Plan <u>if there is long-term underperformance against the 5 year supply, or if the housing land supply position falls significantly below the required level.</u>
<u>LPA05.1 - Strategic Housing Sites</u>	<u>Number of dwellings granted planning consent and delivered on strategic housing sites</u>	<u>Housing monitoring</u>	<u>Delivery of strategic sites in accordance with the housing trajectory</u>	<u>Number of dwellings completed on strategic sites falls below 75% of target</u>	<p><u>Consideration of the barriers to delivery of sites after permission is granted and working with partners to overcome them.</u></p> <p><u>Use proactive pre-application process to speed up the application process.</u></p> <p><u>Consider the mix of homes on site to drive</u></p> <p><u>Consider early update of the Local Plan if there is significant under-delivery on the strategic sites.</u></p>
<b>LPA06 - Safeguarded Land</b>	Number and extent of planning applications approved on	Development management processes	Zero	40% (or more) of land Safeguarded land granted planning	Consider early <u>update</u> review of the Local Plan as actioned for Policies LPA04,

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	land safeguarded for post-2037 <del>5</del>			consent for built development or a <b><u>failure to deliver sufficient employment or housing land</u></b>	LPA04.1, LPA05 and <del>LPA04.1</del> <b>LPA05.1</b>
<b>LPA07 - Transport and Travel</b>	Number of developments approved resulting in significant transport impacts producing a transport assessment and travel plan agreed by the Council	Development management processes	Transport assessments/Transport Statement and Travel Plans submitted in all cases where these are required.	Planning applications determined without the prescribed information.	Review how the policy is being applied; consider whether the policy needs to be <b><u>updated reviewed</u></b> .
	Cycle and footpaths created (detailing how they have improved accessibility and reduced reliance on private transport)	St Helens Council	Implement schemes and projects that will help to deliver sustainable economic growth (by reducing congestion and delays for businesses).	Implementation has not occurred within a set period (to be decided).	Consider whether there are obstacles in the process of implementation or specific to particular sites that could be overcome.
	Improvements to public transport infrastructure and services	St Helens Council, Merseytravel	All new sites allocated for development should have easy access to public transport.	Any allocated sites developed with no access to public transport.	Review how the policy is being applied and how external providers are consulted and what (if any) obstacles are in the way of providing public transport that can be overcome.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	Levels of car ownership	St. Helens Council, Office for National Statistics – Census	No target set – monitor levels for now – should be a decrease on a yearly basis.	Not yet determined	To be determined
	Number of electric vehicle charging points provided	Development management processes	Increase in Plan period.	Failure to secure electric vehicle charging points on all new developments	Review how the policy is being applied and sees if there are any specific obstacles preventing this requirement.
	Number of planning applications approved contrary to Highways England advice	Development management processes	None – planning applications should not be approved were Highways England have issues with the proposal.	Planning applications granted planning permission contrary to Highways England advice.	Review how the policy is being applied.
<b>LPA08 - Infrastructure Delivery and Funding</b>	Number of community facilities (including health, education, neighbourhood retail and leisure, lost through new development	St Helens Council, Development management processes	Development that includes the loss of a community facility should be resisted unless a better facility can be located locally.	Failure to secure suitable replacements.	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss, potential <b>update</b> review of Local Plan policy.
	Number of planning applications amended on economic viability grounds	St. Helens Council, Development management processes	None – due regard should be made at application stage on the ability of development proposals to support the required level of developer contributions	Planning applications amended due to economic viability	Review how the policy is being applied and considers any means that exist within the Local Plan to prevent this, potential <b>update</b> review of Local Plan policies.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	Amount of Section 106 monies received through obligations	St. Helens Authority Monitoring Report (AMR)	No set target— developer contributions will be monitored, and a summary will be presented each year in the new AMR.	Not yet determined	To be determined
	Amount of New Homes Bonus payments received	St. Helens Authority Monitoring Report (AMR)	No set target— developer contributions will be monitored, and a summary will be presented each year in the new AMR.	Not yet determined	To be determined
<b>LPA09 - Green Infrastructure</b>	Area of green infrastructure created as the result of new development	Development management processes	A net increase in areas of provision as a reflection of the extant standards of provision.	Any net loss of green infrastructure provision	Review of standards applied; <b><u>consider whether the policy needs to be updated.</u></b>
	Number of new nature reserves created	Reports to members; development management processes	Number of new nature reserves to rise in proportion to the increase in population arising from new development.	Failure to achieve additional nature reserves over Plan period	<del>To be determined</del> <b><u>Review how the policy and updated Nature Conservation SPD is being applied. Initiate any updates necessary to the policy and SPD.</u></b>
	Planning applications received that assist in the implementation of the Bold Forest Action Plan	Development management processes	Substantial progress towards delivery of the Action Plan's priorities.	Not yet determined	Review of Local Plan policies.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
<b><u>LPA10 - Parkside East</u></b>	<b><u>Substantial progress towards site development, e.g., completion of a masterplan; agreed timescale for implementation; planning application process; works commencing on site</u></b>	<b><u>Development management process: reports considered by members; memoranda of understanding agreed with developers</u></b>	<b><u>Substantial development of Parkside East for employment purposes by the end of the Plan period in accordance with the provisions of Policy LPA10</u></b>	<b><u>Progress stalled to the extent that minimal implementation can be expected prior to 2037</u></b>	<b><u>Work with site promoters and other partners to overcome any potential identified issues and speed up delivery</u></b>  <b><u>Longer term non-implementation to lead to update of Local Plan policy</u></b>
<b>LPA11 - Health and Wellbeing</b>	Number of affordable houses completed; proportion of new/improved green spaces; active leisure opportunities included in strategic housing site masterplans; manage air quality and pollution  <b><u>See the indicators for Policies LPA04, LPA04.1, LPA05, LPA05.1, LPC05, LPD03 and LPD10</u></b>	Development management records; Sport England; NHS, public health records, 2021 Census  <b><u>See the data sources for Policies LPA04, LPA04.1, LPA05, LPA05.1, LPC05, LPD03 and LPD10</u></b>	A decline in lifestyle-related illness, and in average years-of-life-lost.  <b><u>See the targets for Policies LPA04, LPA04.1, LPA05, LPA05.1, LPC05, LPD03 and LPD10</u></b>	Decline in health-of wider population or increases in health and well-being that are less than significant.  <b><u>See the triggers for action for Policies LPA04, LPA04.1, LPA05, LPA05.1, LPC05, LPD03 and LPD10</u></b>	To be determined  <b><u>See the potential actions for contingency for Policies LPA04, LPA04.1, LPA05, LPA05.1, LPC05, LPD03 and LPD10</u></b>
<b><u>LPA12 – Parkside West</u></b>	<b><u>Substantial progress towards site development, e.g. completion of</u></b>	<b><u>Development Management process; reports considered by Members;</u></b>	<b><u>Site is complete and operational by end of the Plan period (2037);</u></b>	<b><u>Progress stalled to the extent that site will unlikely be delivered by</u></b>	<b><u>Work with site promoter and other partners to overcome any potential identified issues</u></b>

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	<p><u>a site masterplan; agreed timescale for implementation; planning application process; works commencing on site</u></p>	<p><u>employment monitoring data</u></p>	<p><u>Necessary infrastructure (including the Parkside Link Road) has been delivered to enable delivery of the site</u></p>	<p><u>2037 (including due to the non-delivery of identified essential infrastructure)</u></p>	<p><u>(including infrastructure provision) and speed up delivery.</u></p> <p><u>Longer term non-implementation to lead to update of Local Plan policy.</u></p>
<p><b><u>LPA13 – Bold Forest Garden Suburb</u></b></p>	<p><u>Substantial progress towards site development, e.g. progress on preparation of a site masterplan and / or Supplementary Planning Document; agreed timescale for implementation; planning application process; works commencing on site</u></p>	<p><u>Development Management process; reports considered by Members; housing monitoring data; SPDs produced</u></p>	<p><u>Development of the site commences within the Plan period in accordance with the housing trajectory and delivers at the rate envisaged within it.</u></p>	<p><u>Progress stalled to the extent that the site will unlikely be delivered in accordance with the housing trajectory, and that this will adversely impact on the overall rate of housing delivery anticipated over the Plan period.</u></p>	<p><u>Work with site promoters and other partners to overcome any potential identified issues and speed up delivery.</u></p> <p><u>Use of proactive pre-application process to speed up the application process.</u></p> <p><u>Dedicated Development Management resource to efficiently manage the planning application processes for the site and effectively troubleshoot issues.</u></p> <p><u>Longer term non-implementation to lead to update of Local Plan policy.</u></p>



POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
<b>LPB01 - St Helens Town Centre and Central Spatial Area</b>	Proportion of town centre premises that are vacant or in non-active use.	Survey, property registers, business rates records, planning applications	An increase in active town centre uses.	Sustained increases in town centre premises that are vacant or under-used.	<b><u>Bid for funding to deliver regeneration scheme(s) for town centre.</u></b>  <b><u>Further work with partners and stakeholders to address barriers to growth in the town.</u></b>  Review <b>Update</b> of Local Plan
<b>LPB02 - Earlestown Town Centre</b>	Proportion of non-active commercial premises in town centre	Survey, property registers, business rates records, planning applications	A decline in the proportion of town centre commercial properties in non-active use.	Proportion decreases or remains stagnant.	Accelerated progress to produce a town centre action plan or masterplan.
<b>LPA04.1- Strategic Employment Sites</b>	Employment land available per annum by type	SHBC employment monitoring	No target set as yet—monitor for now to ensure an increase on a yearly basis.	Not yet determined	Review of Local Plan policies.
	Number of masterplans submitted	Development management processes	Every planning application for an allocated strategic employment site should be accompanied by a masterplan.	Planning applications determined without the prescribed information.	Review how the policy is being applied; consider whether the policy needs to be reviewed.
<b>LPA10- Parkside East</b>	Substantial progress towards site development, e.g., completion of a masterplan; agreed timescale for	Development management process: reports considered by members; memoranda of understanding	Substantial development of Parkside for employment purpose; a minimum of 60ha identified and reserved for rail-enabled	Progress stalled to the extent that minimal implementation can be expected prior to 2035	Review of Local Plan

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	implementation; planning application process; works commencing on site	agreed with developers	employment development		
<b>LPA05.1 – Strategic Housing Sites</b>	Number of dwellings granted planning consent on strategic housing sites	Development management processes	20% shortfall on the cumulative requirement of the Housing Trajectory	Number of dwellings completed on strategic sites falls below 75% of target	Consider early review of the Local Plan.
<b>LPC01 - Housing Mix</b>	Percentage of bungalows being constructed on greenfield sites.	Information will be derived from the approved planning applications.	All new developments of 25 or more dwellings on greenfield sites should comprise of at least 5% bungalows.	Less than 5%. The trigger will be adjusted in response to the findings of future Housing Needs Assessments conducted by or on behalf of the Council.	Review how the policy is being applied, the age and circumstances of the planning permissions where the target was not met; if the policy has been applied accurately, consider whether the policy needs to be reviewed.
	Percentage of dwellings designed to the “accessible and adaptable” standard, as set out in Part M4(2) and Part M4(3) of the Building Regulations or equivalent standard	Information will be derived from the approved planning applications.	"At least 20% of new dwellings on sites of 25 or more new homes should be designed to meet Part M4(2) of the Building Regulations 2010.	Less than 5%. The trigger will be adjusted in response to the findings of future Housing Needs Assessments conducted by or on behalf of the Council.	Review how the policy is being applied, the age and circumstances of the planning permissions where the target was not met; if the policy has been applied accurately, consider whether the policy needs to be <b>updated</b> reviewed.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
<b>LPC02 - Affordable Housing Provision</b>	Percentage of market housing developments of <b>104</b> or more homes granted planning permission that provides <b>30%</b> affordable homes <b>at the quantum required by the Policy.</b>	Development management processes	All market housing developments of <b>104</b> or more homes to provide <b>the necessary percentage of 30%</b> affordable homes <b>as set out in the Policy.</b>	Fewer than 90% of market housing schemes of <b>104</b> or more homes granted planning permission in any given year provides <b>the required number of 30%</b> affordable homes <b>set out in Policy.</b>	Review the circumstances of the permissions granted that have led to the trigger. If a generalised viability problem is indicated, <b>Review a potential update</b> review of the requirement in the policy.
<b>LPC03 - Gypsies, Travellers and Travelling Show People</b>	Maintenance of a supply of suitable sites to meet the requirement	Development management processes	Provision for 8 additional permanent pitches in the period to 2035 (GTAA minimum).	Assessment that there is less than a five-year supply of sites for additional permanent pitches	Identification of land for additional pitches, through a Call-for-sites.
<b>LPC04 - Retail and Town Centres</b>	Number of empty / inactive town centre commercial properties.	St. Helens Business rates records	A decrease in the number of vacant/inactive properties.	A significant increase in unused and underused commercial premises in and around town centres.	<del>To be determined</del> <b><u>Proactive work with partners and stakeholders to drive forward regeneration.</u></b> <b><u>Review how the policy is being applied, consider whether the policy needs to be updated.</u></b>
<b>LPC05 - Open Space</b>	Quantity and extent of new sport, open space, and	Development management processes	Net increase in provision over the Plan period.	Provision is below assessed need	Consider whether the fall in the areas of dedicated land has been offset

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	recreational development.				by more effective use of the area of land that remains for open space. If not, consider a review of how the policies have been applied.
	Green Flag awards	St. Helens Authority Monitoring Report (AMR)	<del>No decrease over Plan period.</del>	<del>Not yet determined</del>	<del>To be determined</del>
<b>LPC06 - Biodiversity and Geological Conservation</b>	Change in areas of land covered by local, national, or international policy protections for biodiversity, or areas provided for biodiversity in mitigation through developments.	St. Helens Council, Natural England, and Lancashire Wildlife Trust.	Net gains in areas of land specifically dedicated to and protected for biodiversity.	Fall in areas of land specifically dedicated to and protected for biodiversity.	Consider whether the fall in the areas of dedicated land has been offset by more effective use of the area of land that remains for biodiversity. If not, consider a review of how the policies have been applied.
<b>LPC07 - Greenways</b>	Number of greenways	St. Helens Council	Net gains over Plan period.	Unexpected specific losses.	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss.
<b>LPC08 - Ecological Network</b>	Quantity and extent of additional land contributing to the ecological network as a result of planning permissions granted.	Development management processes	Net gains since previous assessment.	Fall in areas of land specifically dedicated to and protected for the ecological network.	<del>Initiate creation of an</del> <b><u>Finalise</u></b> <del>updated</del> <b><u>of</u></b> Nature Conservation SPD.  <b><u>Work with partners such as Merseyside Environmental Advisory Service (MEAS) or the Mersey Forest to</u></b>

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
					<u>consider improvements.</u>  Review Local Plan policy.
<b>LPC09 - Landscape Protection</b>	Number of developments allowed on appeal that had been initially refused on landscape character grounds.	Development management processes	No appeals lost.	Failure to prevent appeals being lost where initial refusal was on grounds of landscape character.	<del>Not yet determined,</del> potential review of Local Plan policy. <u>Review how the policy is being applied, consider whether the policy needs to be updated.</u>
<b>LPC10 - Trees and Woodland</b>	Loss of trees and/or woodland as a result of development proposals	Development management processes	Justifiable losses replaced on a 2 for 1 ratio.	Failure to secure suitable replacements.	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss, potential review <u>update</u> of Local Plan policy.
	Total area of Ancient Woodland	St Helens Council, development management process.	No loss.	Unexpected specific loss.	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss, potential review <u>update</u> of Local Plan policy.
<b>LPC11 - Historic Environment</b>	Number of Heritage Assets on Historic England's 'At Risk' register. Number of heritage assets at risk on St. Helen's Local List of Heritage	St Helens Council, Heritage England	Reduction in the number of heritage assets on the Historic England's 'At Risk' register. Reduction in the number of heritage assets considered to be "at risk" on the local list of	Identification of a heritage asset newly listed on "at risk" register. Periodic increase in the number of heritage assets on the "at risk" register in the	Consider how the Council can contribute to measures to improve the condition of the "at risk" heritage assets. Consider whether the policy is contributing to the neglect of

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	Assets (once established).		heritage assets once established.	Borough. Identification of a locally listed heritage asset that could be at risk through periodic review.	heritage assets, and if so, consider whether the policy should be <b>updated</b> .
<b>LPC12 - Flood Risk</b>	Number of planning applications granted permission for inappropriate development in Flood Risk Zones 2 and 3.	St Helens Council, Local Lead Flood Authority Officer, Environment Agency	No planning applications granted permission for inappropriate development in Flood Zones 2 and 3.	Planning applications for inappropriate development in Flood Risk Zones 2 and/or 3 granted planning permission contrary to Environment Agency advice.	Review how the policy is being applied.
<b>LPC13 - Renewable and Low Carbon Development</b>	Amount of grid connected renewable energy by type  <b><u>Number of proposals resulting in an unacceptable impact under paragraph 1 of policy not delivering agreed mitigation measures</u></b>	St. Helens Council, development management process.  <b><u>Development Management process</u></b>	Increase from start of Plan period.  <b><u>No such planning applications granted without delivery of agreed mitigation</u></b>	Not yet determined  <b><u>Planning applications for proposals with unacceptable impact under paragraph 1 of policy not delivering agreed mitigation measures</u></b>	To be determined  <b><u>Review how the policy is being applied, potential update of Local Plan policy</u></b>
	Number and capacity of permitted and installed renewable energy developments	St. Helens Council, development management process, Department for Business,	To contribute towards the achievement of set national targets for renewable energy (15% by	Not yet determined  <b><u>Development within strategic employment</u></b>	To be determined  <b><u>Review how the policy is being applied, consider whether the</u></b>

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	<p>featuring:                      –large scale biomass energy                      –energy from waste                      –micro-wind turbines and roof mounted wind turbines                      –roof mounted solar technologies (including photovoltaic arrays and hot water panels)                      –heat pumps (ground source, air source and water source);                      –individual biomass boilers</p> <p><b><u>Proportion of new developments within strategic employment and housing sites ensuring at least 10% of their energy needs are met from renewable and / or other low carbon energy sources, unless shown not to be practicable or viable</u></b></p>	<p>Energy &amp; Industrial Strategy</p> <p><b><u>Development Management process</u></b></p>	<p>2020) and reduction of CO2 emissions (80% by 2050).</p> <p><b><u>All developments within strategic employment and housing sites, unless shown not to be practicable or viable</u></b></p>	<p><b><u>and housing sites not ensuring at least 10% of their energy needs are met from renewable and / or other low carbon energy sources for reasons other than being not practicable or viable</u></b></p>	<p><b><u>Council (with partners) can help facilitate such an approach if appropriate, or potential review of Local Plan policy.</u></b></p>
	<p>Number and capacity of permitted/installed wind turbines</p>	<p>Development management process</p>	<p>No target set—monitor</p>	<p>Not yet determined</p>	<p>To be determined</p>

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
<b>LPC14 - Minerals</b>	Number of operational mineral extraction and recycling units  <u>Number of proposals for non-mineral related uses permitted within the Mineral Safeguarding Area without demonstrating parts 2a) – i) of the policy</u>	St. Helens Council, development management process, Merseyside Environmental Advisory Service (MEAS)  <u>Development Management process, Merseyside Environmental Advisory Service (MEAS)</u>	Sub-regional needs are met.  <u>All proposals for non-mineral related uses within the Minerals Safeguarding Area have met the criteria set out in parts 2a) – i) of the policy</u>	Not yet determined  <u>Permissions granted for proposals for non-mineral related uses within the Minerals Safeguarding Area without demonstrating parts 2a) – i) of the Policy</u>	To be determined  <u>Review how the policy is being applied, work with MEAS to understand reasons for proposals being permitted without demonstrating the relevant policy criteria, or potential review of Local Plan policy</u>
<b>LPC15 - Waste</b>	See Indicators within the Merseyside and Halton Joint Waste Local Plan	Merseyside Environmental Advisory Service (MEAS)	N/A	N/A	N/A
<b>LPD01 - Ensuring Quality Development in St. Helens</b>	Level of road traffic growth	St. Helens Council, Merseytravel, Liverpool City Region, Highways England	Road traffic and growth for cars – same or lower than the national average (ownership and use)	Not yet determined	To be determined
	Cycling and pedestrian counts	St. Helens Council	Increase in yearly cycling and pedestrian counts.	Not yet determined	To be determined
	Reduction in crime	Crime Survey conducted by Office for National Statistics	Reduction on previous years.	Not yet determined	To be determined
	Protection of the best and most versatile land from	St Helens Council (development	No loss of the best and most versatile land unless justified	Unexpected loss of land not proposed for	Review how the policy is being applied, whether any means exist



POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	development (Grades 1, 2, and 3a)	management process).	by the benefits of the development.	development in the Local Plan, <b>and not justified by wider benefits.</b>	of preventing or mitigating any loss not already covered by Policy. Potential <b>update</b> review of Policy.
	Number of applications including a Ground Stability Report Number of applications including a Contaminated Land Report	Development management processes	No target set – monitor number of applications approved against the recommendations of Ground Stability Report or Contaminated Land Report.	Not yet determined	To be determined
<b>LPD02 - Design and Layout of New Housing</b>	Number of applications approved contrary to policy	Development management processes	None – there should be 100% compliance with policy.	Failure to prevent appeals being lost where initial refusal was on grounds of design and layout.	Review how the policy is being applied, consider whether the policy needs to be <b>updated</b> reviewed.
	Number of new residential developments with incorporated cycle and waste storage	Development management processes	100% - development should comply with policy.	Provision or contributions are below policy requirements.	Review how the policy is being applied, consider whether the policy needs to be <b>updated</b> reviewed.
<b>LPD03 - Open Space and Residential Development</b>	Amount of open space gained, and lost to other uses, measured both by number and type of facilities, and by amount of space of each type (with reference to the typology used	St Helens Council, Sport England, sports clubs, schools, and developers	Net gains in open space provision.	Unexpected specific losses of facilities <b>not in accordance with Policy (i.e. without like for like replacement or</b>	Review how the policy is being applied, whether any means exist of preventing or mitigating any loss.

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	in the Open Space Study).			enhancement ).	
	Development resulting in a net loss of open space (contrary to policy)	Development management processes	No loss of open space.	Unexpected specific losses of open space <b><u>not in accordance with policy</u></b> (i.e. without like for like replacement or betterment).	Review how the policy is being applied.
	Number of applications approved with contributions towards open space provision: <ul style="list-style-type: none"> <li>• on-site;</li> <li>• off-site; and</li> <li>• financial contributions collected for open space</li> </ul>	Development management processes	All new residential development of 40 or more dwellings to provide new open space, or the expansion or enhancement of existing open space provision.	Provision or contributions are below policy requirements.	Review how the policy is being applied, the age and circumstances of the planning permissions where the target was not met; if the policy has been applied accurately, consider whether the policy needs to be <b><u>updated reviewed</u></b> .
<b>LPD04 - Householder Developments</b>	Developments allowed on appeal which were refused on amenity grounds	Development management processes	No appeals lost.	Failure to prevent appeals being lost where initial refusal was on grounds of amenity.	Review how the policy is being applied, consider whether the policy needs to be <b><u>updated reviewed</u></b> .
	Developments allowed on appeal which were refused on highway safety grounds	Development management processes	No appeals lost.	Failure to prevent appeals being lost where initial refusal was on grounds of	Review how the policy is being applied, consider whether the policy needs to be <b><u>updated reviewed</u></b> .

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
				highway safety.	
<b>LPD05 – Development in Green Belt.</b>	Number of developments permitted in very special circumstances in accordance with national policy within the Green Belt	Development management processes	No development permitted except for that complying with very special circumstances in accordance with national policy.	Failure to prevent appeals being lost where initial refusal was on Green Belt grounds.	Review how the policy is being applied, consider whether the policy needs to be <b>updated reviewed</b> .
<b>LPD06 – Development in Gateway Corridors</b>	Developments allowed on appeal which were refused on design grounds	Development management processes	No appeals lost.	Failure to prevent appeals being lost where initial refusal was on grounds of design.	Review how the policy is being applied, consider whether the policy needs to be <b>updated reviewed</b> .
<del><b>LPD07 – Digital Communications</b></del>	<del>% of premises capable of accessing Next Generation speeds across St Helens</del>	<del>St. Helens Council, Liverpool City Region (LCR)</del>	<del>Increase in number per annum, ultimately 95% of all premises to have access to superfast broadband.</del>	<del>Not yet determined</del>	<del>To be determined</del>
<b>LPD08 - Advertisements</b>	Number of applications permitted that introduce visually obtrusive features or impact on the amenity of road users (including pedestrian and cycle traffic)	St Helens Council	100% compliance with policy No applications permitted that introduce visually obtrusive features or impact on the amenity of road users (including pedestrian and cycle traffic)	Failure to prevent appeals being lost where initial refusal was on grounds of visual obtrusiveness	Review how the policy is being applied, consider whether the policy needs to be <b>updated reviewed</b> .
<b>LPD09 - Air Quality</b>	All development in designated AQMAs should	St Helens Council	Development proposals in designated AQMAs should	Planning applications or appeals granted	Review how the policy is being applied, consider whether the

POLICY	INDICATOR	DATA SOURCE	TARGET	TRIGGER FOR ACTION	POTENTIAL ACTION OF CONTINGENCY
	ensure consistency with the relevant Air Quality Action plan	(Environmental Health)	not result in a worsening of air quality and where possible improve it.	planning permission contrary to Policy.	policy needs to be <b>updated</b> reviewed.
<b>LPD10 - Food and Drink</b>	Number of hot food takeaways permitted contrary to criteria set out in policy	Development management processes	None – there should be 100% compliance with policy.	Planning applications or appeals granted planning permission contrary to the set criteria.	Review how the policy is being applied; consider whether the policy needs to be <b>updated</b> reviewed.

## Annex 7

Proposed modifications to LPSD Table 4.5:

Table 4.5: Sites allocated for new housing development

Site Ref.	Name	Area <sup>23</sup> (hectares )	NDA <sup>24</sup>	Minimum Density (units per hectare)	Indicative site capacity (new dwellings)		Total
					Before 31.03.35 <u>7</u>	After 31.03.35 <u>7</u>	
1HA	Land South of Billinge Road, East of Garswood Road and West of Smock Lane, Garswood	9.58	75%	30	216	0	216
2HA	Land at Florida Farm (South of A580), Slag Lane, Blackbrook	23.19	75%	30	<del>400</del> <u>427</u>	<del>122</del> <u>95</u>	522
3HA	<del>Former Penlake Industrial Estate, Reginald Road, Bold</del>	10.66	75%	42	337	0	337
4HA	Land bounded by Reginald Road / Bold Road / Travers Entry / Gorsey Lane / Crawford Street, Bold (Bold Forest Garden Suburb)	132.86	75%	30	<del>480</del> <u>510</u>	<del>2,508</del> <u>2,478</u>	2,988
5HA	Land South of Gartons Lane and former St. Theresa's Social Club, Gartons Lane, Bold	21.67	75%	35	<del>520</del> <u>562</u>	<del>497</del> <u>497</u>	569
6HA	Land East of City Road, Cowley Hill, Town Centre	31.09	75%	<del>35</del> <u>47</u>	<del>540</del> <u>607</u>	<del>276</del> <u>493</u>	<del>816</del> <u>1,100</u>
7HA	Land West of the A49 Mill Lane and to the East of the West Coast Mainline railway line, Newton-le-Willows	<del>8.03</del> <u>5.33</u>	75%	<del>30</del> <u>35</u>	<del>181</del> <u>140</u>	0	<del>181</del> <u>140</u>
8HA	Land South of Higher Lane and East of Rookery Lane, Rainford	11.49	75%	30	259	0	259

# 10

9HA	Former Linkway Distribution Park, Elton Head Road, Thatto Heath	12.39	75%	38	<del>350</del> <b>352</b>	0	<del>350</del> <b>352</b>
10H A	Moss Nook Urban Village, Watery Lane, Moss Nook	26.74	75%	40	<del>802</del> <b>652</b>	<del>0</del> <b>150</b>	802
				Totals	<del>4,085</del> <b>3,725</b>	<del>2,955</del> <b>3,223</b>	<del>7,040</del> <b>6,948</b>

## Annex 8

Proposed modifications to the Table 4.1

Policies Map Site Reference Number <sup>15</sup>	Site Name	Indicative Site Area (hectares)	Appropriate Uses <sup>16</sup>
1EA	Omega South Western Extension, Land north of Finches Plantation, Bold (to meet employment land needs arising in Warrington)	31.22	B2, B8
2EA	<del>Florida Farm North, Slag Lane, Haydock</del>	<del>36.67</del>	<del>B2, B8</del>
3EA	<del>Land North of Penny Lane, Haydock</del>	<del>11.05</del>	<del>B2, B8</del>
4EA	Land South of Penny Lane, Haydock	2.16	B2, B8
5EA	Land to the West of Haydock Industrial Estate, Haydock	7.75	B2, B8
6EA	Land west of Millfield Lane, south of Liverpool Road and north of Clipsley Brook, Haydock	20.58	B2, B8
7EA	Parkside East, Newton-le-Willows	64.55 <sup>17</sup>	See Policy LPA10
8EA	Parkside West, Newton-le-Willows	79.57 <sup>18</sup>	B2, B8
9EA	Land to the West of Sandwash Close, Rainford	<del>6.96</del> <b>7.70</b>	<b><u>Light industrial, offices and research and development uses, B2, B8</u></b>
10EA	Land at Lea Green Farm West, Thatto Heath	3.84ha	B1, B2, B8
11EA	<del>Gerards Park, College Street, St. Helens Town Centre</del>	<del>0.95</del>	<del>B1, B2, B8</del>
<b>TOTAL</b>		<del>265.32</del> <b>113.53</b>	

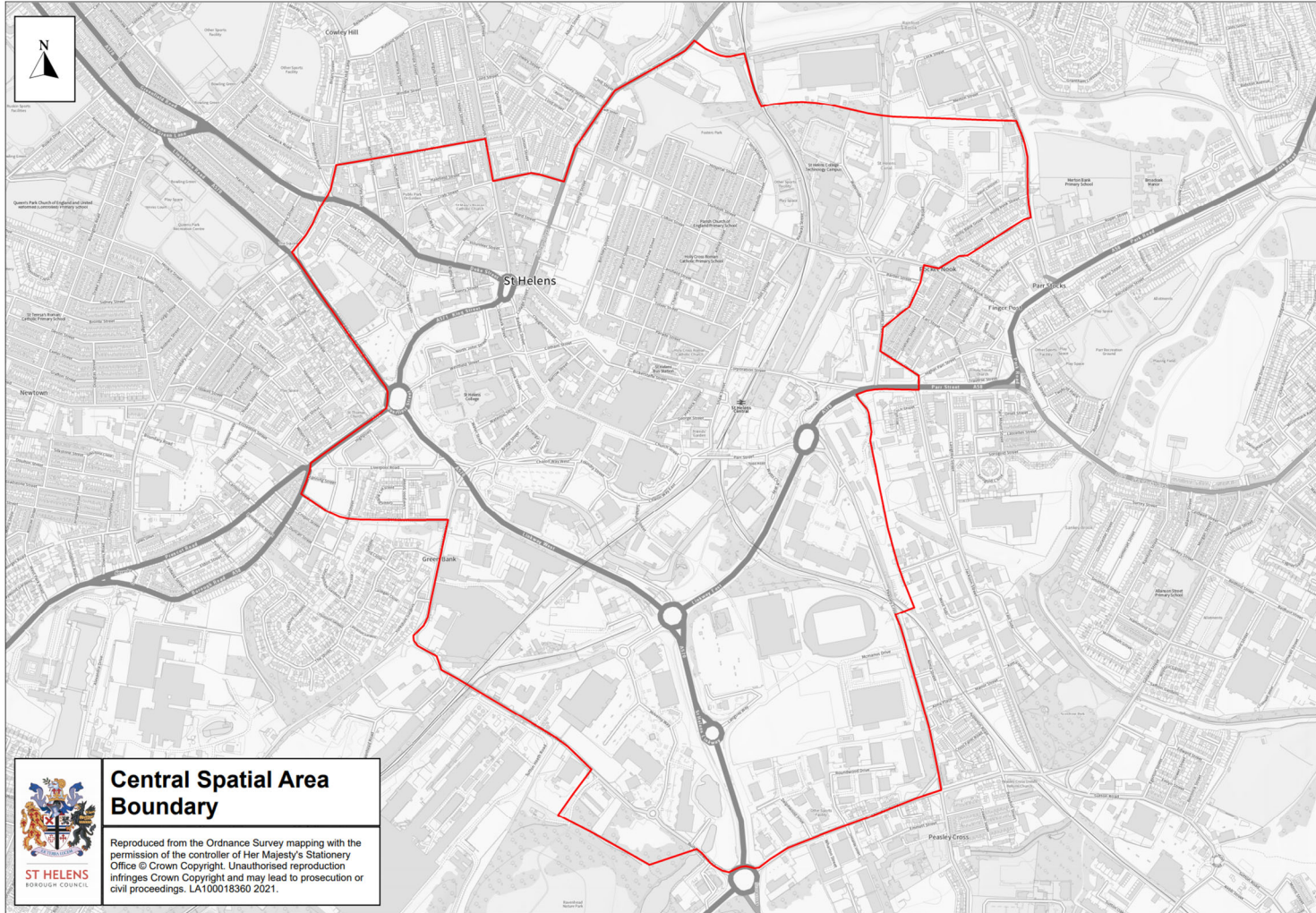
## **Annex 9**

Proposed modifications to Appendix 11 of the Local Plan Submission Draft (2019).



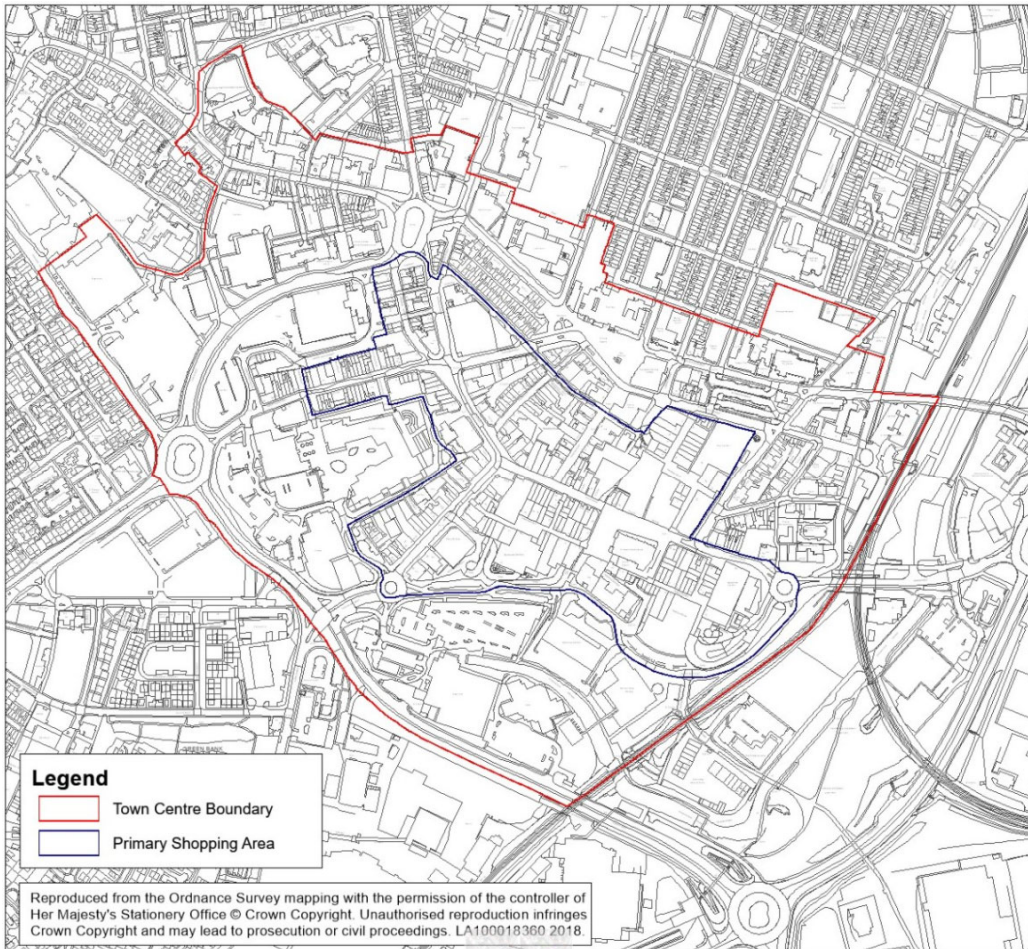
Insert a plan showing the Central Spatial Area boundary into Appendix 11 as follows:

665



Replace the St. Helens Town Centre Map in Appendix 11 of the Local Plan Submission Draft with the following map to remove the primary and secondary frontages:

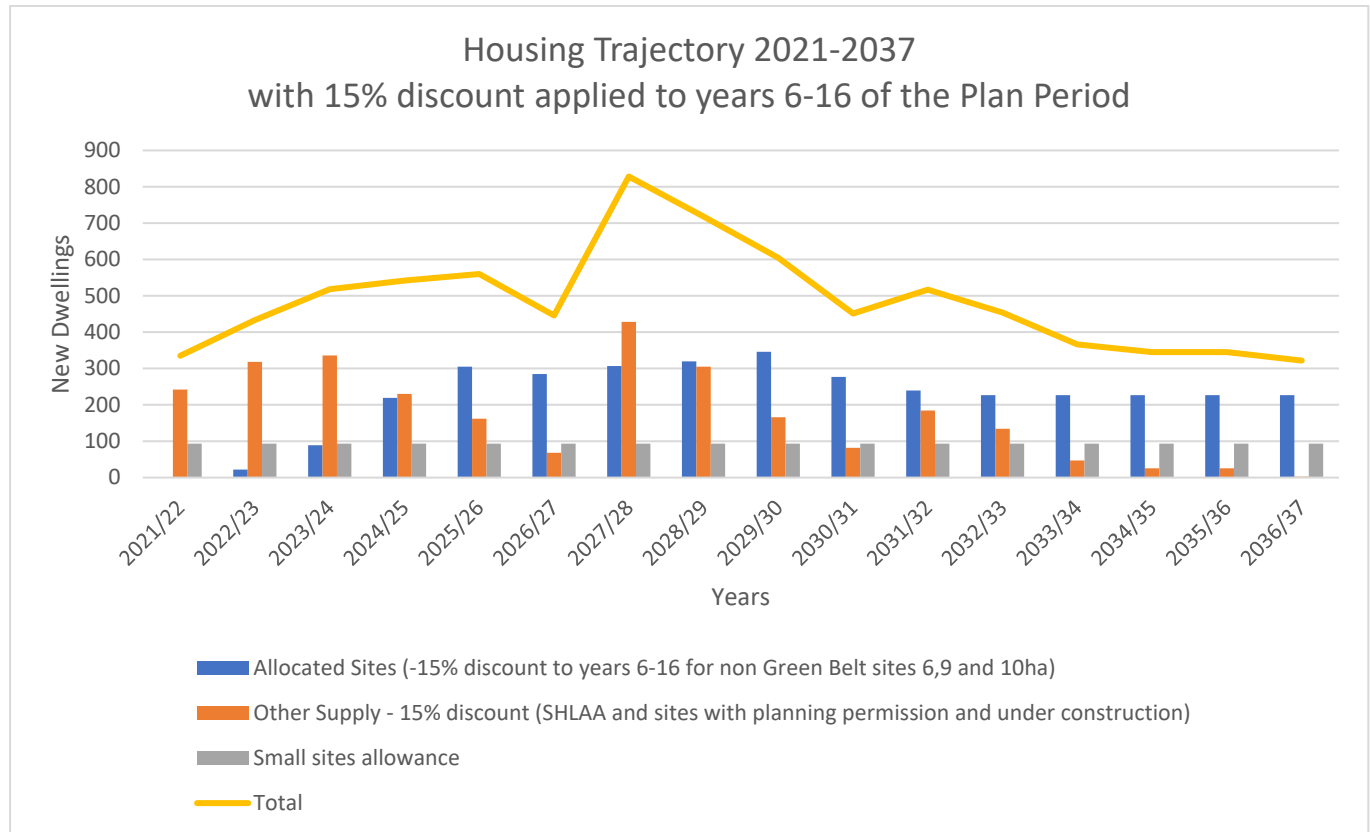
999



## Annex 10

Updated version of Figure 4.3 and Table 4.7

### Plan Trajectory 2021-2037 with a 15% discount applied to years 6-16 of the SHLAA Supply and non-Green Belt allocations (6HA, 9HA and 10HA)




Year	Allocated Sites (-15% discount to years 6-16 for non-Green Belt sites 6,9 and 10ha)	Other Supply - 15% discount (sites without planning permission (SHLAA), with planning permission and under construction)	Small sites allowance	Total Dwellings
2021/22	0	242	93	335
2022/23	22	318	93	433
2023/24	89	336	93	518
2024/25	219	230	93	542
2025/26	305	162	93	560
2026/27	285	68	93	446
2027/28	307	428	93	828
2028/29	320	305	93	718
2029/30	346	166	93	605
2030/31	277	82	93	451
2031/32	239	184	93	517
2032/33	227	134	93	454
2033/34	227	47	93	366
2034/35	227	26	93	345
2035/36	227	26	93	345
2036/37	227	3	93	322
<b>Total</b>				<b>7784</b>

## Annex 11

Updated version of LPSD Table 4.8.

Ref.	Site Name	Area (hectares)	NDA <sup>36</sup> (indicative)	Density (Dwellings per hectare)	Capacity <sup>37</sup> (indicative)
1HS	Land South of Leyland Green Road, North of Billinge Road and East of Garswood Road, Garswood	12.92	75%	30	291
2HS	Land between Vista Road and Belvedere Road, Earlestown	7.92	75%	30	178
3HS	Former Eccleston Park Golf Club, Rainhill Road, Eccleston	49.00	65%	30	956 <sup>38</sup>
4HS	Land East of Newlands Grange (former Vulcan works) and West of West Coast mainline, Newton-le-Willows	<del>9.76</del> <b>13.51</b>	75%	35	<del>256</del> <b>355</b>
5HS	Land West of Winwick Road and South of Wayfarers Drive, Newton-le-Willows	7.29	75%	35	191
6HS	Land East of Chapel Lane and South of Walkers Lane, Sutton Manor	5.04	75%	30	113
7HS	Land South of Elton Head Road (adjacent to St. John Vianney Primary School), Thatto Heath	3.72	75%	30	84
8HS	Land South of A580 between Houghtons Lane and Crantock Grove, Windle	52.69	65%	30	1,027
<b>Housing Total</b>					<b><u>2,641</u></b> <b>2,739</b>

 <b>ST HELENS</b> BOROUGH COUNCIL	<p>THE RECOMMENDATIONS IN THIS REPORT ARE SUBJECT TO CONSIDERATION BY STANDARDS COMMITTEE ON 4 JULY 2022</p> <p><b>Council</b></p> <p><b>12 July 2022</b></p>
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<b>Report Title:</b>	<b>Report of Standards Committee - Revised Protocol for Councillors and Officers Dealing with Planning Matters and Related Constitutional Changes</b>
<b>Cabinet Portfolio</b>	Finance and Governance
<b>Cabinet Member</b>	Councillor Martin Bond
<b>Exempt Report</b>	No
<b>Reason for Exemption</b>	N/A
<b>Key Decision</b>	No
<b>Public Notice issued</b>	N/A
<b>Wards Affected</b>	All
<b>Report of</b>	Jan Bakewell Director of Legal and Governance <a href="mailto:janbakewell@sthelens.gov.uk">janbakewell@sthelens.gov.uk</a>
<b>Contact Officer</b>	Joanne Griffiths Team Manager - Democratic and Scrutiny Services <a href="mailto:joanegriffiths@sthelens.gov.uk">joanegriffiths@sthelens.gov.uk</a>

<b>Borough priorities</b>	Ensure children and young people have a positive start in life	
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	Promote good health, independence, and care across our communities	
	Create safe and strong communities and neighbourhoods for all	
	Support a strong, thriving, inclusive and well-connected local economy	
	Create green and vibrant places that reflect our heritage and culture	
	Be a responsible Council	X

## 1. Summary

- 1.1 The Revised Protocol for Councillors and Officers Dealing with Planning Matters and Related Constitutional Changes was submitted to Standards Committee on 4 July 2022 and is attached at Appendix 1 to this report for information.

## 2. Recommendations for Decision

**Council is recommended to:**

- (1) **approve the amendments to the Protocol for Councillors and Officers Dealing with Planning Matters, set out at Appendix 2;**
- (2) **approve the changes to Part 3 of the Constitution (Responsibility for Functions – Council Functions Delegated to Officers – Planning), set out at Appendix 3; and**
- (3) **authorise the Monitoring Officer to amend the Constitution so that it accords with the decision of Council in this regard.**

## 3. Purpose of this Report

- 3.1 The Protocol for Councillors and Officers Dealing with Planning Matters (“the Protocol”) aims to ensure that, within the planning process, there are no grounds for suggesting that a planning decision taken by officers or members has been biased, partial or not well founded in any way. The Protocol is a living document and has been the subject of amendment over the years to ensure it reflects current best practice.
- 3.2 The report recommends amendments to the Protocol in order to reflect recent changes to the Code of Conduct for Elected and Co-opted Members. Minor amendments are also recommended to officer delegations contained at Part 3 of the Constitution (Appendix 2) and which are to be referenced within the Protocol. Other updates are made to the site visit protocol and public speaking arrangements. The opportunity has also been taken to reflect recent changes to officer job titles and to provide greater clarity with regard to requirement to report excessive lobbying to officers.

## 4. Background /Reasons for the recommendations

- 4.1 Detailed in the Standards Committee Report.

**5. Consideration of Alternatives**

- 5.1 Not to agree the proposed amendments would risk the Council's current Protocol being out of step with the Code of Conduct for Elected & Co-Opted Members and not in keeping with accepted best practice.

**6. Conclusions**

- 6.1 Members are recommended to approve the amendments to the Protocol set out at Appendix 2 and approve the changes to Part 3 of the Constitution (Responsibility for Functions – Council Functions Delegated to Officers – Planning), set out at Appendix 3.

**7. Legal Implications**

- 7.1 The revisions to the Protocol are intended to ensure that, within the planning process, there are no grounds for suggesting that a planning decision taken by officers or members has been biased, partial or not well founded in any way, thus reducing the risk of legal challenge. The amended Protocol and proposed revisions to Part 3 of the Constitution (Responsibility for Functions – Council Functions Delegated to Officers – Planning) will, if approved, form part of the Council's constitution.

**8. Community Impact Assessment (CIA) Implications**

- 8.1 None

**9. Social Value**

- 9.1 None

**10. Sustainability and Environment**

- 10.1 None

**11. Health and Wellbeing**

- 11.1 None

**12. Equality and Human Rights**

- 12.1 None

**13. Customer and Resident**

- 13.1 None

**14. Asset and Property**

- 14.1 None

**15. Staffing and Human Resources**

- 15.1 None

## **16. Risks**

16.1 See paragraph 7.1 above.

## **17. Finance**

17.1 None

## **18. Policy Framework Implications**

18.1 None

## **19. Impact and Opportunities on Localities**

19.1 None

## **20. Background Documents**

20.1 None


## **21. Appendices**

Appendix 1 – Report to Standards Committee – 4 July 2022

Appendix 2 - Protocol for Councillors and Officers Dealing with Planning Matters

Appendix 3 - Part 3 of the Constitution (Responsibility for Functions – Council Functions Delegated to Officers – Planning)



 <b>ST HELENS</b> BOROUGH COUNCIL	<h2>Standards Committee</h2> <h3>4 July 2022</h3>
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<b>Report Title</b>	<b>Revised Protocol for Councillors and Officers Dealing with Planning Matters and Related Constitutional Changes</b>
<b>Cabinet Portfolio</b>	Finance and Governance
<b>Cabinet Member</b>	Councillor Martin Bond
<b>Exempt Report</b>	No
<b>Reason for Exemption</b>	N/A
<b>Key Decision</b>	No
<b>Public Notice issued</b>	N/A
<b>Wards Affected</b>	N/A
<b>Report of</b>	Jan Bakewell Director of Legal & Governance <a href="mailto:janbakewell@sthelens.gov.uk">janbakewell@sthelens.gov.uk</a>
<b>Contact Officer</b>	Matt Jones Head of Legal and Democratic Services <a href="mailto:mattjones@sthelens.gov.uk">mattjones@sthelens.gov.uk</a>

<b>Borough Priorities</b>	Ensure children and young people have a positive start in life	
	Promote good health, independence, and care across our communities	
	Create safe and strong communities and neighbourhoods for all	
	Support a strong, thriving, inclusive and well-connected local economy	
	Create green and vibrant places that reflect our heritage and culture	
	Be a responsible Council	X

## 1. Summary

- 1.1 The agreed comments of Standards Committee are sought on proposed revisions to the Protocol for Councillors and Officers Dealing with Planning Matters (known as the Planning Protocol) and related constitutional changes. The agreed comments of Standards Committee (and Planning Committee) will be considered by Council at its meeting on 12 July 2022, prior to its adoption of an updated Protocol and the making of any related constitutional changes.

## 2. Recommendation for Decision

### Standards Committee is recommended to:

- 2.1 Provide agreed comments, for consideration by Council, on the proposed revisions to the Planning Protocol, set out at Appendix 1 and related changes to Part 3 of the Constitution (Responsibility for Functions – Council Functions Delegated to Officers – Planning), set out at Appendix 2.

## 3. Purpose of this report

- 3.1 The Planning Protocol aims to ensure that, within the planning process, there are no grounds for suggesting that a planning decision taken by officers or members has been biased, partial or not well founded in any way. The Protocol is a living document and has been the subject of amendment over the years to ensure it reflects current best practice.
- 3.2 The report seeks the views of Standards Committee with regard to proposed revisions to the Planning Protocol which are recommended in order to reflect recent changes to the Code of Conduct for Elected and Co-opted Members. Amendments are also recommended to officer delegations contained at Part 3 of the Constitution (Appendix 2) and which are to be referenced within the Protocol. Other updates are made to the site visit protocol and public speaking arrangements. The opportunity has also been taken to reflect recent changes to officer job titles and to provide greater clarity with regard to the requirement to report excessive lobbying to officers.

- 3.3 The agreed comments of Standards Committee will be considered by Council at its meeting on 12 July 2022, prior to its adoption of an updated Protocol and any related constitutional changes. The agreed comments of Planning Committee, following its meeting of 4 July 2022, are attached at Appendix 3, for information, and will also be considered by Council.

#### **4. Background / Reason for the recommendations**

- 4.1 On 21 July 2021, the Merseyside model Code of Conduct for Elected and Co-opted Members ('the Code') was adopted by Council. Council agreed an updated version on 19 January 2022. The Code is modelled on a national model code issued by the Local Government Association and makes reference to three categories of interest: disclosable pecuniary interests, personal interests and prejudicial Interests.
- 4.2 The Planning Protocol has been updated so that it reflects the latest version of the Code and provides guidance to members so they can deal appropriately with interests that may arise from time to time when they consider planning matters.
- 4.3 Part 3 of the Constitution (Responsibility for Functions – Council Functions Delegated to Officers – Planning) sets out those planning functions that are delegated to the Executive Director of Place Services. It is proposed to amend these delegations in accordance with Appendix 2. The proposed revisions provide that all planning applications, which are contrary to the Council's Development Plan, but recommended for approval by officers, are considered by Planning Committee. Currently, only those applications that are of a scale that might be "called in" by Government are considered by Planning Committee. In addition, it is proposed that variations to section 106 agreements and planning conditions relating to applications originally granted by Planning Committee are brought back before members rather than being delegated to officers. It is also proposed that all applications submitted by, or on behalf of the Council, are decided by Planning Committee (currently only major Council developments, or minor development where there are 6 or more objections, are considered by Planning Committee).
- 4.4 Under Section 70C of the Town and Country Planning Act 1990 the Council may decline to determine an application for planning permission where an enforcement notice has been issued. The Executive Director of Place Services already has delegated powers to decline to accept applications for development where an appeal has been dismissed within the preceding two years and in situations where there has been a refusal of planning permission and no material change in circumstances. Accordingly, it is proposed that power to decline to determine an application for planning permission in circumstances where an enforcement notice has been issued is also included within the delegations set out at Appendix 2.
- 4.5 Minor amendments are proposed to the public speaking provisions (Appendix B to the Protocol) to clarify that whilst a dialogue will not be permitted between members of the Planning Committee and members of the public who are exercising their right to speak, members may still seek clarification from them on factual matters.
- 4.6 The site visit procedural rules (Appendix C to the Protocol) are also updated to remove reference to the "official coach" which is no longer provided as members now make their own way on site visits.

- 4.7 Finally, recent changes to officer job titles are reflected in the amended Protocol and further clarity is provided in respect of lobbying. Paragraph 7.0 of the Protocol is amended to provide that, whilst it is essential for the proper operation of the planning system that local views are adequately ventilated, *excessive* lobbying, either for or against a particular application, should be appropriately reported, recorded and disclosed.

## **5. Consideration of Alternatives**

- 5.1 Not to agree the proposed amendments would risk the Council's Planning Protocol being out of step with the Code of Conduct for Elected & Co-Opted Members and not in keeping with accepted best practice.

## **6. Conclusions**

- 6.1 Members are recommended to provide agreed comments on the proposed revisions to the Planning Protocol, set out at Appendix 1 and related changes to Part 3 of the Constitution (Responsibility for Functions – Council Functions Delegated to Officers – Planning), set out at Appendix 2.

## **7. Legal Implications**

- 7.1 The update to the Planning Protocol is intended to ensure that, within the planning process, there are no grounds for suggesting that a planning decision taken by officers or members has been biased, partial or not well founded in any way, thus reducing the risk of legal challenge. The amended Protocol and proposed revisions to Part 3 of the Constitution (Responsibility for Functions – Council Functions Delegated to Officers – Planning) referenced at appendix A of the Protocol will, if approved by Council, form part of the Council's constitution.

## **8. Community Impact Assessment (CIA) Implications**

- 8.1 One of the key purposes of the planning system is to control development in the public interest. In performing this role planning necessarily affects land and property interests, particularly the financial value of land holdings and the quality of their settings. It is important, therefore, that planning decisions are made openly, impartially, with sound judgment and for justifiably reasons. The Planning Protocol provides opportunities for public speaking at planning committee prior to the determination of planning matters. The suggested revisions to the Protocol enhance the existing provisions by providing an opportunity for members to seek clarification on issues raised by members of the public who have exercised their public speaking rights.

## **9. Social Value**

- 9.1 None

## **10. Sustainability and Environment**

- 10.1 None

## **11. Health and Wellbeing**

- 11.1 None

**12. Equality and Human Rights**

12.1 None

**13. Customer and Resident**

13.1 The Planning Protocol seeks to ensure that planning decisions are made openly, impartially, with sound judgment and for justifiably reasons. The Planning Protocol provides opportunities for public speaking at planning committee prior to the determination of planning matters. The suggested revisions to the Protocol enhance the existing provisions by providing an opportunity for members to seek clarification on issues raised by members of the public who have exercised their public speaking rights.

**14. Asset and Property**

14.1 None

**15. Staffing and Human Resources**

15.1 None

**16. Risks**

16.1 See paragraph 7.1 above.

**17. Finance**

17.1 None

**18. Policy Framework Implications**

18.1 The Planning Protocol seeks to ensure that planning decisions are made openly, impartially, with sound judgment and for justifiably reasons and helps to ensure that the Council meets its Borough Strategy priority “to be a responsible Council”.

**19. Impact and Opportunities on Localities**

19.1 None

**20. Background Documents**

20.1 St. Helens Borough Council Code of Conduct for Elected and Co-opted members

**21. Appendices**

Appendix 1 - Protocol for Councillors and Officers Dealing with Planning Matters (the Planning Protocol)

Appendix 2 - Part 3 of the Constitution (Responsibility for Functions – Council Functions Delegated to Officers – Planning)

Appendix 3 - Relevant minute of the meeting of Planning Committee held on 28 June 2022



## ST HELENS BOROUGH COUNCIL

### PROTOCOL FOR COUNCILLORS AND OFFICERS DEALING WITH PLANNING MATTERS

#### 1.0 THE NEED FOR GUIDANCE

- 1.1 Planning relies on informed judgment within a firm policy context which presumes in favour of development in accordance with the Development Plan unless material considerations indicate otherwise. It is also highly contentious because its decisions affect the daily lives of everyone and the private interests of individuals, landowners and developers. This is heightened by the openness of the system (it actively invites public opinion before taking decisions) and the legal nature of development plans and decision notices. It is important, therefore, that the process is characterised by open and transparent decision-making.
- 1.2 One of the key purposes of the planning system is to control development in the public interest. In performing this role, planning necessarily affects land and property interests, particularly the financial value of land holdings and the quality of their settings. It is important, therefore, that planning decisions affecting these interests should be made openly, impartially, with sound judgment and/or justifiable reasons. The process should leave no grounds for suggesting with any justification that a decision has been partial, biased or not well-founded in any way.
- 1.3 Elected members should have regard to this guidance contained in this Protocol when involved in planning and other development matters.
- 1.4 If members are uncertain about the application of the Protocol, they should seek advice from officers, preferably in advance of the Planning Committee meeting.

#### 2.0 RESPONSIBILITIES FOR THE DISCHARGE OF THE COUNCIL'S PLANNING FUNCTION

- 2.1 The performance of the Council's planning function is delegated to a Committee and Officers of the Council, pursuant to Section 101 of the Local Government Act 1972. An extract from the Council's Scheme of Delegation is attached to this Protocol at Appendix A, which sets out details of the applications which can be determined by Planning Officers.
- 2.2 All other decisions on planning matters are dealt with by the Planning Committee.

#### 3.0 DECLARATION AND REGISTRATION OF INTERESTS

- 3.1 As with all aspects of Council business, Members should observe the guidance on declaring **disclosable pecuniary interests and personal pecuniary and non-pecuniary interests and prejudicial interests** as set out in the St Helens Borough Council Code of Conduct for Elected and Co-opted Members ('the Code').
- 3.2 The Code sets out requirements and guidance for Members on declaring **disclosable pecuniary interests, prejudicial interest and non-pecuniary personal** interests and the consequences of having such interests. This must be followed scrupulously and Members should review the Code's provisions regularly and continually reassess their own position against the requirements of the Code. Members must always bear in mind that not only should impropriety be avoided but also any appearance, or grounds for suspicion, of improper conduct. The responsibility for this rests with each individual Member.

- 3.3 A Register of Members' Interests is maintained by the Council's Monitoring Officer. This is a living document and Members are required to notify the Monitoring Officer of any changes within 28 days of **the Member becoming aware of** the change. Members who have substantial property interests or who work in the Planning field on a professional basis e.g. Planning Advisors, which would prevent them from voting on a regular basis, might wish to ensure that they avoid sitting on the Planning Committee.

#### Disclosable Pecuniary Interests

- 3.4 The Code adopted by the Council describes in detail the term disclosable pecuniary interest. Where a matter arises at a meeting which **directly relates** to a Member's disclosable pecuniary interest, set out at Table 1 of the Code (e.g. land and property owned by the Member or their partner) then the Member must disclose the nature of the interest at the start of the meeting, or failing that as soon as the Member realises that such an interest is in play. Unless a dispensation has been granted, the Member must not vote or take any part in the debate on the matter and must not remain in the room whilst the matter is discussed. ~~The Code adopted by the Council defines in detail the term pecuniary interest. In essence, if the matter under consideration engages an interest falling within the definition of pecuniary interest set out in the Code then any Member present at the meeting should disclose the nature of the interest at the start of the meeting or failing that as soon as the Member realises that such an interest is in play. Any Member of the Committee should further play no part in the debate on the matter or any vote taken. The Member may however, stay in the committee room and subject to being granted dispensation by the Monitoring Officer, also have an opportunity to address the Committee where the public speaking rules apply for a maximum of 3 minutes, such time being additional to that permitted under the Council's public speaking rules. This right may only be exercised immediately prior to the applicant speaking and/or to the debate commencing. If the Member is in any way unsure as to whether he or she has an interest, advice should be sought from the Monitoring Officer as soon as possible, however, ultimately the decision on whether a relevant interest exists will always lie with the Member.~~

#### Personal Interests

~~Where a matter arises at a meeting which **affects** a Member's own financial interest or their well-being, or the financial interest or well-being of a relative, close associate of theirs or a registerable body set out at Table 2 to the Code (e.g. a charity of which they are a member) then the Member must disclose the personal interest. A Member with a personal interest may remain in the meeting and speak and vote as normal but it is important that they have first considered whether they have a prejudicial interest in relation to that interest (see further below). A Member of the Planning Committee will also have to consider whether or not he or she may have a non-pecuniary interest. That interest could either take the form of having any registerable non-pecuniary interest (as referenced in the Code) or it may exist where the matter being considered at the Committee is one which is otherwise closely linked to either (i) the Member (ii) the Member's Family or close friends or (iii) the Member's Employer or other business interests. In such a situation the Member must go on to consider if the link is such that it would have the effect of meaning that the person in the street may reasonably feel that any decision taken by the Member on that matter could have been unduly influenced by the link. If the Member is of the view that it is not then he or she should declare a non-pecuniary personal interest and shall be able to take a full part in the debate and vote. If the Member is of the view that it is, the Member must declare a non-pecuniary interest and not take part in the discussion and/or vote on the matter. The Member however, is permitted to stay in the room at all times and further is also permitted to address the Committee where the public speaking rules apply for a maximum of three minutes, such time being additional to that permitted under the Council's public speaking rules. This right may only be exercised immediately prior to the applicant speaking and/or the debate commencing. If the Member is in any way unsure as to whether he or she has an interest, advice should be sought from the~~



~~Monitoring Officer as soon as possible, however, ultimately the decision on whether a relevant interest exists will always lie with the Member.~~

~~Prejudicial Interests~~

- 3.5** Where a matter arises at a meeting which **affects** a Member's own financial interest or their well-being, or the financial interest or well-being of a relative or close associate of theirs or a registerable body set out at Table 2 to the Code (e.g. a charity of which they are a member) then the Member must disclose the personal interest. A Member with a personal interest may remain in the meeting and speak and vote as normal, but it is important that they have first considered whether they have a prejudicial interest in relation to that interest (see further below).

Prejudicial Interests

- 3.6** Where a matter arises at a meeting which **directly relates** to a Member's financial interest or well-being (or the financial interest or well-being of the Member's relative or close associate) or **directly relates** to the Member's registerable interests, as set out a Table 2 of the Code, then a prejudicial interest arises. A prejudicial interest also arises where the matter affects the Member's financial interest or well-being (or the financial interest or well-being of a relative or close associate) to a greater extent than the majority of inhabitants of the ward affected by the decision in circumstances where a reasonable member of the public, knowing all the facts, would believe that it would affect the Member's view of the wider public interest. A Member with a prejudicial interest must disclose the interest and may speak on the matter only if members of the public are also allowed to speak (in which case the member may address the Committee for a maximum of 3 minutes). Otherwise, the Member may not take part in any discussion or vote on the matter and must not remain in the room unless a dispensation has been granted.

#### **4.0 CONDUCT OF MEMBERS**

~~Members of the Planning Committee should remain present throughout the consideration of any particular application. If a member arrives after consideration of an application has started or leaves during the consideration of it, the member should not participate further in consideration of that application. Members who need to leave temporarily for any reason during discussion of an application may seek a short adjournment from the Chair. Members are required to concentrate only on hearing the application before them at the Committee and should ensure they are not distracted by the use of social media or other communications during the meeting.~~

~~Any Member of the Council not sitting on the Planning Committee, if permitted to speak shall be allowed to address the Committee for a period of no more than three minutes, such time being additional to that permitted under the Council's public speaking rules. Such Members shall speak immediately prior to the applicant addressing the Committee and/or the debate commencing with those supporting the application speaking last. For the avoidance of doubt such Members shall speak before any Members of the Committee exercising rights to address the Committee. Should non-Members of the Planning Committee wish to address the Committee on matters where they have a disclosable pecuniary interest or non-pecuniary Interest, this is subject to receiving a dispensation from the Monitoring Officer.~~

- 4.1** Any Member of the Council not sitting on the Planning Committee, if permitted to speak shall be allowed to address the Committee for a period of no more than three minutes, such time being additional to that permitted under the Council's public speaking rules. Such Members shall speak immediately prior to the applicant addressing the Committee and/or the debate commencing with those supporting the application speaking last. For the avoidance of doubt such Members shall speak before any Members of the Committee exercising rights to address the Committee. Should non-Members of the Planning Committee wish to address the Committee on matters where they have a disclosable

pecuniary interest this is subject to receiving a dispensation from the Monitoring Officer.

- 4.2 Members of the Planning Committee may at times find that they feel so strongly about a particular development proposed or general types of development proposals that they are not capable of going into the Committee room and considering the particular matter before them with an open mind. Whilst such a scenario would not constitute a **disclosable pecuniary interest, prejudicial interest or personal or non-pecuniary** interest, it is clear that that Member should not take part in the deliberations on the matter in order to ensure that any decision made is not susceptible to judicial challenge. In such a situation the Member should make an open declaration and be given the opportunity to address the Committee, where the public speaking rules apply, for a maximum of 3 minutes immediately prior to the applicant addressing the Committee and/or the debate commencing such time being additional to that permitted under the Council's public speaking rules. However, once the Member has so addressed the Committee the Member should play no further part in the consideration of the matter although they should be permitted to stay in the Committee room. Those Members of the Planning Committee who are also Parish Councillors, and may happen to discuss a particular Planning Application prior to it being considered at the Planning Committee, should, if they wish to, consider the matter at the Planning Committee, always make it expressly clear at the Parish Council meeting that any comments and votes cast by them at that meeting are provisional, and that they will only be in a position to form a final view at the meeting of the Planning Committee. In such a position the Member will be treated as having a declarable non-pecuniary interest at the Planning Committee. In such a circumstance that Member can still take part and vote in the consideration of the application at the Planning Committee.
- 4.3 Members of a Parish Council should not take part in the consideration or vote on any application made by the Parish Council or where the application **materially affects the well-being or financial position of** ~~=directly relates~~ to the Parish Council although the Member would be allowed to address the Committee for a period of 3 minutes prior to the application being considered provided that the public speaking rules apply.

#### 4.0 **CONDUCT OF OFFICERS**

- 4.1 Officers are also subject to a Code of Conduct which provides guidance and standards for officers. In addition, all officers dealing with planning applications are expected to comply with the provisions of the Royal Town Planning Institute's Code of Professional Conduct, whether or not they are members of the Royal Town Planning Institute.
- 4.2 Officers shall notify the Council's Head of Planning ~~Service Manager—Development & Building Control~~ in writing at the time of any planning application made by or on behalf of the Officer and his/her partner.

#### 5.0 **DEVELOPMENT PROPOSALS SUBMITTED BY MEMBERS AND COUNCIL DEVELOPMENT**

- 5.1 Applications submitted to the Council by serving and former Members and their close friends and relatives can easily give rise to suspicions of impropriety. So indeed can proposals for the Council's own development. Although it is perfectly legitimate for such proposals to be submitted it is vital to ensure that they are handled in a way which gives no grounds for accusations of favouritism.
- 5.2 Serving Members who act as agents for people pursuing a planning matter within their Authority should play no part in the decision-making process for that proposal. Similarly, if Members submit their own development proposals to the Council they should take no part in the decision-making process or discuss the application with any other Member of the Council at any time.

Proposals submitted by Members or their partners should be reported to the Planning Committee as main items and should not be dealt with by Officers under delegated powers. Where such an application is submitted, the Member shall notify the Council's **Head of Planning Service Manager—Development & Building Control** in writing at the time of the application.

Proposals for **thea** Council's own development should be treated in the same way as those by private developers in accordance with **The Town and Country Planning General Regulations 1992 guidance given in Circular 19/92**. This **Circular** outlines that the same administrative process, including consultation, should be carried out in relation to the Council's own planning applications and that they should be determined against the same policy background (ie. the Development Plan and any other material planning considerations). Decisions must be made strictly on planning merits and without regard to any financial or other gain that may accrue to the Council if the development is permitted (excluding those local financial considerations which are defined in statute).

- 5.3** Any Member who has acted as a chief advocate for a proposal should be aware of the dangers of being perceived as being biased when the matter comes before the committee. In circumstances where the Member has been significantly involved in preparing or advocating the proposal that Member shall not take part in the debate or vote although he or she could make pre application submissions under the 3 minute rule. For the avoidance of doubt the preparation/advocating referenced here shall mean something more than just sitting on the proposing committee or being the relevant Portfolio Holder **responsible for regeneration**.
- 5.4** In line with the statutory guidance issued by the Secretary of State in Chapter 5 of 'Local Leadership, Local Choice' and to facilitate the full exchange of information between the Executive and the Planning Committee, the Portfolio Member responsible for the Local Plan will sit as a Member of the Planning Committee.

## **6.0 LOBBYING OF AND BY MEMBERS OF THE PLANNING COMMITTEE**

- 6.1** Lobbying is a normal and perfectly proper part of the political process; those who may be affected by a planning decision will often seek to influence it through an approach to their Elected Ward Member or to a Member of the Planning Committee. It is essential for the proper operation of the planning system that local concerns are adequately ventilated and often the most effective and suitable way that this can be done is via Elected Members. However, such lobbying can, unless care and common sense are exercised by all the parties concerned, lead to the impartiality and integrity of a Member being called into question.

~~This part of the Protocol is designed to ensure that the integrity of the decision-making process is not impaired, either in reality or in perception, through the lobbying of Members who will make decisions.~~

- 6.2** Section 25 of the Localism Act 2011 provides that:

*"A decision-maker is not to be taken to have had, or to have appeared to have had, a closed mind when making the decision because:*

- (a) the decision-maker had previously done anything that directly or individually indicated what view the decision-maker took, or would or might take, in relation to a matter, and*
- (b) the matter was relevant to the decision."*

By the time a Member considers a planning application, they must have an open mind and appear to have an open mind when determining the application before them.

- 6.3** Members of the Planning Committee should, if they wish to take part in the decision-making

process, not give any commitment to vote in a particular way on a particular planning application.

- 6.4 If an ~~interested party making representations in favour or against a particular application~~~~approach is received by excessively lobbies~~ ~~approaches~~ a Member of the Planning Committee, the Member shall:
- (a) immediately notify in writing the Council's ~~Head of Planning Service Manager—Development & Building Control~~ of the fact that such an approach has been made, identifying the site, the nature of the approach, who it was made by and the action taken by the Member concerned;
  - (b) keep an adequate written record so as to enable the Member to disclose the fact of such an approach if and when the application or proposal is considered by the Planning Committee; and
  - (c) disclose the fact and nature of such an approach at any relevant meeting of the Planning Committee.
- 6.5 Where a Member of a Planning Committee receives written representations directly in relation to a planning application or Plan Document, the Member shall pass a copy of the correspondence to the Council's ~~Head of Planning Service Manager—Development & Building Control~~ in order that those representations may be taken into account in any report to Planning Committee. The ~~Head of Planning Service Manager—Development & Building Control~~ should record receipt of the written representations in a separate register.
- 6.6 Members of the Planning Committee should, if attending public meetings, unless they intend to make the relevant declarations, do so only to hear the views of those present and should not express a final opinion on the merits of the application.
- 6.7 In discussions between Members generally and Members of the Planning Committee (at party group meetings or other informal occasions), Members should have regard to:-
- (a) the principles governing the Code;
  - (b) the principles governing the conduct of Members of the Planning Committee set out in this part of the Protocol;
  - (c) the obligations placed on Members of the Planning Committee not to give commitments in relation to any planning application.
- 6.8 Relevant Officers should be available to meet with the Chairman of the Planning Committee between the time when a report is circulated and the time of the meeting. The Chairman should forewarn Officers in cases where he/she is aware that the recommendation is likely to be challenged and the reasons why.
- 6.9 In common with Members generally, all Members of the Planning Committee should have the opportunity at any time to contact the relevant Planning Officer in relation to any planning application or Planning Document proposal, but no Member should attempt in any way to put improper pressure on the Officer in order to influence the contents of an Officer's report or the recommendations made on any matter.
- 6.10 Any political group meeting prior to the Committee meeting should not be used to decide how Members should vote. The view of the Ombudsman is that the use of political "whips" at group meetings in this way is contrary to the model Code, such behaviour amounting to maladministration.
- 7.0 **PRE-APPLICATION DISCUSSIONS**

- 7.1** Discussions between a potential applicant for planning permission and the Council prior to the submission of an application, and the taking of the decision upon the application, can be of considerable benefit to both parties and is generally encouraged as assisting the planning process. However, it would be easy for such discussions to become, or be seen to become, part of a lobbying process.
- 7.2** In order to avoid any difficulties, pre-application discussions should take place within the following guidelines:-
- (a) It should always be made clear at the outset that the discussions will not bind the Council to making a particular decision and that any views expressed are personal and provisional.
  - (b) Advice should be consistent and based upon the Development Plan and other material considerations. In addition, all Officers taking part in such discussions should make it clear whether or not they are the decision-maker.
  - (c) A written note should be made of all meetings. The written note shall include the names of those persons who attended the meeting, a summary of the matters discussed and a list of any agreed actions.
  - (d) Care must be taken to ensure that advice is not partial, or seen to be.
  - (e) No Member sitting on the Planning Committee shall take part in any form of pre application and/or pre decision discussion with a developer or any person acting on behalf of a developer except in those circumstances as set out at 7.2(f) below.
  - (f) Any Member of the Council including those sitting on the Planning Committee shall be permitted to attend pre-application presentations by developers/ applicants provided that such presentations are both organised AND attended by Planning Officers of the Council.

## **8.0 REPORTS BY OFFICERS TO COMMITTEE MEMBERS**

- 8.1** Members are required to arrive at a decision on granting or refusing permission by using planning criteria and by excluding non-planning considerations. In determining planning applications, Members are required to make decisions in accordance with the Development Plan for its area, unless other material considerations indicate otherwise. To this end, the reports of officers to Members must be accurate and cover all relevant points. These reports:-

~~To this end, the reports of officers to Members must be accurate and cover all relevant points. These reports:-~~

- (a) should contain a section on the relevance of the Development Plan, a description of the site and any related planning history, the impact on human rights and crime and disorder and all other identified material considerations will be outlined;
- (b) should deal with the substance of any objections received and the views of people who have been consulted or notified;
- (c) should contain a technical appraisal which clearly justifies the stated recommendation;
- (d) should incorporate a recommendation for the consideration of Members;
- (e) oral reporting (except to update a report) should be extremely rare and carefully minuted when it does occur;

- (f) if the report's recommendation is contrary to the provisions of the Development Plan, the material considerations which justify this must be clearly stated.

## **10.0 PUBLIC SPEAKING AT COMMITTEE**

- 10.1** The benefits of allowing public speaking at Committee are that public confidence is generally enhanced and direct lobbying may, as a result, be reduced. The disbenefits are that it may lengthen meetings and make them marginally more difficult to manage.
- 10.2** The Council allows public speaking at meetings of its Planning Committee in accordance with the public speaking protocol set out at Appendix B hereto.

## **10.0 DECISIONS CONTRARY TO OFFICER RECOMMENDATION AND/OR THE DEVELOPMENT PLAN**

- 10.1** The law requires that where the Development Plan is relevant, decisions should be taken in accordance with it, unless material considerations indicate otherwise.
- 10.2** In discussing and then determining a planning application, Members should confine themselves to the planning merits of the case and the reasons for making a final decision should be clear and convincing and supported by planning evidence. Where there is a potential for decisions to be taken which are contrary to officer recommendations, the following guidelines should be followed.
- 10.3** These guidelines will apply when a majority of Members do not consider that a planning application should be determined in accordance with the Planning Officer's recommendation. The appropriate way of proceeding will depend on the circumstances of the individual case but in general the following options will apply:

### **(a) Deferral**

If further information is required or the Committee considers that minor changes may make an application acceptable, the application may be deferred for decision at a later meeting. This may need to follow further public consultation in respect of the change, depending on its impact. However, the requirement to determine planning applications within a fixed period, and the implications of delay must be borne in mind in considering whether to defer.

### **(b) Refusing a Planning Application contrary to a recommendation to approve**

The Committee should indicate reasons for refusal with sufficient clarity to enable clear and precise reasons (with reference to relevant policies) to be provided in the decision notice. The reasons indicated should be confirmed by the Chairman and minuted in full. However, it may well be that although the Committee has indicated clear reasons, the precise wording (including relevant policies) cannot appropriately be framed in the forum of the Committee meeting. In this case the drafting of precise reasons may be delegated to the Head of Planning ~~Officer~~ (following consultation with the Chairman) rather than reported back to the Committee for final approval.

### **(c) Approving a Planning Application contrary to a recommendation to refuse**

Where the Committee wishes to grant planning permission contrary to a recommendation to refuse, the reasons should be clearly stated and minuted, and the Committee should consider whether there are any planning conditions it would wish to see imposed. The drafting of appropriate conditions, including those specified by the Committee, will normally be delegated to the ~~Head of Planning Officer~~ following consultation with the

Chairman (unless the Committee resolve otherwise) and reported to the Committee at its next meeting. It is imperative that Members allow officers to comment on proposed resolutions which are contrary to the recommendation in the report before any vote is taken.

- 10.4** Conscious of the public arena in which planning decisions are made, Members will conduct the business of the Planning Committee in a fair and sensitive manner. The debate on a planning application will be confined to the planning merits, or otherwise, of the development proposal. Members will ensure that all questions to officers are presented in a respectful manner and in an appropriate tone.
- 10.5** All applications which are not in accordance with the Development Plan must be identified as soon as possible. If it is intended to approve such an application the material considerations which led to this conclusion must be clearly identified and how they justify over-riding the Development Plan clearly demonstrated. If the Officer's report recommends approval of a departure the justification for this should be included, in full, in the Committee report. If a Member proposes a decision against the Development Plan and contrary to the Officer's recommendation, the Member must at that time indicate the reasons why they consider a departure is justified.
- 10.6** If the Planning Committee makes a decision contrary to the Officer's recommendation (whether for approval or refusal), a detailed minute of the Committee's reasons should be made and a copy placed on the application file.
- 10.7** A qualified Legal Officer should always attend the meeting to ensure that procedures have been properly followed.

#### **11.0 COMMITTEE SITE VISITS**

- 11.1** Site visits can cause delay and additional costs and should only be used where the expected benefit is substantial. A decision by the Planning Committee to carry out a site inspection should normally only take place when:-
- (a) if the impact of the proposed development is difficult to visualise from the plans and any supporting material; or
  - (b) there is good reason why the comments of the applicant and objectors cannot be expressed adequately in writing; or
  - (c) the proposal is particularly contentious.
- 11.2** When requesting a site visit, Members will give a reason, which will be formally minuted.
- 11.3** Any Member of Planning Committee may request that a site visit take place prior to the meeting at which a report is due to be considered in circumstances where they believe the provisions of 12.1(a), (b) or (c) apply. If such a request is made, Officers shall contact all Members of Planning Committee to inform them of the request and if satisfied that the request falls within the terms set out at 12.1 shall make such arrangements as are reasonably practicable to enable a site visit to take place prior to the meeting. If it is not reasonably practicable to make the necessary arrangements in advance of the meeting, this will be reported to the Committee.
- 11.4** The procedural rules set out in Appendix C must be observed at all times in the holding of all site inspections.
- 11.5** Members of the Planning Committee should seek advice from the Monitoring Officer or the

Deputy Monitoring Officer, if they are invited to attend meetings with applicants, developers or groups of objectors and are likely to take part in the decision-making process. Members can then make a decision about their attendance at the Committee having taken account of the issues relating to pre-determination.

- 11.6 Unaccompanied, unscheduled visits to application sites by members are discouraged as they cannot be an adequate substitute for formal visits with experienced officers to explain materially relevant technical issues. There may also be health and safety risks which are best managed through a formal organised visit. However, where the application site can be viewed safely from public areas and the member cannot reasonably attend the organised site visit, the member may reasonably form the view that it would be beneficial for him/her to carry out an unaccompanied visit in such circumstances.

## 12.0 **REGULAR REVIEW OF DECISIONS**

- 12.1 At least on a biennial basis, arrangements will be made for Members of the Planning Committee to visit a sample of implemented planning permissions in order to assess the quality of the decisions. This should include examples from a broad range of categories such as major and minor development, permitted departures, upheld appeals, listed building works and enforcement cases.
- 12.2 The Planning Committee should formally consider the outcome of this review and decide whether it gives rise to the need to review any existing policies or practices.

## 13.0 **COMPLAINTS AND RECORD-KEEPING**

- 13.1 Whatever procedures the Council operates, it is likely that complaints will be made. In order that any complaints can be fully investigated, record-keeping should be complete and accurate. Omissions and inaccuracies could, in themselves, cause a complaint or undermine the Council's case. Every planning application file will contain an accurate account of events throughout its life, particularly the outcomes of meetings or significant telephone conversations.
- 13.2 The same principles of good record-keeping will be observed in relation to enforcement and Development Plan matters. Monitoring of record-keeping will be undertaken on a continuous basis by managers in the Planning Section.

## 14.0 **POLITICAL GROUP MEETINGS ORGANISED TO TAKE PLACE BEFORE THE MEETING OF THE PLANNING COMMITTEE AT WHICH THE MATTERS TO BE CONSIDERED AT THAT COMMITTEE WILL BE SPECIFICALLY DISCUSSED.**

Whilst such group pre meetings are lawful they should be properly regulated in order to reduce the risk of any successful judicial challenge being made against the subsequent Planning Committee decision. Such group pre meetings represent a good opportunity for the Chair/Portfolio holder to brief/clarify matters relating to the planning applications that have arisen in the Chair's briefing to other committee Members. However, such meetings should never be used as an opportunity to decide how Members will vote at the Planning Committee itself in order to avoid predetermination taking place. At such group pre-meetings Members should observe the following rules:-

- (i) No Member should indicate which way they will actually vote in the Planning Committee;
- (ii) No Member with a **disclosable** pecuniary **interest or** prejudicial interest should attend the group pre meeting when a relevant item is being discussed;
- (iii) No Party Whip shall be used/threatened to be used at any time in relation to any matter up for consideration by the Planning Committee;



- (iv) Should any attempt be made to apply a Party Whip, all Members aware of the attempt shall be obliged to immediately inform the Monitoring Officer;
- (v) Members must ignore/resist any attempt to whip them, and should give no consideration to the attempted whip when the relevant planning application is being considered;
- (vi) Only material considerations relevant to the planning application should be discussed at the group pre meeting when the application is being considered;
- (vii) It is acceptable to raise at the group pre meeting the Party view on the importance or otherwise of the material considerations relevant to any particular planning application, but at the end of the day it is for each Member to form his/her own judgement on the matter under consideration at the meeting of the Planning Committee;
- (viii) No mutual voting arrangements/deals should be discussed either prior to or at the meeting of the Planning Committee. Thus, it is not acceptable for one Member to agree to support another Members view on application 'A' in return for that other Member supporting his/her view on application 'B';
- (ix) Officers should not attend the group pre meeting as a matter of course although they may be asked to attend and clarify any particular planning/legal query that arises during the group discussions; and
- (x) Only Planning Committee Members may attend such group pre meetings.

## **15.0 GIFTS AND HOSPITALITY**

- 15.1** The receipt of gifts and hospitality can cause damage to public confidence in local government and affect the integrity of the planning system. An offer of a gift, favour or hospitality should be treated with extreme caution, especially where it is from an applicant/objector to a planning application.
- 15.2** Members should avoid knowingly accepting the gifts or hospitality from persons who are currently or likely to be promoting or opposing planning applications or from others connected with such persons.
- 15.3** Members must comply with the Council's Code of Conduct for Elected & Co-Opted Members in this regard.

## **16.0 MEDIA AND SOCIAL MEDIA COMMENTS**

- 16.1** All Members should ensure that any contact with the media or comments they make about a planning application on social media should not affect the integrity of the planning system.
- 16.2** Members of the Planning Committee should ensure that they do not create the impression that they have pre-judged a planning application.
- 16.3** All Members should ensure that they do not create the impression that the Council has already pre-judged a planning application.
- 16.4** The Code of Conduct for Elected and Co-opted Members applies to all forms of communication and interaction, and all Members shall note the published guidance on use of social media.

## 17.0 **BREACHES**

- 17.1 A breach of this Protocol may constitute a breach of the Council's Code of Conduct for Elected & Co-Opted Members.

Updated Protocol approved by Council on: 04.11.09

Updated Protocol approved by Council on: 13.04.16

Updated Protocol approved by Council on: 22.07.20

**The Constitution of St Helens Borough Council**  
**Part 3 – Responsibility of Functions**  
**B. Council Functions Delegated to Officers (Excerpt)**

**Planning**

1. To determine all applications for planning permission, listed building consent, conservation area consent, tree works consent, advertisement consent, prior notifications, lawful development certificates, variation/discharge of Section 106 agreements and all other matters submitted for the determination, formal approval or comment of the Council as Local Planning Authority under the relevant Town and Country Planning Act and associated legislation.
2. To decline to accept applications for development for which there has been an appeal dismissed within the preceding two years.
3. To decline to accept applications for development for which there has been a refusal where, in the view of the Council's ~~Development Control Manager~~ **Head of Planning**, there has been no material change in circumstances.
4. ~~To decline to determine retrospective applications where an existing enforcement notice exists.~~
5. To instruct the Council's Chief Legal Officer to issue, and where necessary withdraw, Planning Contravention Notices, Enforcement Notices, Temporary Stop Notices, Discontinuation Notices, Breach of Condition Notices and Notices under Section 215 of the Town and Country Planning Act and, where appropriate, take direct action in the event of non-compliance with any notice.
6. To grant planning permission in those cases where a matter is referred to the Secretary of State for him to decide whether or not he wants to call it in, and he decides not to do so, and the Planning Committee have been minded to grant planning permission.
7. To exercise the powers of Council relating to the protection of important hedgerows under the Hedgerows Regulations 1997.
8. To exercise the powers of Council relating to the preservation of trees.
9. To determine all complaints made under Part 8 of the Anti-Social Behaviour Act 2003, for "high hedges".
10. To make the formal determination of received complaints under Part 8 of the Anti-Social Behaviour Act 2003 relating to high hedges other than where such a complaint relates to a hedge on Council- owned land or where there are considered to be wider neighbourhood issues and the matter is locally sensitive, in which case the matter be referred to the Planning Committee.

~~To determine those applications that are contrary to the Council's Development Plan/Framework, but which are recommended for approval, with the proviso that where an application is of a scale and nature that it needs to be subsequently referred onto a Government department or agency, it be referred to Committee.~~

11. To issue, and where necessary withdraw, Planning Contravention Notices, Enforcement Notices, Temporary Stop Notices and Discontinuance Notices, and Breach of Condition Notices under Section 187a of the Town and Country Planning Act (as amended).

### Exceptions

- a. Applications which are contrary to the provisions of the Council's Unitary Development Plan/Local Development Framework and which are recommended for approval., ~~where the application is of a scale that it needs to be referred to Government.~~
- b. Applications which are contrary to the Council's policies, standards and guidance and which are recommended for approval.
- c. Applications which raise issues which are not covered by specific Council policies, standards or guidelines.
- d. Applications which are potentially controversial or likely to be of significant public interest in the opinion of the Council's ~~Chief Planning Officer~~ Executive Director of Place Services or Director of Strategic Growth or Assistant Director of Regeneration & Planning or Head of Planning.
- e. Applications which would have a significant impact on the environment, in the opinion of ~~the Chief Planning Officer~~ Council's Executive Director of Place Services or Director of Strategic Growth or Assistant Director of Regeneration & Planning or Head of Planning.
- f. ~~To approve applications~~ Applications (except for Prior Notifications for Telecommunications Development and Lawful Development Certificates) on which six or more independent material planning objections have been received which cannot be resolved by negotiation or through this imposition of conditions.
- g. Applications which have been submitted by or on behalf of an ~~Elected Councillor~~ Member of the Authority (or their spouse/partner), by or on behalf of a Chief Officer of St Helens Council (or their spouse/partner), or by or on behalf of an employee within Development Services Section of St Helens Council (or their spouse/partner).
- h. Applications submitted by, or on behalf of, the Council ~~for major developments~~, irrespective of the number of objections., ~~or minor developments if six or more independent material planning objections have been received.~~
- i. Applications which the ~~Council's Executive Director of Place Services or Director of Strategic Growth or Assistant Director of Regeneration & Planning or Head of Planning~~ Chief Planning Officer considers should be presented to Committee for decision.
- j. ~~Variation of Section 106 agreements and planning conditions relating to applications that were originally granted by the Planning Committee~~

### Provisos

- a. In the case of formal applications, they are not determined until at least 12 days have elapsed since they appeared on the weekly list.
- b. All representations are to be carefully considered and all proposals are to be dealt with in accordance with statutory requirements and having regard to the Council's relevant policies and guidelines.
- c. All matters dealt with by the exercise of delegated powers are supported by file notes referring to all material considerations, comments and objections received and clearly stating the reason for the decision.
- d. All applications determined under delegated powers are reported for the information of Members by way of regular reports on the Planning Committee agenda.
- e. In some circumstances less than six objections may be significant. In such cases the application will be referred to the Planning Committee.

Public Speaking at Planning Committee - Protocol

1. The Council's standard neighbour notification and acknowledgement letters will inform people of the right to address the Planning Committee on a Planning Application.
2. Anyone who wishes to address the Committee will inform officers in writing by noon on the day before the date of the meeting.
3. Officers will inform applicants, objectors and supporters of the date and time of the Committee at which the application is to be determined.
4. The following maximum times apply regarding length of speaking rights:
  - (a) Applicant elects to speak or more than 6 material objections, each party to be given up to 5 minutes; and
  - (b) where 25 or more material observations, each party to be given up to 10 minutes.
5. The running order of the Committee will normally commence with those applications where members of the public/applicants wish to address the Committee.
6. When their item is to be discussed, objectors and supporters will be invited to present their case and the applicants shall then be given the right to respond.
7. Normally only one objector, supporter and the applicant will be allowed to speak. The Chairman shall decide whether or not to allow more than one representative to address the meeting.
8. A dialogue will not be permitted between the applicant/agent, objector, supporters and members of the Planning Committee, **unless a member of the Planning Committee is seeking to clarify matters of fact from any individual speaking at Committee.**
9. The **Planning Officer/Head of Planning** will summarise the arguments in the light of what has been said and expand, if necessary, on the recommendation.
10. Officers from other disciplines can also contribute, depending on the issues raised.
11. **A debate between members will then take place on the basis of the officers report and representations heard, and a decision will then be moved and voted upon by the Committee.**

Site Visits by the Planning Committee - Procedural Rules

1. The purpose of a site visit is to assess the planning issues on the ground.
2. The deferred item is included in the next available agenda where applicants/objectors are allowed to address the Committee.
3. Site visits will normally take place on the afternoon prior to the evening Committee meeting:
4. Prior to the site visit the applicant/agent will normally be informed as to the time and date of the site visit.
5. Councillors should make every effort to attend the site meeting organised by officers for the Committee.
6. ~~If attending the Committee site visit, Members should, wherever possible, travel together on the "official" coach.~~
7. Strict rules should govern the conduct of site visits:
  - Members will be accompanied by a Planning Officer and officers of other disciplines as required
  - The site will be viewed from wherever it is most advantageous to appreciate the issues; ~~therefore Members may not need to leave the coach on which the visit is conducted~~
  - ~~If it is necessary to leave the coach, an officer presentation shall take place before Members get off the coach~~
  - ~~If Members need to get off the coach to appreciate the issues better, they will remain together as the Committee~~
  - Representations made by applicants or objectors on the site visit should not be accepted or encouraged
  - No decisions should be made on the site visit, nor should the impression be created that any Member(s) hold a particular view on the development of the site or a particular planning application

## APPENDIX 2

**The Constitution of St Helens Borough Council Part 3 –  
Responsibility of Functions**

**B. Council Functions Delegated to Officers (Excerpt)**

**E. Executive Director of Place Services**

**Planning**

1. To determine all applications for planning permission, listed building consent, conservation area consent, tree works consent, advertisement consent, prior notifications, lawful development certificates, variation/discharge of Section 106 agreements and all other matters submitted for the determination, formal approval or comment of the Council as Local Planning Authority under the relevant Town and Country Planning Act and associated legislation.
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- j. Variation of Section 106 agreements and planning conditions relating to applications that were originally granted by the Planning Committee

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 <b>ST HELENS</b> BOROUGH COUNCIL	<h2>Council</h2> <h3>12 July 2021</h3>
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<b>Report Title</b>	<b>Overview &amp; Scrutiny Annual Report 2021/ 22</b>
<b>Cabinet Portfolio</b>	Finance and Governance
<b>Cabinet Member</b>	Councillor Martin Bond
<b>Exempt Report</b>	No
<b>Reason for Exemption</b>	N/A
<b>Key Decision</b>	No
<b>Public Notice issued</b>	N/A
<b>Wards Affected</b>	All
<b>Report of</b>	Jan Bakewell Director of Legal and Governance <a href="mailto:janbakewell@sthelens.gov.uk">janbakewell@sthelens.gov.uk</a> 01744 673209
<b>Contact Officer</b>	Karl Allender Scrutiny Support Officer <a href="mailto:karlallender@sthelens.gov.uk">karlallender@sthelens.gov.uk</a>

<b>Borough Priorities</b>	Ensure children and young people have a positive start in life	
	Promote good health, independence, and care across our communities	
	Create safe and strong communities and neighborhoods for all	
	Support a strong, thriving, inclusive and well-connected local economy	
	Create green and vibrant places that reflect our heritage and culture	
	Be a responsible Council	X

## 1. Summary

- 1.1 This report presents the Overview & Scrutiny Annual Report for 2021/22 for Council's consideration

## 2. Recommendation for Decision

### **Council is recommended to:**

- i) note the Overview & Scrutiny Annual Report 2021/22 as set out in Appendix 1.

## 3. Purpose of this report

- 3.1 To enable Council to review the activity of the Overview and Scrutiny Commission and the Scrutiny Committees during 2021/22.

## 4. Background / Reason for the recommendations

- 4.1 This Overview and Scrutiny Commission is required to produce an annual report for submission to Council to document the activity of all scrutiny committees during the municipal year. The report also sets out the outcome and added value of the work undertaken by scrutiny over the last year, which has been an unprecedented year in terms of challenges from the Covid-19 pandemic.
- 4.2 The content of the Annual Report was approved by the Overview and Scrutiny Commission at its meeting held on 4 April 2022.

## 5. Consideration of Alternatives

- 5.1 The Overview and Scrutiny Commission is required to produce an annual report under the Council's Constitution.

## 6. Conclusions

- 6.1 Once approved the Overview and Scrutiny Annual Report will be published on the Council website alongside previous submissions.

## 7. Legal Implications

- 7.1 The recommendations in this report ensure that the Overview and Scrutiny Commission complies with its duties under the Council's Constitution.

## 8. Community Impact Assessment (CIA) Implications

## 9. Social Value

- 9.1 N/A

## 10. Sustainability and Environment

- 10.1 N/A

## 11. Health and Wellbeing

N/A

**12. Equality and Human Rights**

12.1 N/A

**13. Customer and Resident**

N/A

**14. Asset and Property**

14.1 N/A

**15. Staffing and Human Resources**

15.1 N/A

**16. Risks**

16.1 N/A

**17. Finance**

17.1 N/A

**18. Policy Framework Implications**

18.1 N/A

**19. Impact and Opportunities on Localities**

19.1 N/A

**20. Background Documents**

**21. Appendices**

21.1 Overview & Scrutiny Annual Report 2021/22

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# OVERVIEW AND SCRUTINY

# ANNUAL REPORT 2021-2022

# INTRODUCTION

This report provides a summary of the work undertaken by the Overview and Scrutiny function at St Helens Borough Council during the 2021/22 municipal year. Despite the continued disruption caused by the COVID-19 pandemic and subsequent pressures on the council and other services, a great deal of productive work has been carried out in Scrutiny committees this year, delivering positive outcomes for residents.

Lockdowns and social distancing over the past two years have meant that the scrutiny function has had to adapt to new ways of working. Following the expiry of the temporary powers to hold remote meetings, public meetings of the Scrutiny Committees returned to meeting in person in June 2021/22. However, the Scrutiny Function continued to use agile working and remote meeting arrangements to carry out its role and work efficiently and effectively with partners and the public for non-decision-making meetings.

The Scrutiny Committees appreciate and thank the Council Officers, Cabinet Members and partners who have committed to working with Scrutiny during what has continued to be a challenging year.

Details of the activity of each of the Committees during 2021/22 and the impact of their work are provided in this report.



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# WHAT IS OVERVIEW AND SCRUTINY?

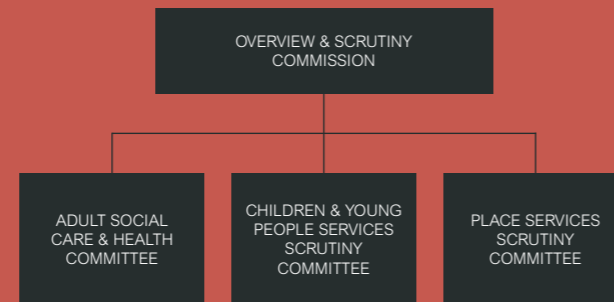
The purpose of Overview and Scrutiny (Scrutiny) is to hold decision makers such as Cabinet, Senior Officers, and the managers of external organisations, such as Health Services Commissioners and Providers and Community Safety Partners, to account for decisions they have made or are planning to make, and to examine the performance of services and the outcomes delivered for the residents of the borough.

Scrutiny is led by Councillors who are not involved in Cabinet. As elected representatives of the residents of the Borough, Councillors involved in Scrutiny can highlight the needs and concerns of the public with decision makers to ensure services are designed and operated effectively to meet those needs.

Members of the public can contribute to Scrutiny by submitting ideas for items to consider and raising concerns about the quality of service or if there is a lack of provision. The public can engage with the Scrutiny Function by contacting the Scrutiny Team directly using the details provided at the end of this report, speaking to their local ward councillor, attending one of our public meetings or visiting the Council's website.

In 2021/22, Scrutiny at St Helens Borough Council was carried out by an overarching Overview and Scrutiny Commission and three thematic Scrutiny Committees with remits that ensure all aspects of the Council and relevant Partners are covered.

Scrutiny Committees can receive reports regarding services during public committee meetings or carry out more in-depth scrutiny through Task and Finish Groups or Spotlight Reviews. Chairs of the Commission and Scrutiny Committees also hold regular meetings with Cabinet Members and Senior Officers to share information and discuss work programmes. Some Committees have co-opted members representing other organisations or sectors



# OVERVIEW AND SCRUTINY COMMISSION

## REMIT

The Commission is responsible for all overview and scrutiny functions on behalf of the Council, including monitoring and supporting the work programmes of the three thematic scrutiny committees. The Commission is also responsible for monitoring the Finance & Governance and the Reset & Recovery Portfolios.

## COMMISSION ACTIVITY

The Commission met seven times over the course of 2021/22, which was a significant increase on the three meetings held in the previous shortened municipal year.

The Commission began the new municipal year by considering the Revenue and Capital Outturn & Council Performance Reports for 2020-2021. At subsequent meetings throughout the year the Commission considered the Council's quarterly financial monitoring and performance reports up to Quarter 3 in March 2022.

In September 2021, the Commission held a spotlight review into the Council's new Housing Strategy. The spotlight review group reviewed the thematic priorities and supporting actions that had been developed in the draft strategy and provided a steer in relation to the public consultation which was to be carried out in early 2022. The group's report was approved

by the Commission in December, with a recommendation that the Commission hold an informal meeting during the consultation period to provide feedback regarding the contents of the draft strategy. This was held in February 2022, and feedback was provided directly to officers and the portfolio holder in attendance.

In October 2021, the Commission received a comprehensive update of the council's new 'Ways of Working'. This was followed by a presentation on the council's ICT Enablement and Digital Transformation programme in March 2022. The Commission welcomed the Council's continued transformation and recovery from the effects of the pandemic.

The Commission carried out a Budget Scrutiny Task Group during January 2022. During the Task Group's meetings, portfolio holders were asked to explain the process they had undertaken with officers, and as a Cabinet, to develop the budget proposals and the opportunities, challenges and pressures facing services within their remit in 2022/23. Portfolio holders were questioned on how they worked together to consider issues which affected services in multiple portfolios and different directorates and where decisions regarding services in one portfolio might have adverse consequences for other portfolios. The Task Group also sought assurances as to whether

the implications of all possible options regarding budget proposals were fully understood, as well as the opportunities for income generation that had been explored and opportunities for the 'localities' model to be implemented.

Overall, the Commission was satisfied that the process for setting the Council Budget for 2022/23 has been robust and thorough.

IN OCTOBER 2021, THE COMMISSION RECEIVED A COMPREHENSIVE UPDATE OF THE COUNCIL'S NEW 'WAYS OF WORKING'. THIS WAS FOLLOWED BY A PRESENTATION ON THE COUNCIL'S ICT ENABLEMENT AND DIGITAL TRANSFORMATION PROGRAMME IN MARCH 2022

# CHILDREN AND YOUNG PEOPLE'S SERVICES SCRUTINY COMMITTEE

## REMIT

The Children and Young People Services Scrutiny (CYPS) Committee is responsible for scrutinising items relating to the provision of services to children and young people. This includes any services within the Children and Young People Portfolio, part of the Education, Business and Skills Portfolio and relevant health services where they are provided predominantly to children and young people. Because the Committee's scope covers the Council's role as a local education authority, its membership is extended to include five co-optees, who represent the primary, secondary and special school sectors and two representatives of faith communities.

## COMMISSION ACTIVITY

The CYPS Committee's principal focus during 2021/22 continued to be scrutiny of the Council's work to improve its delivery of social care services for children, following an inadequate Ofsted inspection rating in 2019. Senior officers reported to each Committee meeting on progress against the Council's Improvement Plan and the challenges the service is encountering. In addition, the Committee Chair also provides a "critical friend" challenge as a member of the Children's Improvement Board.

At each regular Committee meeting held during the year, the Committee continued to receive performance reports relating to Borough Priority 1 - *Ensure all children and young people have a positive start in life.*

The Committee also continued to receive presentations to closely monitor the impact of the COVID-19 pandemic on schools and children's learning and development within the borough. This is also included the support available to schools. This work has enabled the public to see how robust efforts to maintain safety and attainment in schools have been during the pandemic.

At the beginning of the municipal year, members of the CYPS Committee expressed concern regarding whether there was a sufficient supply of foster carers within the borough to meet the needs of children and young people that required foster care. In August 2021, the Committee commissioned a Task Group to explore the issue. The Task Group held numerous meetings between August to December, including with current foster carers. The Task Group's report and recommendations were approved at an extraordinary meeting of the Committee in January 2022 and subsequently submitted to Cabinet for a response to the recommendations made in March.

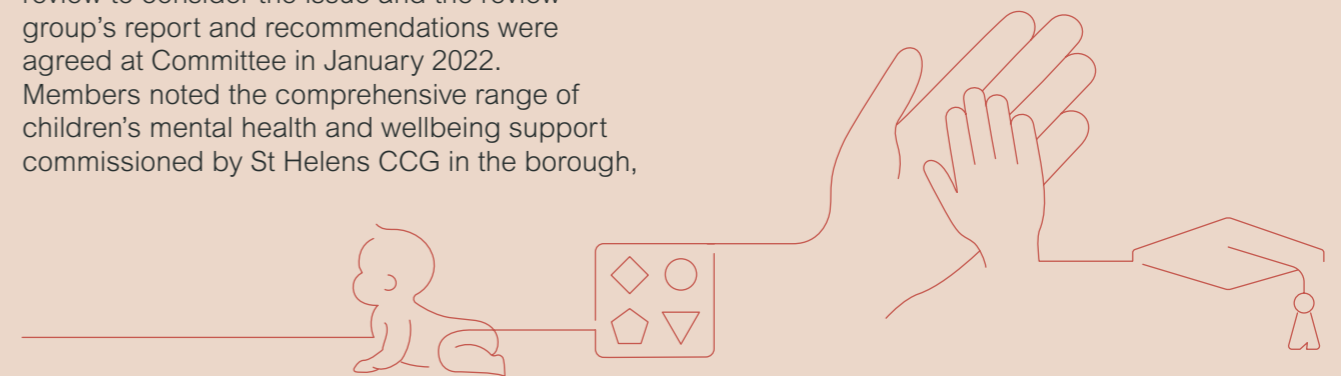
In July 2021, the Committee received the NHS St Helens CCG response to the previous Scrutiny Committee's report on 'Mental Health Services for Children and Young People with SEND' spotlight review held at the end of 2020. As a follow-on to this review, Members felt it was important to scrutinise the mental health and wellbeing services available to children without SEND.

As such, during the work programming session for 2021/22, the CYPS Committee agreed to hold a further spotlight review to provide Members with an opportunity to be informed and scrutinise the efficacy of the mental health and wellbeing services available to children and young people in the borough commissioned by NHS St Helens CCG. Committee members expressed particular concern regarding the level of the pandemic's impact and wished to understand and review what services were in place to address this.

In December 2021, Members held a spotlight review to consider the issue and the review group's report and recommendations were agreed at Committee in January 2022. Members noted the comprehensive range of children's mental health and wellbeing support commissioned by St Helens CCG in the borough,

and the progress that had been made with partner organisations rising to the challenges of the unprecedented effects of the Covid-19 pandemic. A response to the recommendations from St Helens CCG was presented back to the Committee in March.

Other topics presented to the Committee during 2021/22 included the Cabinet response to the previous year's task group which made recommendations on Improving Work Opportunities for Care Experienced Young People. The Committee also received a report in January 2022 on the support for young carers in the borough, with a visit to the St Helens Carers Centre subsequently arranged for March.



# ADULT SOCIAL CARE AND HEALTH SCRUTINY COMMITTEE

## REMIT

The Adult Social Care and Health Scrutiny (ASCH) Committee is the designated health scrutiny committee as required by Regulations and is responsible for monitoring the Integrated Care and Health and Wellbeing, Culture and Heritage (Public Health only) Cabinet Portfolios. The Committee is also responsible for scrutinising the People's Board in relation to its Health and Wellbeing Board responsibilities. The Committee responds to any consultations carried out by the CCG and NHS providers in relation to substantial development of health services in St Helens. The Committee also leads on behalf of the Council in coordinating with other local authorities in relation to Joint Health Scrutiny Committees when required. The Committee is responsible for responding to items referred by Healthwatch St Helens and a representative from Healthwatch is a co-opted member of the Committee to foster good relationships between the Committee and Healthwatch.

## COMMISSION ACTIVITY

During 2021/22, the ASCH Committee continued to receive performance reports relating to Borough Priority 2 – Promote good health, independence, and care across our communities.

The Committee received reports throughout the year on the new Integrated Care System (ICS) for Cheshire and Merseyside. The Cheshire and

Merseyside ICS will become a statutory body in July 2022, at which point local CCG's will be dissolved. The considerable changes to the local health landscape will continue to be monitored by the ASCH Committee in the next municipal year.

The Committee continued to receive updates on the continued impact of the Covid-19 impact, including on the care sector.

A report was also presented to the Committee regarding the progress and achievements of the Suicide Prevention Action Plan 2017-20. The report also provided an update on the surveillance of suicides for St Helens, the additional challenges requiring attention due to Covid-19 and the strategic approach being taken towards the ambition of 'No More Suicides' for the St Helens Suicide Prevention Action Plan 2021-2024.

In September 2021, the Committee was presented with proposals to establish a Cancer Hub at St Helens Hospital for Halton, Knowsley, St Helens and Warrington patients – referred to as the Eastern Sector. A report was taken to each of the four local authority Health Scrutiny Committees with a request to consider whether the proposed change to provision of cancer services outlined in the report constituted a substantial development or variation in service for each borough's residents. All four Health Committees agreed that it was.

Health regulations place a requirement on those local authorities that agree that a proposal is substantial to establish, in each instance, a joint overview and scrutiny committee for the purposes of considering it. The 'Protocol for Establishment of Joint Health Scrutiny Arrangements for Cheshire and Merseyside' sets out the framework for the operation of joint scrutiny arrangements in St Helens. This joint committee will be formally consulted on the proposal and have the opportunity to comment. It will also be able to refer to the Secretary of State for Health if any such proposal is not considered to be in the interests of the health service. However, as of March 2022, the Joint Health Scrutiny Committee to consider the Eastern Sector Cancer Hub proposals had yet to meet and further clarity on the issue will be sought in the new municipal year.

A report from Warrington and Halton Hospitals NHS Trust was taken to Committee in March 2022 regarding Breast Screening Proposals. The report notified the proposal to consolidate and expand Breast Screening Services at Bath Street (Warrington) and relocate Breast Screening Services from the Kendrick Wing at Warrington Hospital. The report set out the impact on service users from St Helens, who comprise up to 10% of existing Kendrick Wing appointments and describes the planned engagement and consultation process related to this proposal. A further report on the outcome of the consultation process will be brought to Committee in 2022/23.

Prior to the COVID-19 pandemic, in January 2020, the then Health and Adult Social Care Scrutiny Panel received a report from St Helens CCG into GP Appointment Waiting Times. Members of the Panel resolved to consider the issue further, however with the onset of the Covid-19 pandemic resulting in a national lockdown, this work was postponed. Since then, the operating model of GP practices and how patients accessed primary care was severely impacted. With COVID restrictions lifting in the August 2021, the ASCH Committee agreed that a spotlight review would be held to consider access to GP appointments. The spotlight review explored the impact of the ongoing Covid-19 pandemic on residents' access to GP appointments within the borough; assessed whether access is satisfactory; and considered where improvements could be suggested. The spotlight review's report and recommendations were approved by the Committee in September, with a response provided by St Helens CCG in December 2021.

In August 2021, the Committee also held a site visit to the Mersey Care Life Rooms in Walton, Liverpool. Members attending the visit received a presentation which provided an overview of what the Life Rooms are and the development of the provision across Merseyside. Life Rooms are a free NHS service who provide a safe and welcoming space to meet others, access opportunities and learn about community resources. The Life Rooms offer support to those wanting to take the next steps in their life, with services available to anyone.

# PLACE SERVICES

# SCRUTINY COMMITTEE

## REMIT

The Place Services Scrutiny Committee is responsible for scrutinising items concerning borough-wide economic development, environmental services (such as grounds maintenance and waste collection), regeneration, housing, culture, tourism, leisure, and libraries. The Committee is responsible for monitoring the following Cabinet Portfolios: Regeneration and Planning; Environment and Transport; Wellbeing, Culture and Heritage (excluding Public Health); Safer, Stronger Communities; and Education, Skills and Business (excluding Education).

The Committee is also designated as responsible for scrutiny of crime and disorder issues. As such it is responsible for monitoring the Safer St Helens Executive Board (a sub-committee of the People's Board responsible for community safety). The Committee can request items for consideration from partners such as the Police and the Fire and Rescue Service. Therefore, to support good relationships and communication, there are co-opted members on the Committee from Merseyside Police and Merseyside Fire & Rescue.

## COMMISSION ACTIVITY

During 2021/22, the Place Services Scrutiny Committee continued to receive performance reports relating to Borough Priority 3 - *Create safe*

*and strong communities and neighbourhoods for all; Priority 4 - Support a strong, thriving, inclusive, and well-connected local economy; and Priority 5 - Create green and vibrant places that reflect our heritage and culture.*

At the beginning of the municipal year, Members of the Committee expressed interest in the Council's development of a new resources and waste strategy. The Committee agreed to form a Task Group which would provide Members with an opportunity to obtain assurances of the need for, and the approach being taken to, the development of a new resources and waste strategy for St Helens. The Task Group's report and recommendations were presented to and approved by Committee in February 2022, and subsequently submitted to Cabinet for response. This response will be brought back to Committee in early 2022/23.

In the summer of 2022, the Committee also expressed an interest in the issue of Wildflower Sustainability and Biodiversity within the Borough and what the Council was doing through its grass cutting strategies on green spaces such as highway verges to enhance biodiversity and support native species of flora and fauna. The Committee therefore held a spotlight review to consider the topic and a report was submitted to Committee in September 2021. The Cabinet response to the recommendations was

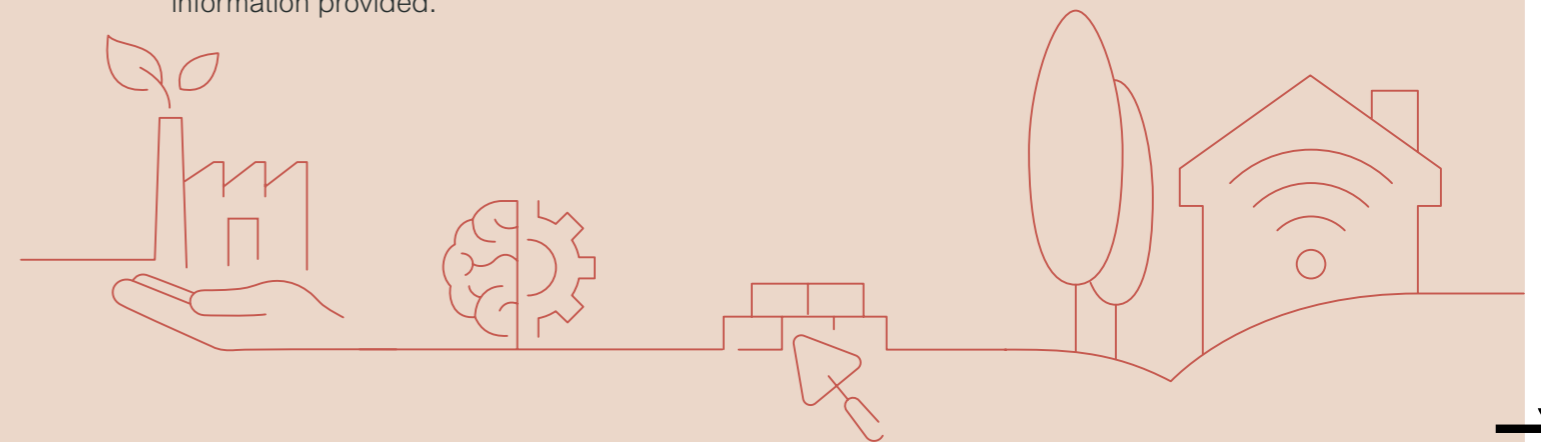
provided back to Committee in December, and the Committee welcomes a further update on progress made against the recommendations during 2022/23.

The Committee also held spotlight reviews in autumn 2021 to consider the Library Strategy Consultation Process as well as the Asset Transfer of Community Sports Facilities elements of the Playing Pitch & Outdoor Sports Facilities Strategy. Both spotlight review reports were presented to and agreed by the Committee in December.

Two sites visit were also held throughout the year. Members were invited to visit the new St Helens Community Fire Station located at Violet Way in the Town Centre. The new station combined the resources from two previous stations located in Eccleston and Parr into one centralised location. Members commented that it was clear that staff were extremely committed and passionate about their job, the new station, and its facilities. In early 2022, members of the Committee also visited Newton Health and Fitness Centre - which followed on from a previous visit to the new centre in early 2020. Members wish to thank officers for facilitating both visits and for the comprehensive information provided.

The Committee began the municipal year by receiving a presentation on the Council's adoption of the United Nations Sustainable Development Goals (SDGs). The SDGs set out how communities, organisations and government can progress towards better lives for themselves and their children, without leaving anyone behind. The report presented to the Committee highlighted how the Council was contributing to the ambitions and delivery of the SDGs which cut across all Council directorates and portfolios.

The Committee also received reports throughout the year on the Council's Domestic Abuse Strategy; operation of Prevent in the borough following the spotlight review held in the previous year; and an update on Policing in the borough.



# HOW TO FIND OUT MORE ABOUT SCRUTINY

The work of Overview and Scrutiny should be informed by the issues that matter to those who live or work in St Helens. A key component of how issues are prioritised within scrutiny work programmes is whether there is public interest in an issue.

Help us to ensure the work programmes of the Overview and Scrutiny Committees reflect the priorities of the public by telling us what you think we should focus on in 2021/22. Our Committees have the ability within the rules

governing overview and scrutiny to scrutinise anything affecting the borough, this means more than just council run services and includes health services, community safety (e.g. police and fire services), voluntary and community services, and regional/national services.

You can contact us by using the channels listed below or submit a suggestion for our work programme using the Scrutiny pages on the council's website.

## CONTACT US

**James Morley** - Scrutiny Manager


**Karl Allender** - Scrutiny Support Officer

**Email:** [scrutiny@sthelens.gov.uk](mailto:scrutiny@sthelens.gov.uk)

**Tel:** 01744 676277/676276

**By Post:** Overview and Scrutiny, St Helens  
Borough Council, Town Hall, St Helens WA10 1HP



 <b>ST HELENS</b> BOROUGH COUNCIL	<h2>Council</h2> <h3>12 July 2022</h3>
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<b>Report Title:</b>	<b>Independent Remuneration Panel Report – Independent Person on Audit &amp; Governance Committee</b>
<b>Cabinet Portfolio</b>	Finance and Governance
<b>Cabinet Member</b>	Councillor Martin Bond
<b>Exempt Report</b>	No
<b>Reason for Exemption</b>	N/A
<b>Key Decision</b>	No
<b>Public Notice issued</b>	N/A
<b>Wards Affected</b>	All
<b>Report of</b>	Jan Bakewell Director of Legal & Governance <a href="mailto:janbakewell@sthelens.gov.uk">janbakewell@sthelens.gov.uk</a>
<b>Contact Officer</b>	Jan Bakewell Director of Legal & Governance <a href="mailto:janbakewell@sthelens.gov.uk">janbakewell@sthelens.gov.uk</a>

<b>Borough priorities</b>	Ensure children and young people have a positive start in life	
	Promote good health, independence, and care across our communities	
	Create safe and strong communities and neighbourhoods for all	
	Support a strong, thriving, inclusive and well-connected local economy	
	Create green and vibrant places that reflect our heritage and culture	
	Be a responsible Council	X

## 1. Summary

- 1.1 To present a recommendation to Council for consideration from the Independent Remuneration Panel in relation to remuneration for an Independent Person on the Audit & Governance Committee.

## 2. Recommendations for Decision

### Council is invited to:

- i. consider and approve the recommendation of the Independent Remuneration Panel to offer remuneration to the Independent Person on the Audit & Governance of £500 per year and;
- ii. authorise the Monitoring Officer to amend the Members' Allowances Scheme in Part 6 of the Constitution to include a Co-Optees Allowance in this regard.

## 3. Purpose of this Report

- 3.1 To set out the Independent Remuneration Panel's ("IRP") recommendation.

## 4. Background /Reasons for the recommendations

- 4.1 At its Annual Council meeting on 30 September 2020, Council considered a report on constitutional issues with recommendations to amend the Terms of Reference for the Audit & Governance Committee ("the Committee") and to amend the make-up of the Committee to include an Independent Person ("IP"). Council agreed to commence the recruitment process to co-opt an IP to the Committee for a fixed term of up to 3 years.
- 4.2 This was to bring additional knowledge and expertise and to reinforce the political neutrality and independence of the committee in accordance with the CIPFA best practice guidance (Audit Committees: Practical Guidance for Local Authorities and Police, 2018 Edition). Council agreed to commence the recruitment process to co-opt an IP to the Committee for a fixed term of up to 3 years.



- 4.3 At its meeting on 23 November 2020, the Committee approved a role description and person specification for an IP to be co-opted to the Committee, following a recruitment process, with a view to a recommendation to Council to co-opt an IP in due course. It was not proposed at that time to pay remuneration for the role, other than expenses for attendance at meetings and training. A subsequent recruitment advert in December 2020 did not attract any suitable candidates with appropriate skills and experience. The intention is to publish a further recruitment advert imminently but to offer remuneration this time to attract suitable candidates. Some other local authorities have offered remuneration in recent recruitment adverts.
- 4.4 The recruitment process was agreed by Audit & Governance Committee at its meeting on 23 November 2020, including a role description and person specification. The vacancy is to be advertised on the Council's website, social media channels and in the local press. Interviews for short-listed suitable candidates will be carried out by a panel comprising the Chair of the Audit & Governance Committee, Portfolio Holder for Finance & Governance, Executive Director of Corporate Services, Director of Finance and Director of Legal & Governance
- 4.5 Subject to a successful recruitment process, it is planned to submit a recommendation to co-opt a preferred candidate to a future meeting of Council for consideration. Once co-opted, the IP will be required to undertake induction training prior to joining the Committee and participate in committee training and briefings during the municipal year.
- 4.6 The IRP met on 17 June 2022 to discuss the option of offering remuneration for this role. Their report and recommendation are attached at Appendix 1.

## **5. Consideration of Alternatives**

- 5.1 Not to offer remuneration could impact on the successful recruitment for a suitable IP.

## **6. Conclusions**

- 6.1 To consider the recommendation from the IRP.

## **7. Legal Implications**

- 7.1 At present, there are no statutory requirements on local authorities in England to appoint an independent person to an audit committee or to offer remuneration. Audit committees for combined authorities in England must have at least one independent person.

## **8. Community Impact Assessment (CIA) Implications**

- 8.1 None.

## **9. Social Value**

- 9.1 None.

## **10. Sustainability and Environment**

- 10.1 None.

## **11. Health and Wellbeing**

- 11.1 None.

**12. Equality and Human Rights**

12.1 The application process will comply with the Council's existing policies.

**13. Customer and Resident**

13.1 None.

**14. Asset and Property**

14.1 None.

**15. Staffing and Human Resources**

15.1 None.

**16. Risks**

16.1 None.

**17. Finance**

17.1 The proposed remuneration of £500 per year, if approved, is to be met from the Council's existing members' allowances budget.

**18. Policy Framework Implications**

18.1 None.

**19. Impact and Opportunities on Localities**

19.1 None.

**20. Background Documents**

20.1 CIPFA Publication: Audit Committees: Practical Guidance for Local Authorities and Police, 2018 Edition

Annual Council Report: 30 September 2020

Audit & Governance Committee Report: 23 November 2020

**21. Appendices**

Appendix 1: Independent Remuneration Panel Report – 17 June 2022

**APPENDIX 1****REPORT OF THE ST. HELENS INDEPENDENT REMUNERATION PANEL****1. Introduction**

- 1.1 The Independent Remuneration Panel (“the Panel”) was established under the provisions of Part 4 of the Local Authorities (Members’ Allowances) (England) Regulations 2003. The Panel is responsible for making recommendations to the St Helens Borough Council in respect of the payment of allowances to its elected members. The Council must have regard to those recommendations before making or amending a scheme of members’ allowances.
- 1.2 The Panel has recently been requested to consider and make a recommendation in relation to the option to offer remuneration to the Independent Person (“IP”) prior to the recruitment and appointment to this new role on the Audit & Governance Committee.
- 1.3 The proposal was considered by the Panel at a meeting on 17 June 2022 attended by the Monitoring Officer and this report sets out the Panel’s recommendations for consideration by Council.

**2. Role of Independent Person - Audit & Governance Committee**

- 2.1 The Panel noted the background as follows. At its Annual Council meeting on 30 September 2020, Council approved a recommendation to amend the Terms of Reference for the Audit & Governance Committee (“the Committee”) and to amend the membership to include an IP. This was to strengthen the membership of the Committee in accordance with the CIPFA best practice guidance (Audit Committees: Practical Guidance for Local Authorities and Police, 2018 Edition). Council agreed to commence the recruitment process to co-opt an IP to the Committee for a fixed term of up to 3 years.
- 2.2 At its meeting on 23 November 2020, the Committee approved a role description and person specification for an IP to be co-opted to the Committee, following a recruitment process, with a view to a recommendation to Council to co-opt an IP in due course. It was not proposed at that time to pay remuneration for the role, other than expenses for attendance at meetings and training. A subsequent recruitment advert in December 2020 did not attract any candidates with appropriate skills and experience. The intention is to publish a further recruitment advert imminently but to offer remuneration this time in an attempt to attract suitable candidates. Some other local authorities have offered remuneration in recent recruitment adverts.
- 2.3 We have been asked for our views on the appropriate level of remuneration in respect of this new role.
- 2.4 It is our view that the IP should be recognised as an important role on the Committee, with an expectation to attend 4 committee meetings per year plus

training outside of those meetings. We noted that the Committee provides a key role in the risk, control and governance arrangements within the Council. The duties and responsibilities of this role are very important to ensure the Council has an effective audit committee as a key part of the Council's governance structure. They include requiring members of the Committee to be trained and briefed throughout the municipal year on a range of issues concerning the processes of the Council.

- 2.5 In our view, to attract candidates with the right skills and experience, this role should be remunerated.
  - 2.6 We have also considered the role and responsibilities of this role and note the role description and person specification documents provided to us agreed by the Committee.
  - 2.7 We understand that neighbouring Councils take different approaches to the issue of remuneration but there is an increasing trend to offer some remuneration rather than expenses only. Having considered benchmarked remuneration levels payable across the north-west region, we recommend £500 per year is an appropriate level of remuneration.
3. **Conclusions**
  - 3.1 We have considered this issue and reached our own view as set out in this report. We recommend our conclusion for adoption by the Council.

**Peter Bounds, Mike Mason, Peter Rushton**

**St Helens Independent Remuneration Panel**

**17 June 2022**

St Helens is well known for many things, coal mining, glass manufacturing, trains, and rugby league. We, however, recognise the part women from the Borough have played in the country's heritage and success in sport. These women, in their chosen sports, not only demonstrate the benefit and value of sport and physical activity but act as female role models for current and future generations.

**I therefore propose that this Council in recognition of these women's achievements establish a cross party working group to:**

- **identify how these accomplishments can be permanently celebrated publicly to ensure their impact and historical success is remembered but also to act as a positive role model for generations to come; and**
- **identify funding streams for the erection of a monument in the Borough.**

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