



# **LOCAL PLAN AUTHORITY MONITORING REPORT**

**2019**

# CONTENTS

<b>CONTENTS</b> .....	2
<b>1 INTRODUCTION</b> .....	4
Scope of Authority Monitoring Report.....	4
Indicators and targets .....	4
<b>2 PORTRAIT OF ST HELENS</b> .....	5
St Helens Borough.....	5
Population.....	5
Social and economic conditions.....	6
Further Details .....	6
<b>3 THE ‘DEVELOPMENT PLAN’ IN ST HELENS</b> .....	7
The Development Plan .....	7
St Helens Local Plan: Core Strategy 2012 .....	7
Bold Forest Park Area Action Plan 2017 .....	8
The Merseyside and Halton Joint Waste Local Plan (WLP) 2013 .....	8
Saved policies of the St Helens Unitary Development Plan (UDP) 1998.....	8
The emerging St Helens Borough Local Plan 2020 - 2035.....	8
<b>4 PROGRESS IN PREPARING NEW LOCAL PLAN DOCUMENTS</b> .....	10
2018 LDS Timetable .....	10
Progress on the St Helens Borough Local Plan.....	10
Evidence Base Updates .....	10
<b>5 ST HELENS LOCAL PLAN CORE STRATEGY 2012: POLICY MONITORING</b>	
11	
<b>6 BOLD FOREST PARK ACTION AREA PLAN 2017: POLICY MONITORING</b> .	39
<b>7 MERSEYSIDE AND HALTON JOINT WASTE LOCAL PLAN: POLICY MONITORING</b> .....	45
Merseyside and Halton Joint Waste Local Plan (WLP).....	45
Monitoring of the Waste Local Plan .....	45

<b>8 DUTY TO COOPERATE</b> .....	46
Introduction .....	46
The sub-regional context .....	46
Key Activities under the ‘Duty to Cooperate’ in 2018/2019 .....	47
<b>9 NEIGHBOURHOOD PLANS AND ORDERS</b> .....	48
Neighbourhood plans.....	48
Neighbourhood Development Orders .....	48
Current neighbourhood plans and Orders in St Helens .....	48
<b>10 DEVELOPER CONTRIBUTIONS</b> .....	49
Community Infrastructure Levy (CIL).....	49
Section 106 Obligations .....	49
New Homes Bonus Payments .....	50
<b>11 BROWNFIELD LAND REGISTER</b> .....	51
<b>12 SELF-BUILD AND CUSTOM HOUSEBUILDING REGISTER</b> .....	53
<b>APPENDIX A: DEVELOPMENT PLAN TIMETABLE IN ST HELENS LOCAL DEVELOPMENT SCHEME, 2018</b> .....	55
<b>APPENDIX B: GLOSSARY</b> .....	55

# 1 INTRODUCTION

## Scope of Authority Monitoring Report

- 1.1 The requirement to produce an Authority Monitoring Report (AMR) is contained in Section 35 of the Planning and Compulsory Purchase Act 2004 (as amended by paragraph 113 of the Localism Act 2011). The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) outline what should be included within an AMR.
- 1.2 AMRs were originally required to monitor a range of Core Output, Output and Local indicators. However, the Council now has more freedom to decide what indicators it monitors. In addition, the role of the AMR has been expanded to report on other matters for example in relation to the Community Infrastructure Levy (CIL) and neighbourhood planning.
- 1.3 In summary, this AMR:
- contains a short spatial portrait of the Borough (Chapter 2);
  - describes the role of existing and emerging Development Plan documents in St Helens (Chapter 3);
  - appraises the progress of the Council in preparing the emerging St Helens Borough Local Plan 2020 – 2035 and its supporting documents (Chapter 4);
  - assesses the effectiveness of policies in the currently adopted St Helens Local Plan Core Strategy (2012) and the Bold Forest Park Area Action Plan (2017), and any recommended steps to help achieve the aims of these policies (Chapters 5 and 6);
  - identifies the relationship of this AMR with the Merseyside and Halton Joint Waste Local Plan (Chapter 7);
  - identifies actions taken relating to the ‘Duty to Cooperate’ with neighbouring local authorities and other public bodies (Chapter 8);
  - reports on progress in neighbourhood planning (Chapter 9);
  - reports on financial contributions received from developers (Chapter 10); and
  - summarises current progress concerning the St Helens Brownfield Land Register and the Self Build and Custom House Building Register (Chapters 11 and 12).
- 1.4 This AMR covers the period 1st April 2018 until 31st March 2019.

## Indicators and targets

- 1.5 The emerging new St Helens Borough Local Plan (details of which are set out in Chapter 3) will have its own monitoring framework, and future AMRs published after the Local Plan is adopted will focus on the delivery of those policies. In the meantime, the Council will continue to monitor the implementation of the St Helens Local Plan Core Strategy 2012 and the Bold Forest Park Area Action Plan 2017.

## 2 PORTRAIT OF ST HELENS

### St Helens Borough

- 2.1 St Helens Borough is located at the eastern end of the Merseyside conurbation, 12 miles from Liverpool City Centre and 25 miles from Manchester City Centre. Administratively, the Borough forms part of Merseyside and lies within the Liverpool City Region (LCR). St Helens Council and 5 other local authorities are each represented within the LCR Combined Authority.
- 2.2 The Borough comprises the town of St Helens itself and the surrounding settlements of Billinge, Crank, Eccleston, Earlestown, Garswood, Haydock, Newton-le-Willows, Parr, Rainford, Rainhill, Sutton, Thatto Heath, West Park and Windle. It covers an area of 135 sq. km., covering a mix of urban and semi-urban areas and countryside, the latter of which is mostly designated as Green Belt. The M6, M62 and A580 (East Lancashire Road) and the Preston to Liverpool and Manchester to Liverpool rail lines pass through the Borough, whilst the M58 lies just outside its northern boundary.

### Population

**Table 1: Population Figures**

Year	St Helens	Merseyside	North West	England and Wales
2018	180,049	1,423,065	7,292,093	59,115,800
2017	179,331	1,416,825	7,258,627	58,744,595
2016	178,455	1,406,400	7,219,600	58,381,300
2015	177,612	1,398,000	7,173,800	57,885,400
2014	177,188	1,391,100	7,133,000	57,408,600
2013	176,221	1,386,600	7,103,300	56,948,200
2012	176,114	1,385,700	7,084,300	56,567,800
2011	175,405	1,380,800	7,056,000	56,171,000
2010	175,200	1,353,400	6,935,700	55,240,500
2009	175,300	1,350,600	6,897,900	54,809,100
2008	175,100	1,347,800	6,875,700	54,439,700

(Source: Office for National Statistics (ONS) Mid-year population estimates 2008 - 2018)

- 2.3 The figures above indicate that although the population of St Helens grew slightly (2.83%) between 2008 and 2018, it grew at a much slower rate than England and Wales combined (8.59%).

## **Social and economic conditions**

2.4 The Borough has benefitted from substantial regeneration, including investment in new jobs and housing in recent years. Nevertheless, evidence indicates that the Borough as a whole still suffers from a number of social and economic challenges. For example:

- The 2015 Indices of Deprivation ranked St Helens as the 36<sup>th</sup> most deprived local authority out of all 326 across the country (it was ranked as the 51<sup>st</sup> most deprived in the 2010 index);
- life expectancy levels in the Borough are lower than the national average, with recent data showing that locally men live on average 77.46 years and women live on average 80.95 years;
- the numbers of premature deaths for St Helens are significantly higher than those for the rest of England, and there has been a significant increase in the number of adults who are now overweight or obese; and
- unemployment levels and reliance on benefits remain above regional averages and skill levels (although improving) remain comparatively low.

### **Further Details**

2.5 Further details and more specific information about St Helens and its wards can be viewed at <https://info4.sthelens.gov.uk/>.

### 3 THE 'DEVELOPMENT PLAN' IN ST HELENS

#### The Development Plan

3.1 The Development Plan for St Helens comprises of the following documents:

- the St Helens Local Plan: Core Strategy (adopted October 2012);
- the Bold Forest Park Area Action Plan (adopted July 2017);
- the Merseyside and Halton Joint Waste Local Plan (adopted July 2013); and
- the "Saved Policies" of the St Helens Unitary Development Plan ("UDP"), adopted in 1998.

3.2 In addition, the Council has adopted a series of Supplementary Planning Documents (SPDs) and Development Briefs, which provide additional guidance to interpret and apply policies contained in the adopted Plans. Briefly these comprise of:

- Affordable Housing SPD (adopted January 2010);
- Biodiversity SPD (adopted June 2011);
- Design and Crime SPD (adopted October 2009);
- Design Guidance SPD (adopted September 2007);
- Ensuring a Choice of Travel SPD (adopted June 2010);
- Householder Development SPD (adopted June 2011);
- Hot Food Takeaway SPD (adopted June 2011);
- King Street Design Brief (adopted June 2011);
- Local Economy SPD (adopted November 2013);
- New Residential Development SPD (adopted June 2011);
- Residential Character Areas SPD (adopted June 2011);
- Shopfronts SPD (adopted June 2011);
- Telecommunications SPD (adopted June 2008);
- Trees and Development SPD (adopted June 2008);
- Eccleston Works Development Brief (adopted October 2008); and
- Land adjacent Laffak Road and Carr Mill Road Development Brief (adopted October 2009).

3.3 None of these documents, or the policies and guidance within them, should be read in isolation. They all need to be read as a whole and in conjunction with the other documents and national policy where relevant.

#### **St Helens Local Plan: Core Strategy 2012**

3.4 The St Helens Local Plan Core Strategy (the "Core Strategy") is the principal document that guides how decisions are made on planning applications within the Borough. It provides an overall strategy detailing how much development is required, where development should be located and how it will be delivered during the period up to 2027. It contains strategic policies for housing, economy and employment, community facilities, quality of life and accessibility, which cover individual areas and the Borough as a whole.

- 3.5 Issues involving the future of the Green Belt, Parkside, re-development of town centres and protecting green spaces are subject to particular consideration in this document.

#### **Bold Forest Park Area Action Plan 2017**

- 3.6 The Bold Forest Park Area Action Plan is a statutory planning policy document, which sets out the detailed policies and actions required to develop Bold Forest Park. It covers a series of inter-linked greenspaces, countryside and communities on the south side of St Helens and provides a planning framework for this specific area of opportunity, change and conservation. The Bold Forest Park AAP has the following objectives:

- to create new economic opportunities through activities compatible with a Green Belt and urban fringe location;
- to allocate land for rural economic, countryside recreation, tourism and leisure related business;
- to improve green infrastructure and linkages for rural economic use; and
- to provide criteria-based policy to support the above.

#### **The Merseyside and Halton Joint Waste Local Plan (WLP) 2013**

- 3.7 Planning policy for waste management development in St Helens is contained in the WLP, which was adopted by the local authorities of Merseyside and Halton in July 2013. Upon adoption, the WLP's policies and allocations became part of each authority's Local Plan and have to be considered when relevant planning applications are being determined.
- 3.8 The WLP was prepared by the Merseyside Environmental Advisory Service (MEAS). It covers the period from 2013 to 2027 and must be regularly reviewed under relevant legislation. It contains 16 Policies and 18 Site Allocations dealing with all aspects of waste management from waste prevention to energy from waste facilities. Further information regarding the WLP is set out in Chapter 7.

#### **Saved policies of the St Helens Unitary Development Plan (UDP) 1998**

- 3.9 The St Helens Unitary Development Plan (UDP) was adopted in 1998. As a result of a direction made by the Secretary of State in 2007, some of the UDP policies lapsed whereas others were "saved" i.e. remained extant. Whilst some of the UDP policies saved at that point have been subsequently replaced, mainly by the Core Strategy, others remain "saved" i.e. continue to form part of the adopted development plan at present. The saved UDP policies mainly focus on detailed matters rather than broad strategy and are therefore not covered further in this AMR.

#### **The emerging St Helens Borough Local Plan 2020 - 2035**

- 3.10 The Council declared its intention to prepare a new Local Plan for St Helens in its Local Development Scheme of November 2015. To ensure the Plan is soundly prepared the Council has prepared a number of evidence base studies and undertaken a number of consultations throughout the Local Plan making process.



- 3.11 The Local Plan Scoping Consultation in January 2016 was the first consultation stage. The responses received at that stage were considered by the Council when it prepared the Local Plan Preferred Options (LPPO) document, on which it undertook an 8-week consultation from 5 December 2016 to 30 January 2017. The responses to that (5,365 in total) have subsequently been assessed and the Council has now (in January 2019) published the St Helens Borough Local Plan 2020 – 2035: Submission Draft (LPSD).
- 3.12 The emerging Local Plan will cover the whole of St Helens Borough and sets out:
- the vision and objectives for development in the Borough up to 2035;
  - the overall spatial strategy and strategic policies guiding the amount, form and distribution of development;
  - site allocations and preferred locations for new development including housing, employment, retail, leisure, and gypsy and traveller accommodation;
  - areas designated for protection (for example of the built or natural environment) as well as changes to the Green Belt and designated areas where particular policies apply; and
  - more detailed development management policies to be applied when considering planning applications for development.
- 3.13 The emerging Local Plan is built upon the key principles of sustainable development, which require the planning system to perform a number of roles (NPPF, paragraph 8):
- an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
  - a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and supports its health, social and cultural well-being; and
  - an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change.
- 3.14 The new emerging Local Plan for St Helens will replace the Core Strategy and remaining saved UDP policies when it is adopted. The Merseyside and Halton Joint Waste Local Plan and the Bold Forest Park Area Action Plan will remain in place after that date.

## 4 PROGRESS IN PREPARING NEW LOCAL PLAN DOCUMENTS

- 4.1 Under the Planning and Compulsory Purchase Act (2004), the Council must publish and keep under review a timetable for the production of new development plan documents. This timetable is within a document known as the Local Development Scheme (LDS)<sup>1</sup>.

### 2018 LDS Timetable

- 4.3 The timetable for the preparation of new documents is set out in Appendix A. This shows that the proposed Local Plan Submission draft, along with background evidence documents, including Report of Consultation, should be ready for consultation for an 8-week period, commencing in January 2019.

### Progress on the St Helens Borough Local Plan

- 4.4 The 2018 LDS sets out a challenging timetable for the Council to progress its Local Plan. During the period in question the Council has made substantial progress on the preparation of the emerging Local Plan. Milestones have all been achieved to date.

### Evidence Base Updates

- 4.7 As part of the Local Plan process a robust evidence base has been produced. A list of relevant evidence base documents including their dates of completion is set out on the Council website at [www.sthelens.gov.uk/localplan](http://www.sthelens.gov.uk/localplan).

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<sup>1</sup> The 2018 LDS can be accessed via <https://www.sthelens.gov.uk/planning-building-control/planning-policy/local-development-scheme/>

## 5 ST HELENS LOCAL PLAN CORE STRATEGY 2012: POLICY MONITORING

5.1 This Chapter sets out current progress in delivering the policies of the Core Strategy. The Delivery and Monitoring Strategy (DMS) (as set out in Appendix 1 of the Core Strategy) sets out a wide range of Key Delivery Items, indicators and targets for each policy. The section below describes progress when measured against these Key Delivery Items, indicators and targets.

### Policy CSD 1 “National Planning Policy Framework – Presumption in Favour of Sustainable Development”

#### Key Delivery Items

5.2 Key Delivery Items stated for Policy CSD1 included the determination of planning applications in line with targets (against which progress is set out below). It was also intended to adopt new DPDs covering Sustainable Development and Allocations. This intention was abandoned following a decision taken by the Council in November 2015 to produce a comprehensive new Local Plan for the Borough, which would completely replace the Core Strategy and saved UDP policies. A Local Economy SPD was adopted in 2013. The Council now intends to adopt further SPDs and Development Briefs after the new Local Plan has been adopted.

#### Targets and Indicators for Core Strategy Policy CSD1

Item and Baseline	Target	Performance against targets in 2018/19
Percentage of major planning applications determined within 13 weeks (Baseline – 2011/12: 77.42%)	As per latest St Helens Performance Indicator Target	All of these <b>Targets have been met</b> , as follows: <b>100%</b> of Major Planning Applications have been approved within the statutory 13-week deadline (including applications determined within an agreed timescale);
Percentage of minor planning applications determined within 8 weeks (Baseline – 2011/12: 94.58%) *	As per latest St Helens Performance Indicator Target	<b>92.4%</b> of Minor Planning Applications were determined within the statutory 8-week deadline;
Percentage of other planning applications determined within 8 weeks (Baseline – 2011/12: 96.85%) *	As per latest St Helens Performance Indicator Target	<b>98%</b> of ‘Other’ Planning Applications were also determined within the statutory 8-week deadline; and
Percentage of appeals	As per latest St Helens	0 of appeals were allowed

allowed against the authority's decision to refuse planning applications (Baseline – 2011/12: 18%)	Performance Indicator Target	against the authority's decision to refusal planning approval.
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\* These figures will not be reported on in future AMRs, as the Government has combined the figures for reporting and the Council now aligns with this change.

## **Policy CSS 1 “Overall Spatial Strategy”**

### **Key Delivery Items**

5.3 Key Delivery Items for this policy included the adoption of a Sustainable Development DPD and Allocations DPD, the need for which as stated previously have both been superseded by the intention to adopt the currently emerging new Local Plan. The Key Delivery Items also included the intention to undertake sub-regional work to review the Green Belt and discuss and where possible agree with neighbouring authorities an approach to meeting development needs. Extensive joint working has been undertaken with neighbouring authorities on this issue. A Green Belt Review has now been produced for St Helens and supports the new Local Plan. It recommends a number of sites that could be released from the Green Belt in order to meet the employment and housing needs of the Borough for 2020 to 2035, and beyond.

### **Targets and Indicators for Core Strategy Policy CSS1**

Item and Baseline	Target	Performance against targets in 2018/19
Distribution of Residential Development up to 2023/24 (Baseline 2009 Annual Monitoring Report)	69% St Helens Core Area	As illustrated in Table 2 below, the distribution of development has differed slightly from what was stated in these targets. In order to address this, the Council intends to review the distribution of development required in its new Local Plan, albeit still with an emphasis on most development being within the main urban areas of the Borough.
	23% Newton-le-Willows and Earlestown	
	4% Haydock and Blackbrook	
	3% Rural St Helens	

**Table 2: Distribution of residential development in St Helens Borough 2010-2018**

Target distribution stated in Core Strategy	Actual distribution achieved (% of units)								
	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
<b>69% St Helens Core Area</b>	64%	50%	67%	61%	68%	64%	50%	58%	62%
<b>23% Newton-le-Willows and Earlestown</b>	22%	22%	19%	34%	22%	26%	39%	34%	35%
<b>4% Haydock and Blackbrook</b>	1%	2%	1%	2%	2%	1%	0%	2%	1%
<b>3% Rural St Helens</b>	13%	26%	13%	<b>3%</b>	8%	9%	11%	6%	2%

**Policy CAS 1 “St Helens Core Area”**

**Key Delivery Items**

- 5.4 This policy has no targets or indicators. However, it does have a number of Key Delivery Items, progress against which is set out below.

**Development of Lea Green Urban Village**

- 5.5 Lea Green Urban Village is almost complete. The site as a whole is in a number of parts:
- The Waterside Village section by Morris Homes for 354 housing units was completed in 2017/2018;
  - The Radley Park section by St. Modwens Homes had completed 134 housing units (out of 160 housing units) by 2018/2019;
  - The Waterside Village extension, to the north of the site, for 104 housing units, had completed 15 units by 2018/19; and
  - A planning application by Anwyl Homes for 98 units was given planning approval in March 2019.

**Development of Moss Nook Urban Village**

- 5.6 Following an amended planning consent for 900 units, remediation work started on site, however work has since stalled. The Council is committed to facilitating the development of this major brownfield site and has put forward

the site as a proposed allocation for housing in the emerging Local Plan (Ref: site 10HA).

#### Development of Lea Green Farm East and West Economic Sites

- 5.7 Land at Lea Green Farm West is a proposed employment land allocation in the emerging Local Plan as site 10EA. The site is currently under construction. The northern-most part of the development (known as Mere Grange) was completed a number of years ago. Four further units have been completed in September 2018, whilst a further two units have consent and are currently under construction.
- 5.8 To the east of the A570 (“St Helens Linkway”) the Wincanton and Co-op Regional Distribution Centre is complete and fully operational.

#### Restore and enhance former quarries and develop a Bold Forest Park Area Action Plan

- 5.9 Substantial restoration works have taken place in the Bold Forest Park area and the Bold Forest Park Area Action Plan was formally adopted in July 2017. That document provides a planning framework and aims to encourage inward investment via rural entrepreneurship in the visitor economy, whilst providing leisure opportunities for the community.

#### New Railway Station at Carr Mill

- 5.10 This is a long-term Key Delivery Item, one in which the Council still wishes to deliver. The proposed site is indicated in the emerging Local Plan.

#### Enhanced Park and Ride Facilities at St Helens Junction Station

- 5.11 The enhanced park and ride facilities have now been completed. The number of spaces in the car park has increased from 66 to 240. The £792,000 scheme was financed through the Government Sustainable Transport Enhanced Package (STEP) and Merseytravel fund.

### **Policy CAS 2 “St Helens Central Spatial Area”**

#### Key Delivery Items

- 5.12 Key Delivery Items associated with this policy have been delivered, including the development of the new St Helens Rugby League Stadium which is fully operational, and which has incorporated the relocation of the existing Tesco food store. The £65 million redevelopment of St Helens College has been completed, to provide one of the largest further education and higher education providers in the Northwest, with approximately 8,000 students.

Targets and Indicators for Policy CAS2

Item and Baseline	Target	Performance against targets in 2018/19
BD4 – Total amount of floorspace for town centre uses (Baseline 2008 = 7,448m <sup>2</sup> )	20,000sq.m. cumulative	<p><b>Target met</b> – Following on from the 2016 base figures (116,380m<sup>2</sup> of floorspace in St. Helens Town Centre) collated from White Young Green, there was a period (2016 – 2018) when this information was not collected. However, this information is now being gathered and for this monitoring period a total of 11,1750m<sup>2</sup> of net gain floorspace in St Helens Town Centre has been achieved.</p> <p>This incorporates the following categories: convenience, comparison, retail service, leisure service, financial and business service and sui generis uses. Please note that previous calculations carried out by White Young Green included vacant units.</p>
Town Centre ground floor vacancy rates (Baseline 2008 = 10.27%)	Maintain below Great Britain (GB) average	<p><b>Target has not been met.</b> The target for the indicator states that it should be maintained below a GB average. In June 2016 the UK average of vacant number of units in Town Centres was 11.2%, whilst St Helens Town centre had a 13.4% vacancy rate number.</p>

Table 3: Retail units and floorspace in St Helens Town Centre

	March 2011	June 2016
No. of Units in St Helens Town Centre	439	443
Floorspace (sq.m) in St Helens Town Centre	116,390	116,380
No. of Vacant Units in St Helens Town Centre	56	70

**Policy CAS 3.1 “Newton-le-Willows and Earlestown Strategy”**

**Key Delivery Items**

- 5.13 Key Delivery Items associated with this policy have been partially delivered, including the development of the Vulcan Urban Village, which is still on-going. A new park and ride facility, subway, stairs, lifts, ticket office and waiting facilities at Newton-le-Willows Station have been completed. Whilst the Earlestown Town Centre Area Action Plan has not been completed, the Council is still committed to developing and implementing a strategy for the regeneration of this town centre.

**Targets and Indicators for Policy CAS3.1**

Item and Baseline	Target	Performance against targets in 2018/19
Proportion of vacant units in Earlestown Centre (Baseline: Earlestown Town Centre Health Check July 2009 – 16%)	Reduce Annually	<b>Target met – 11.8%</b> Since the baseline Health Check in 2009, a further three Health Check Appraisals have been carried out by consultants ‘White Young Green’ on behalf of the Council (March 2011, June 2016 and January 2018). The January 2018 Appraisal shows there have been no changes since the 2016 Appraisal.

**Table 4: Retail units and floorspace in Earlestown Town Centre**

	March 2011	June 2016	January 2018
No. of Units in Earlestown Town Centre	121	127	127
Floorspace (sq.m.) in Earlestown Town Centre	20,940	21,296	21,296
No. of Vacant Units in Earlestown Town Centre	16	15	15

**Policy CAS 3.2 “Development of a Strategic Rail and Freight Interchange at the Former Parkside Colliery”**

**Key Delivery Items**

- 5.14 This policy has no targets or indicators and its Key Delivery Item is the development of a Strategic Rail Freight Interchange (SRFI) at the former Parkside Colliery in Newton-le-Willows.



- 5.15 In 2006, the then owners of the former colliery site submitted a planning application to the Council to develop an SRFI. The application was withdrawn in July 2010 and no SRFI has been developed at the site. However, whilst policy CAS 3.2 has therefore yet to be implemented, the Council remains of the view that development of an SRFI or other rail enabled employment uses in the same general location would be both beneficial and deliverable, albeit within a revised policy framework set out below.
- 5.16 Within its emerging Local Plan the Council now proposes that land at Parkside West (covering the former colliery itself and some immediately adjacent land west of the M6) be allocated mostly for general employment uses, whilst land at Parkside East (which is to the east of the M6) be allocated for a mix of SRFI and/or other rail enabled uses and general employment uses. The details of this revised policy approach are set out in Policies LPA04, LPA04.1 and LPA10 of the emerging Local Plan.
- 5.17 The Council considers that, as the use of intermodal rail freight is growing substantially and there is insufficient capacity in other existing and planned terminals in the area, the use of the Parkside East site for rail-based logistics would bring major benefits to the local and sub-regional economy. It would also help to meet demands for logistics growth associated with the growth of Liverpool Superport and 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. These benefits are enhanced by the unusually convenient access from the site to the strategic rail and motorway systems, linking to the M6 and M62 motorways and immediately alongside the West Coast Main Line and Liverpool-Manchester rail route. The Parkside Logistics and Rail Freight Interchange Study (Aecom and Cushman and Wakefield 2016) confirmed that the Parkside site remains suitable and viable for the development of an SRFI.

#### **Policy CAS 4 "Haydock and Blackbrook"**

##### **Key Delivery Items**

- 5.18 This policy has no targets or indicators. However, it has a number of Key Delivery Items, progress in relation to which is set out below.

##### **Support and Enhance Clipsley Lane Local Centre**

- 5.19 Preliminary work was carried out in 2013, regarding the enhancement of Clipsley Lane Local Centre. However, no significant changes have been made since that time.

##### **Identify a site for a PCT LIFT scheme**

- 5.20 A site for a new health facility has been identified and the resultant building (Lime Grove Surgery) was opened in April 2017.

##### **Access to employment**

- 5.21 The Local Economy Supplementary Planning Document (November 2013), provides developers and employers opportunities to facilitate and help businesses within the Borough. Various transport solutions (e.g. loan to buy a scooter, workwise wheels and travel pass schemes) have been offered to individuals who require support towards transport to access employment. To be eligible, persons must work or live in Haydock or Lea Green.

Stanley Bank

- 5.22 This delivery Item has been successfully completed, including archaeology works, new pathways, together with the leaky dams' project.

Lyme and Wood Pits Country Park

- 5.23 There has been a slight delay to the full conversion of the former Lyme and Woods Pits to a Country Park due to the extension of tipping on the site. 80% of the site is complete, with just 20% requiring profiling and planting. This is expected to be completed before 2027.

**Policy CAS 5 "Rural Areas"**

**Key Delivery Items**

- 5.24 This policy has no targets or indicators. However, it has a number of Key Delivery Items, progress in relation to which is set out below.

Implement the Rural Economy Action Plan

- 5.25 The St Helens Rural Economy Action Plan (REAP) and Strategy, which was adopted in 2007, has now been superseded by the Local Economy Supplementary Planning Document (November 2013).

Provide Access to Employment Opportunities in Rural Areas

- 5.26 Whilst there is no reliable data readily available to assess progress against this Item, the Council takes into account rural employment opportunities and diversification when assessing relevant planning applications.

Implement Various Green Infrastructure Projects

- 5.27 Archaeological works, new pathways and a leaky dams project have been implemented within the Stanley Bank, Carr Mill Dam and Billinge Hill Corridor. Various works have also been carried out at other locations such as the Sankey Valley Park, which runs between St Helens and Warrington.

Adopt Bold Forest Park Area Action Plan

- 5.28 The Bold Forest Park Area Action Plan was adopted in July 2017. Forming part of the St Helens Local Plan, the Bold Forest Park Area Action Plan is a statutory planning policy document, which sets out the detailed policies and actions required to develop Bold Forest Park. The Plan contains a Delivery

Plan and Monitoring Framework setting out the elements necessary to shape the Forest Park and provide the necessary platform for future growth through rural entrepreneurial activity and community activity.

### **Policy CP 1 “Ensuring Quality Development in St Helens”**

#### **Key Delivery Items**

- 5.29 Key Delivery Items associated with this policy include the adoption of a Sustainable Development DPD and the Waste DPD; a suite of SPDs; and the North West River Basin Management Plan. The decision to produce a new Local Plan superseded the need for a Sustainable Development DPD, and the development of most SPDs has been put on hold until the new Local Plan has been adopted.
- 5.30 The North West River Management Plan<sup>2</sup> has been produced by Defra and the Environment Agency (EA), was first published in 2015, and has since been updated in June 2018. It covers the entire river system for the north-west. It aims to protect the water environment and maximise its benefits and informs decisions on land-use planning.

#### **Targets and Indicators for Policy CP1**

Item and Baseline	Target	Performance against targets in 2018/19
NI 186 Per capita reduction in CO2 emissions (Baseline 2006 9.42 tonnes per capita)	5% reduction	<p><b>Target met</b> - overall St Helens Council Greenhouse Gas (GHG) emissions have reduced by 48% compared to the baseline year of 2009/10.</p> <p>There was a 6% reduction in GHG emissions from last year.</p> <p>Emissions from electricity in corporate buildings are 54% lower than the baseline year and 10% lower than last year. Emissions from street lighting are 63% lower than the baseline year and 10% lower than last year.</p> <p>The amount of electricity used in schools, corporate building and street lighting continues to reduce but a large contributor to the GHG figures comes</p>

<sup>2</sup> <https://www.gov.uk/government/collections/river-basin-management-plans-2015#north-west-river-basin-district-rbmp:-2015>

		from the lower conversion factor due to a national switch away from coal as fuel for power stations. Compared to the baseline year the scope 1 emissions have reduced by 32% and Scope 2 emissions by 60%. The combined reduction since the baseline year is 48%. ( <i>Source: Greenhouse Gas (GHG) Emissions Report 2018/2019</i> )
E1 Number of Planning Permissions Granted Contrary to Environment Agency advice on flooding and water quality grounds (Baseline: AMR 2008 = 0)	0	<b>Target met</b> – No planning applications were approved contrary to Environment Agency advice. This reflects the Council’s continuous commitment to address flooding and water quality issues.
E3 Renewable Energy Generation (Not currently measured)	EM 18 RSS and policy CP 1 provides interim target of 10% to be updated in Sustainable Development DPD	<b>Not measured</b> – No planning applications have been received or approved during this monitoring period for renewable energy. The Sustainable Development DPD referred to in the target has not been adopted. Policy will be set out instead in the emerging new Local Plan.
H6 – Housing Quality – Building for Life Assessments  Number and proportion of total new build completions reaching very good, good, average and poor ratings (Not currently measured)	100% of residential completions to achieve at least good	<b>Not measured</b> – It is not considered appropriate to measure this target given the Government’s revised approach to housing standards. Building sustainability issues are also addressed in part in the Building Regulations.
Number of residential developments achieving at least Code for Sustainable Homes Level 3 rising to Level 4 between 2013 and 2016 and Level 6 after 2016 (Not currently measured)	100% of residential completions to achieve at least level required by Building Regulations. To be updated in Sustainable Development DPD	<b>Not measured</b> – the Code for Sustainable Homes has been superseded by the Government’s revised approach to housing standards and it is therefore not considered appropriate to monitor this target in the AMR. Building sustainability issues are also addressed in part in the Building Regulations.

Number of developments achieving BREEAM rating of very good (Not currently measured)	100% of non-residential completions to achieve at least very good. To be updated in Sustainable Development DPD	<b>Not measured</b> – it is not considered a proportionate use of resources to monitor this target. Building sustainability issues are also addressed in part in the Building Regulations.
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## **Policy CP 2 “Creating an Accessible St Helens”**

### **Key Delivery Items**

- 5.31 Key Delivery Items associated with this policy include the implementation of the Merseyside Local Transport Plan (LTP). The Liverpool City Region (LCR) Combined Authority published “A Transport Plan for Growth” in 2015 and is currently preparing the fourth LTP for Merseyside which will provide a revised long-term strategy to improve transport accessibility. Progress has also been made in relation to the other Key Delivery Items which include the implementation of the “Ensuring a Choice of Travel” SPD and the delivery of improved links to schools and improved sustainable access to employment facilities in Merseyside.

### **Targets and Indicators for policy CP2**

<b>Item and Baseline</b>	<b>Target</b>	<b>Performance against targets in 2018/19</b>
A1 Cycling Index of Usage (Baseline: 2011)	Maintain or improve	<b>Target met</b> – continuing to improve
B1 National Accessibility Indicator (previously Economic Impact Education indicators) (Baseline: 2011)	Maintain or improve	<b>Target met</b> – continuing to improve
B3 Mode Share of journeys to School (Baseline: 2011)	Maintain or improve	<b>Target met</b> – continuing to improve
Mode Share of journeys into St Helens Town Centre (Baseline: 2011)	Increase % using sustainable modes	<b>Not measured</b> - the data used to monitor this indicator is no longer available to the Council. An alternative indicator would be needed to measure mode journeys into St Helens Town Centre.

<p>% of new dwellings built within 800m of rail station or 400m of bus service</p>	<p>100%</p>	<p><b>Target not met</b> - Most new build dwellings (100% in most years) have been constructed within a 400m radius of a bus stop. However, not all areas of the Borough (including all or parts of Billinge, Bold, Eccleston, Moss Bank, Haydock, Parr, Rainford, West Park and Windle) have access to or are situated within 800m of a rail station. It is not considered reasonable to prevent development in these locations solely for this reason. 58.15% of the Borough as a whole is within 400m of a bus stop, whilst 14.38% of the Borough is within 800m of a train station (both as the crow flies). Further details are set out in Table 5 below.</p>
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**Table 5: Percentage of new housing constructed within 800m of a rail station/400m of a bus stop in St Helens – 2010 to 2019**

	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-19
800m Train Station	28%	48%	39%	35%	28%	32%	32%	30%	37%
400m Bus Stop	100%	100%	100%	100%	100%	99%	100%	100%	100%

**Policy CH 1 “Meeting St Helens Housing Requirement”**

**Key Delivery Items**

- 5.32 Key Delivery Items associated with this policy include the adoption of a Sustainable Development and Allocations DPD; the adoption of a suite of SPDs; the production of Development Briefs; and the completion of 13,680 dwellings by 2027.
- 5.33 As previously stated, the decision to produce a new Local Plan superseded the production of the Sustainable Development and Allocations DPD. Many of the SPDs set out as Key Delivery Items have now been adopted, including those for Rural Buildings, Householder Development and New Residential Development. The production of Development Briefs was on a ‘when required’ basis and no Development Briefs have been produced since 2009. Current performance in relation to housing delivery is set out below.

Targets and Indicators for Policy CH1

Item and Baseline	Target	Performance against targets in 2018/19
NI 154 (Core Output H2b) - No. of net additional dwellings to be provided each year	570 per annum	<b>Target met – 2018/19 Net housing completion of 775 units</b> See Table 6 below for further details.
Five-year supply of deliverable housing sites	100%	<b>Target not met</b> – based on the Core Strategy target of 570 dwellings per year, the Council had only a 2.7 years supply of housing land according to the most recent Strategic Housing Land Availability Assessment in 2017. However, the same document found a supply of 5.3 years when assessed against more recent housing need figures <sup>3</sup> .
H1 – Housing Target for Plan period	13,680 net new dwellings	<b>Target not met</b> – the Core Strategy housing target (570 dpa up to 2027) runs from a base date of 2003. 7,839 new dwelling completions (net of losses) have taken place between 1 April 2003 and 31 March 2019 i.e. an average of 490 dwellings per annum. Whilst this is lower than the target of 570 dpa it is in line with more recent housing requirement figures including the 486 per annum target quoted in the emerging Local Plan (2019). The Borough has also (in 2019) met the requirements of the national standard method (for calculating housing needs) and the Housing Delivery Test recently introduced by the Government. See Table 6 below for further details.
H2a – Net additional dwellings in previous years (Baseline: Average of 472 units to date (2001/04-2010/11))	570 per annum	
H2c – Net additional dwellings for future years	570 per annum	
H2d – Managed Delivery Target (Baseline: 2010/11 = 619 units)	570 per annum	
H3 – Proportion of new and converted dwellings on Previously Developed Land (PDL) (Baseline: 2010/11 = 92.35%)	80%	
		<b>Target not met</b> – 75% of new dwellings in 2018/19 were built on Previously Developed Land. Table 7 below sets out details for earlier years.

<sup>3</sup> Source: St Helens Strategic Housing Land Availability Assessment 2017, figures 5.4 and 5.5

<p>% of new dwellings provided at &lt;30 dph; 30-50 dph; and &gt;50 dph (Baseline: 2010/11 = 4.92% &lt;30dph; 55.74% 30-50 dph; and 39.34% &gt;50 dph)</p>	<p>Minimum of 40 dph in sustainable locations, 50dph within and adjacent to St Helens and Earlestown Town Centres, and 30 dph elsewhere.</p>	<p><b>Data not collected in form anticipated in this target</b> – however, most new housing in the Borough (68% in 2018/19) has been built at densities of 30-50 dwellings per hectare. Further details are set out in Table 8 below.</p>
<p>Proportion of vacant dwellings (Baseline 2010/11 = 3.7%)</p>	<p>Reduce proportion of vacant dwellings annually</p>	<p><b>Target met</b> - local indicators suggest there were 1,061 long-term, private-sector, vacant properties within St Helens, which equates to 1.27%. To date, since the empty property strategy was introduced a total of 982 vacant properties have been demolished or brought back into use (March 2019 data).</p>

**Table 6: Net housing completions in St Helens 2003-2019**

2003 – 2010 (7 years combined)	2010 -2011	2011 -2012	2012 -2013	2013 -2014	2014 -2015	2015 -2016	2016 -2017	2017 -2018	2018 -2019
3,619 <sup>4</sup>	157	419	264	503	<b>632</b>	<b>575</b>	487	408	<b>775</b>
<b>Total 2003 - 2019</b>							<b>7,839</b>		

**Table 7: Percentage of gross housing completions on Previously Developed Land – 2010 to 2019**

2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
<b>90%</b>	<b>91%</b>	78%	72%	72%	63%	<b>85%</b>	<b>85%</b>	75%

**Table 8: Percentage of new housing built to different densities in St Helens – 2010 to 2019**

2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019

<sup>4</sup> The number reported in the 2003-2010 column differs from the figure in the 2011 and 2018 AMRs, this was due to the 2008/09 figure being incorrectly reported. In addition, the 2013/14 figure published in the 2018 AMR should have been reported as 503, as above and not 551.



<30 dph	15%	4%	17%	12%	14%	20%	19%	21%	6%
30-50 dph	55%	62%	67%	68%	67%	74%	66%	72%	68%
>50 dph	30%	34%	16%	19%	19%	7%	14%	7%	26%

(Figures contained in Table 8 are Gross Completions, data extracted from the 2017, 2018 & 2019 ResLand Databases)

## **Policy CH 2 “Meeting St Helens Housing Needs”**

### **Key Delivery Items**

- 5.34 The Affordable Housing SPD and the Housing Strategy have been completed and implemented.

### **Targets and Indicators for Policy CH2**

Item and Baseline	Target	Performance against targets in 2018/19
NI 155 (Core Output H5)- No. of affordable homes delivered per year (Baseline = 87 affordable units)	100 affordable units per annum. If target not achieved for three consecutive years, then viability to be reviewed and revision to target considered.	<b>Target met</b> – Table 9 clearly shows there have been a total of 1,117 affordable completions over 9 years, which equates to an average of 124 affordable completions per year

**Table 9: Affordable and gross housing completions in St Helens – 2010 to 2019**

	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
Affordable Completions	87	231	149	142	112	122	66	80	128
Gross Completions	182	432	332	509	633	576	489	457	806
% of Affordable Completions	48%	53%	45%	28%	18%	21%	13%	18%	16%

**Policy CH 3 “Meeting the Needs of Gypsies, Travellers and Travelling Showpeople”**

**Key Delivery Items**

- 5.35 The Key Delivery Item for this policy was to provide permanent pitches for Gypsies and Travellers & Travelling Showpeople in accordance with need, and deliver a new transit site, for which funding was secured. The Council has acquired the land for the transit site, which has also been identified and allocated for this use in the emerging Local Plan.

**Targets and Indicators for Policy CH3**

Item and Baseline	Target	Performance against targets in 2018/19
H4- Net Additional Pitches (Gypsy and Traveller) (Baseline: 2008/09 = 50 existing pitches)	In accordance with identified needs	No gypsy and traveller sites were permitted between 1st April 2018 and 31st March 2019. Existing Council provision stands at 29 pitches on private sites and 20 on Council owned sites. A further three sites exist providing approximately 14 pitches but without planning consent. The emerging Local Plan seeks to allocate eight new pitches on a permanent site and three additional transit pitches.

**Policy CE 1 “A Strong and Sustainable Economy”**

**Key Delivery Items**

- 5.36 Key Delivery Items associated with this policy include the development of 37 hectares of land for B1, B2 & B8 uses by 2027, and the development of Parkside Strategic Rail Freight Interchange; the adoption of an Allocations DPD, and the implementation of the City Growth Strategy.
- 5.37 The development of 37 hectares of employment land is on track to be met by 2027. Although not commenced, the Parkside SRFI has progressed, with the site a proposed employment land allocation in the emerging Local Plan, and a current planning application (Ref: P/2018/0249/FUL) for the formation of a new link road between the A49 (Winwick Road) and M6 Junction 22, including the re-alignment of Parkside Road and other associated works, which is pending a decision. The Council’s decision in 2015 to produce a new Local Plan superseded the production of an Allocations DPD and Proposals Map.
- 5.38 To date the Liverpool City Region has secured £336m of Growth Deal funding from Government. Projects supported by the Local Growth Fund within the Borough include:

- Newton-le-Willows Interchange;
- Windle Island Improvement Scheme;
- A570 Linkway improvements; and
- Improvements to St Helens College, including new digital and media facilities and improved energy management.

**Targets and Indicators for Policy CE1**

Item and Baseline	Target	Performance against targets in 2018/19
URH 80 (NI 171) New business births (Baseline: 2010/11 = 445 achieved)	Annual Target = 400	<b>Target met</b> – 635 new business births were recorded, 235 above the baseline.
BD1 Total amount of additional employment floorspace – by type (Baseline: 2010 AMR = 53,169sq.m.)	No target	11,205 m <sup>2</sup> of new build employment floorspace was completed in 2018/19. This represents an increase in previous years. Further details are set out in Table 10 below.
BD2 Total amount of employment floorspace on previously developed land – by type (Baseline: 2010 AMR = 100%)	75%	<b>Target met</b> – 85% of completions in 2018/19 were on previously developed land.
BD3 Employment land available – by type (Baseline: 2010 AMR = 87ha)	No target	The amounts of employment land with planning permission (commenced and not commenced) based on end of year survey (March 2019) are as follows: <ul style="list-style-type: none"> <li>• B1: 1,489m<sup>2</sup></li> <li>• B2: 8,011m<sup>2</sup></li> <li>• B8: 136,898m<sup>2</sup></li> <li>• Mixed Use: 5,757m<sup>2</sup></li> </ul> <b>Total: 152,155m<sup>2</sup></b>
Amount of floorspace developed by type in employment areas (Baseline: 2010 AMR = 11,135sq.m.)	No target	See indicator BD1 above.

Total amount of industrial/commercial floorspace lost to other uses (Baseline: 2010 AMR = 35,304 sq.m.)	0 loss	<b>Target not met.</b> 14,550 m <sup>2</sup> . of employment floorspace was lost to other uses in 2018/19 (see Table 11 below for further details). This target is no longer considered up to date as national planning policy recognises that there are circumstances where such losses will be justified.
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**Table 10: New build employment floorspace completed in St Helens – 2010 - 2019**

	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
B1 (m <sup>2</sup> )	7,505	3,241	469	40	565	134	936	354	8,566
B2 (m <sup>2</sup> )	9,340	985	330	3,853	2,899	364	2,240	412	2,339
B8 (m <sup>2</sup> )	865	30	605	730	140	1,269	949	-	300
Mixed (m <sup>2</sup> )	-	-	-	-	-	4,553	-	-	-
Total (m <sup>2</sup> )	17,710	4,226	1,404	4,362	3,604	6,320	4,125	766	11,205

**Table 11: Loss in employment floorspace by type and year in St Helens – 2010 to 2019**

	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018	2018-2019
B1 (m <sup>2</sup> )	115	525	187	2,481	751	53	2,377	400
B2 (m <sup>2</sup> )	5,605	-	-	5,476	50,737	1,089	-	14,150
B8 (m <sup>2</sup> )	-	458	-	922	2,110	1,430	965	-
Mixed (m <sup>2</sup> )	-	-	-	-	-	-	249	-
Total (m <sup>2</sup> )	5,720	983	187	8,879	53,598	2,572	3,591	14,550

### **Policy CQL1 “Green Infrastructure”**

#### **Key Delivery Items**

- 5.39 There are a number of Key Delivery Items for this Policy, the current situation in relation to which is set out below.

#### **Adoption of Sustainable Development and Allocations DPD and Proposals Map**

- 5.40 The need to produce these documents has been superseded by the production of the emerging Local Plan.

Adoption of Bold Forest Park AAP and implementation of Bold Forest Park project

- 5.41 The Bold Forest Park Area Action Plan was formally adopted in July 2017.

Stanley Bank, Carr Mill Dam and Billinge Hill Corridor

- 5.42 This delivery Item has been successfully completed, including archaeology works, new pathways and leaky dams project.

Restoration to Country Park of the former Lyme and Woods pits

- 5.43 There has been a slight delay to the full completion of the former Lyme and Woods Pits Country Park due to the extension of tipping on the site. 80% of the site is complete, with just 20% requiring profiling and planting. This is scheduled to be completed before 2027.

Sankey Valley Park, between St Helens and Warrington

- 5.44 Similar to the Stanley Bank, Carr Mill Dam and Billinge Hill Corridor scheme, this project has also been completed.

The former Ibstock Quarry

- 5.45 The Forestry Commission had completed their section of works in 2012 and planting on the site has been completed. However, not all the site is open to the public due to on-going methane extraction. The site is now known locally as the 'Brick Fields site', and comprises of cycleways, pathways and bridle ways.

Existing Green Flag status maintained, and additional ones achieved

- 5.46 The Borough currently has one park (Victoria Park) with Green Flag status. This represents a reduction since 2012, which can be attributed to budget costs and the loss of central government funding.

Delivery of Mersey Forest

- 5.47 The Mersey Forest is a growing network of woodlands and green spaces across Cheshire and Merseyside, with its priority to get more trees planted in the area. In 2017/18 £1.5m was secured in funding that helped to create 26 hectares of woodland. The work of the Mersey Forest team is guided by the Mersey Forest Plan (which is a long-term strategic plan) and The Mersey Forest Delivery Plan (a five-year action plan). Projects relevant to St Helens include:

- Colliers Moss - A project to cap and safeguard the excavated concrete pipeline across part of the site is nearing completion; and
- St Helens Parks and Green Space Strategy - As a continuation of previous work for St Helens Council, the team has been commissioned

to produce a high-level vision and outline strategic framework for the Borough's parks and green spaces.

Adoption of Biodiversity SPD

5.48 The Biodiversity SPD was adopted in June 2011. The Council intends to update this SPD in line with new legislation and national policy.

Adoption of Green Infrastructure SPD

5.49 A Green Infrastructure SPD was not progressed. However, the Council intends to produce an updated Biodiversity SPD and a Nature Conservation SPD to supplement the emerging Local Plan.

North West River Basin Management Plan

5.50 The North West River Management Plan has been produced by Defra and the Environment Agency (EA), was first published in 2015, and has since been updated in June 2018.

Targets and Indicators for Policy CQL1

Item and Baseline	Target	Performance against targets in 2018/19
Length of Greenway lost to development (km) (Baseline: Not currently measured)	No net loss	<b>Target not monitored</b> - The current policy position is however to resist any un-justified Greenway loss to development, in-line with the St Helens Greenway Policy Review (February 2015).
Amount of Open Space lost to development (Ha) (Baseline: Not currently measured)	Identify and protect all sites over 0.4ha (0.2ha for playing pitches)	<b>Target not monitored</b> - The current policy position is however to resist any un-justified loss of open space to development. Further details of open space provision in St Helens are set out in paragraph 5.51 below.
No. of Green Flag Status Parks (Baseline: 2008 = 9)	Achieve additional designations Borough wide	<b>Target not met.</b> The Borough currently has one park (Victoria Park) with Green Flag status. This represents a marked reduction since 2012, which can be attributed to budget costs and the loss of central government funding

5.51 The Open Space Assessment Report for St Helens (Knight Kavanagh & Page 2016) identified that:

- 286 sites in St Helens form open space provision. This is an equivalent of over 1,004 hectares across the area;
- most typologies are set as having an accessibility standard of a 15-minute walk time. For certain typologies it is less to reflect their role and function;
- over three quarters of all open spaces score above the threshold for quality. More amenity greenspace and natural and semi-natural sites score low for quality compared to other typologies. This is as such sites tend to lack features; and
- most open spaces are assessed as being of high value. Sites which do not do so tend to be in either the 'amenity greenspace' or 'natural and semi-natural' typologies.

## **Policy CQL 2 “Trees and Woodlands”**

### **Key Delivery Items**

5.52 The Key Delivery Items for this Policy are set out below.

#### **Adoption of Sustainable Development and Allocations DPD and Proposals Map**

5.53 The need to produce these documents has been superseded by the production of the emerging Local Plan.

#### **Adoption of Trees and Development SPD and implementation of CIL**

5.54 The Trees and Development SPD was adopted in June 2008. The Council intends to produce an updated SPD once the emerging Local Plan is adopted. The Council does not currently plan to introduce a Community Infrastructure Levy (CIL).

#### **Adoption of Bold Forest Park AAP and implementation of Bold Forest Park project**

5.55 The Bold Forest Park Area Action Plan was adopted in July 2017 (see further information in chapter 3 of this AMR).

#### **Delivery of Mersey Forest**

5.56 See information in paragraph 5.47 above under Policy CQL 1 Green Infrastructure.

**Targets and Indicators for Policy CQL2**

Item and Baseline	Target	Performance against targets in 2018/19
Mersey Forest tree coverage created (ha) (Baseline: Not currently monitored)	No target	<b>Target and Indicator not monitored</b> – however, the Bold Forest Park Area Action Plan was adopted in 2017, potentially delivering 1,808 ha of new woodland. □
Number of trees provided through Planning Obligations	Two new trees per one tree lost to development	<b>Targets and Indicator not monitored</b> – however, the Council regularly seeks new tree and woodland planting in accordance with the policy and target when dealing with planning applications.
Changes in areas of woodlands (ha)	No target	As above

**Policy CQL 3 “Biodiversity”**

**Key Delivery Items**

- 5.57 Key Delivery Items associated with this policy include the adoption of a Sustainable Development and Allocations DPD; the adoption of a Biodiversity SPD; implementation of a Biodiversity Action Plan (BAP) and the adoption of a Green Infrastructure SPD.
- 5.58 As previously stated, the decision to produce a new Local Plan in 2015 superseded the production of the Sustainable Development and Allocations DPD. A Green Infrastructure SPD was not progressed. However, the Biodiversity SPD was adopted in June 2011 and the Council intends to update this SPD in line with new legislation and national policy to supplement the emerging Local Plan.
- 5.59 The North Merseyside Biodiversity Action Plan comprises a number of individual Species & Habitat Action Plans and a Business Plan to prioritise work for conservation over the next few years. All these and other related documents are available on the Merseyside Biodiversity Group website at: <http://www.merseysidebiodiversity.org.uk/>



**Targets and Indicators for Policy CQL3**

Item and Baseline	Target	Performance against targets in 2018/19
The condition of Stanley Bank Meadow SSSI (Baseline: Favourable condition)	Maintain current status	<b>Target met</b> –Stanley Bank Meadow SSSI is currently in a favourable condition.
Percentage of locally wildlife and geological sites in favourable condition (Baseline: (2011) – 16.2% in conservation management (implying the habitat is in favourable condition))	75% of local wildlife and geological sites in favourable condition by 2027	<b>Target yet to be met</b> - Based on April 2016 – March 2017 data, 31.7% of local wildlife and geological sites in the Borough are in conservation management.
Extent and condition of key habitats for which BAPs have been established (Baseline: Local Sites Partnership AMR 2008)	No target	<b>Target not monitored</b> - No information available at present.
Area of habitats created (Baseline: to be confirmed)	35ha of new woodland created, 1ha of new wetland habitat created, 31ha of new grassland habitat created by 2027	<b>Target not monitored</b> - No information is available at present. However, the Bold Forest Park Area Action Plan has now been successfully examined and adopted in 2017.
Area of Local Nature Reserve (LNR) (Baseline: 6 sites totalling 109.39ha)	Meet Natural England guidance of 1ha of LNR land per 1000 population by 2027	<b>Target yet to be met</b> - There are currently seven LNR sites within the Borough, totalling 111.27 ha. Given the Borough’s population of 179,331, the target of 1ha per thousand of the population has yet to be met.

**Policy CQL 4 “Heritage and Landscape”**

**Key Delivery Items**

5.60 There are a number of Key Delivery Items for this Policy as set out below.

**Adoption of the List of Locally Important Buildings SPD**

5.61 The List of Locally Important Buildings SPD was adopted in 2011. The Council is also currently working on a Heritage Strategy for the Borough.

Completion of Conservation Area Appraisals (CAAs)

5.62 All Conservation Areas in the Borough have been appraised. Whilst the appraisals are all more than five years old and now considered to be in need of updating, this Key Delivery Item has been implemented.

Implementation of Conservation Area Management Plans (CAMPs)

5.63 CAMPs have been completed for all Conservation Areas in the Borough. Whilst a number of these are now dated, and the Earlestown CAMP has yet to be adopted, this Key Delivery Item has been substantially progressed.

Implementation of Article 4 Directions

5.64 Several Conservation Areas in St Helens are covered by Article 4(2) Directions which limit the types of development which may be implemented without specific planning consent. These are due to be reviewed and updated if required.

Implementation of Article 4 grant schemes

5.65 This grant scheme has had to be reviewed as part of budget cutbacks.

Targets and Indicators for Policy CQL4

Item and Baseline	Target	Performance against targets in 2018/19
Number of Listed Buildings (Baseline: 2008 = 145)	No loss	<b>Target met</b> - in 2019, St Helens had 149 historic assets, with no net losses.
Number of Scheduled Ancient Monuments (Baseline: 2008 = 11)	No loss	<b>Target met</b> - Historic England's Heritage List for England identifies 12 Scheduled Monuments in the Borough. Whilst four of these are on their Heritage at Risk Register, none of them have been lost.
Properties in English Heritage's Buildings at Risk register (Baseline: 2008 = 3)	No target	Although there is no specific target set for this indicator, there has been a regression in comparison with the original baseline. Historic England's Heritage at Risk Register now identifies four Listed Buildings, which include: <ul style="list-style-type: none"> <li>• Church of St Helen</li> <li>• Church of Holy Trinity</li> <li>• Church of St. Mary</li> <li>• Rainhill Hall Farmhouse</li> </ul>
Number of Conservation Areas with up to date Conservation Area	Maintain up to date management plans	<b>Target yet to be met</b> - No new Conservation Areas or appraisals have been designated or undertaken during this monitoring period.

<p>Management Plans (Baseline: 10/10 in 2011)</p>		<p>Currently, the Borough has eight Conservation Areas, three of which (at Rainhill, George Street (St Helens) and Earlestown) are on Historic England's Heritage at Risk Register. The Council is currently updating the Conservation Area Appraisals and Management Plans for all eight conservation areas within the Borough and preparing the St Helens Heritage Strategy.</p>
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## **Policy CQL 5 "Social Infrastructure"**

### **Key Delivery Items**

5.66 The Key Delivery Items for this Policy are set out below.

#### **Implementation of CIL**

5.67 The Council does not currently plan to introduce a Community Infrastructure Levy (CIL).

#### **Improvements to Secondary Education**

5.68 Cowley International College, Haydock High School and Landsbury Bridge Special School have benefitted from recent investment to improve buildings based on various condition issues. Millgreen Special School was successfully rebuilt based on condition and suitability.

#### **Improvements to Primary Education Facilities**

5.69 Broad Oak Primary, Eaves Primary, Wargrace CE Primary, Sutton Oak CE School, Oakdene Primary, The District Primary and Longton Lane Primary have benefitted from recent investment to improve buildings based on various condition issues. While Bleak Hill Primary, Broad Oak Primary, Wargrave Primary, Newton Primary, Carr Mill Primary have been remodelled to accommodate additional pupil places.

#### **Health Facilities programme**

5.70 The Eccleston Health Centre has recently been completed. The Council works pro-actively with partner organisations to identify priorities for health-related investment.

#### **Complete Redevelopment of St Helens College**

5.71 St Helens College has seen significant investment over recent years, with the whole campus being redeveloped. This scheme has been completed.

**Targets and Indicators for Policy CQL5**

Item and Baseline	Target	Performance against targets in 2018/19
Index of Multiple Deprivation (IMD) (Baseline: IMD 2007 = 47 <sup>th</sup> )	Improve deprivation levels across all SOAs	<b>Target not met</b> – the latest IMD (2019) = 26 <sup>th</sup> most deprived local authority out of all 317 across the country, its relative position worsening on the 2015 Index where St Helens was ranked as the 36 <sup>th</sup> most deprived area.
Access to GP, Hospitals, Primary and Secondary Schools, Town and Local Centres by Public Transport (Baseline: 2008 GP = 99.6%; Hospital = 96%; Primary School = 99.4%; Secondary School = 91.4%)	Improve overall accessibility where possible	Access to GPs, Hospitals, Primary and Secondary Schools, Town and Local centres by Public Transport in the Borough is generally good, with residents in most of the built-up areas being able to access a site within 30 minutes. Data used to be collated using a specialist software, however, this software is no-longer available. Therefore, the Council can no-longer monitor this aspect like in previous AMRs.
Amount of Social Infrastructure lost to development (Baseline: Not currently measured)	No net loss unless surplus to requirements	<b>Target not currently monitored</b> – however the Council has a policy of resisting development which could lead to the loss of infrastructure unless it can be demonstrated that the infrastructure affected is surplus to requirements.

**Policy CR 1 “Minerals”**

**Key Delivery Items**

- 5.72 The Key Delivery Item associated with this policy was the adoption of a Sustainable Development and Allocations DPD. The decision to produce a new Local Plan in 2015 superseded the production of the Sustainable Development and Allocations DPD.

### Targets and Indicators for Policy CR1

Item and Baseline	Target	Performance against targets in 2018/19
M1 Production of primary land won aggregates by mineral planning authority (Baseline: 2008 = 264 tonnes)	Maintain current supply	<b>These indicators are no longer up to date.</b> Aggregate monitoring is no-longer collated at a district level. Data is now collected at a sub-regional level and can be found via the Joint Local Aggregate Assessment <sup>5</sup> .
M2 Production of secondary and recycled aggregates by mineral planning authority (Baseline: Not currently measured)	No target until baseline known	

### Policy CR 2 “Waste”

#### Key Delivery Items

- 5.73 Key Delivery Items associated with this policy included the adoption of a Sustainable Development and Allocations DPDs and AAPs; a new Resource Recovery Contract; and the adoption of the Joint Waste DPD.
- 5.74 The decision to produce a new Local Plan superseded the production of the Sustainable Development and Allocations DPD. The Resource Recovery Contract for Merseyside has been awarded. The Joint Waste Local Plan is discussed in Chapter 7.

### Targets and Indicators for Policy CR2

Item and Baseline	Target	Performance against targets in 2018/19
W1 Capacity of new waste management facilities by waste planning authority (Baseline: Figures available from the Waste DPD when adopted)	To meet the specific targets outlined in the Joint Merseyside Waste DPD – Needs Assessment, making an appropriate contribution to sub-regional needs	These matters are monitored separately in the AMR for the Joint Waste DPD – see Chapter 7 of this AMR for further details of how to access this document.

<sup>5</sup> Available to view at [https://www.sthelens.gov.uk/media/5411/greater-manchester-merseyside-and-warrington-laa-2016\\_final.pdf](https://www.sthelens.gov.uk/media/5411/greater-manchester-merseyside-and-warrington-laa-2016_final.pdf)

W2 Amount of municipal waste arising, and managed by management type waste planning authority	50% recycled /composed by 2020 40% residual waste treated by 2020 Max 10% residual waste landfilled by 2020	
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**Policy CIN 1 “Meeting St Helens Infrastructure Needs”**

**Key Delivery Items**

5.75 There were no Targets and Indicators for this Policy. However, there are several Key Delivery Items as set out below.

**Introduction of Community Infrastructure Levy (CIL)**

5.76 St Helens Council does not currently plan to introduce a Community Infrastructure Levy (CIL).

**Implementation of CIL, or other developer contribution regime**

5.77 Developer contributions are collected through Section 106 contributions. More details are contained in Chapter 10 of this AMR.

**Supporting Infrastructure delivery Partners Programmes**

5.78 The Council works closely with its infrastructure delivery partners to bring forward various programmes throughout the Borough. These partners include (for example):

- Merseytravel;
- Highways England;
- United Utilities;
- Mersey Forest;
- Forestry England; and
- Liverpool City Region.

**Adoption of Waste DPD**

5.79 The Merseyside and Halton Joint Waste Local Plan (WLP) was adopted by the local authorities of Merseyside and Halton in July 2013, at which point its policies and allocations became part of each authority’s Local Plan. Further details of the WLP are set out in Chapter 7 of this AMR.

## 6 BOLD FOREST PARK ACTION AREA PLAN 2017: POLICY MONITORING

- 6.1 This Chapter sets out current progress in delivering the policies of the Bold Forest Park Area Action Plan (AAP) (adopted in July 2017). The AAP sets out (in Chapter 16) a Delivery Plan and Monitoring Framework which establishes the elements necessary to shape the Forest Park and provide the necessary platform for its future development. The section below analyses progress against the indicators set out in that Framework during the period 1 April 2018 until 31 March 2019.

### Indicator 1: Visitor numbers to the Bold Forest Park

Description of indicator	Target
Visitors to the Bold Forest Park a) Overall visitor numbers b) Numbers of visitors from Thatto Heath, Parr, Bold and Sutton wards	a) Upward trend on baseline b) Upward trend on baseline

- 6.2 The baseline estimated visits (2012) were calculated as follows:

Site	Total visits pa
Wheatacre	31,755
Sutton Manor	68,985
Clockface Country Park	43,691
Griffin Wood	21,079
Colliers Moss Common	16,863
Maypole	10,646
Brickfields	7,665
<b>Total</b>	<b>200,683*</b>

- 6.3 The data for indicator 1 is to be collected every three years. As the AAP was adopted in July 2017, the findings for this target will be reviewed in the April 2020 to March 2021 AMR.

### Indicator 2: Customer satisfaction rates

Description of indicator	Target
Customer Satisfaction Rates	Upward trend on baseline

- 6.4 The data for this target is to be collected every three years. As the AAP was adopted in July 2017, the findings for this target will be reviewed in the April 2020 to March 2021 AMR.

**Indicator 3: Percentage of journeys made to Bold Forest Park by car**

Description of indicator	Target
Percentage of journeys made to Bold Forest Park by car	Decrease on baseline

- 6.5 Baseline data, prepared before the AAP was adopted, suggests that most of the visitors to the Dream and the surrounding area were local residents, and that the area is mainly used on a high frequency level by local people for walking and dog walking. The data suggested that 35% of visitors walked to the site and 56% drove from surrounding post code areas and just 8% drove from further afield.
- 6.6 As the data for this target is to be collected every three years, the results for this target will be reviewed in the April 2020 to March 2021 AMR.

**Indicator 4: Environmental Enhancements**

Description of indicator	Target
Environmental enhancements in Bold Forest Park a) Percentage of tree cover in Bold Forest Park b) Changes in Priority Habitats in the Forest Park c) Number of Lapwing	a) Increase cover to 20% south of M62, 30% north of M62 b) Minimum no net loss c) Monitoring of population trend

- 6.7 Trees within the Bold Forest Park have now matured and form an important green asset, providing for example the setting for the Dream landmark sculpture.
- 6.8 The 'St Helens Forest Plan 2017 to 2027', published by the Forestry Commission, summarises proposals for the management of several woodlands, of which those at: Sutton Manor (62ha); Wheatacre (22ha); Brickfield & Red Quarry (12ha); and Maypole (13ha) lie in Bold Forest Park. All of these woodlands are managed by the Forestry Commission with the emphasis on creating a safe welcoming environment to be enjoyed by local families and visitors to the area.
- 6.9 The current progress in monitoring Indicator 4 is set out below.

Indicator element	Target	Frequency	Current Status
Percentage of tree cover in	Increase cover to 20%	Year 1	This has been a difficult target to measure. Whilst there have been a number of tree planting schemes in



Bold Forest Park	south of M62, 30% north of M62		<p>and around the Bold Forest area since the AAP's adoption, these have not been quantified.</p> <p>The woodlands in the Bold Forest Park are all very young and have only just become fully established. No major felling operations are planned but some stands will be thinned out.</p> <p>The Council intends to work with its partners, Forestry England and The Mersey Forest to gain more detailed data.</p>
Changes in Priority Habitats in the Forest Park	Minimum no net loss	Year 3	In collaboration with The Mersey Forest, data for this target will be collected on a three-yearly basis. Therefore, the results for this target will be reviewed in the April 2020 to March 2021 AMR.
Number of Lapwing	Monitoring of population trend	Year 3	In collaboration with The Mersey Forest, data for this target will be collected on a three-yearly basis. Therefore, the results for this target will be reviewed in the April 2020 to March 2021 AMR.

#### **Indicator 5: Protection of the Historic Environment**

Description of indicator	Target
Protection of the Historic Environment in Bold Forest Park a) The number of Scheduled Monuments at risk in Bold Forest Park b) The number of listed buildings in Bold Forest Park	a) Zero b) No loss

6.10 The current progress in monitoring Indicator 5 is set out below

Indicator	Target	Current Status
The number of Scheduled Monuments at risk in Bold Forest Park	Zero	<p><b>Target not met</b> - there are currently three Scheduled Monuments within the Bold Forest Park. Of these one is currently on Historic England's 'At Risk' list.</p> <p>Old Moat House Medieval Moat, Bold, is in a generally unsatisfactory</p>

		condition with major localised problems, with vehicle damage/erosion which appears to be extensive.
The number of listed buildings in Bold Forest Park	No loss	<b>Target met</b> – in 2018/19, Bold Forest Park contained seven Listed Buildings, with no net losses.

### **Indicator 6: Developer Contributions**

Indicator description	Target
The number and amount of developer contributions to the infrastructure of the Forest Park	Increase on baseline

6.11 As at 31 March 2019, there had been no monetary planning obligations received from developer contributions towards the infrastructure of the Bold Forest Park.

6.12 The emerging Local Plan identifies 2 proposed site allocations for development in the Bold Forest area. Development on these must be consistent with the vision, aims, objectives and policies of the Bold Forest Park AAP. The Council also has a number of requirements of any development on these sites as set out in Appendix 5 of the emerging Local Plan. For example:

- On site 4HA (Bold Forest Garden Suburb), development must provide a well landscaped setting including extensive green links through and around the site, and tree planting to increase tree cover by 30% across the Bold Forest as a whole.
- On site 5HA (land south of Gartons Lane), development should integrate well into the Bold Forest Park setting and provide satisfactory pedestrian, bridleway and cycleway access into the Forest Park. The developer will also 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.

### **Indicator 7: Increasing Employment Opportunities**

Indicator description	Target
Increasing employment opportunities in Bold Forest Park a) Numbers of people employed in Bold Forest Park	a) Upward trend from baseline b) Upward trend from baseline

b) Percentage increase/decrease of VAT registered businesses in Bold Forest Park c) The number of development proposals resulting in employment floorspace generation	c) Upward trend from baseline
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- 6.13 The Council has not obtained detailed information to monitor elements a) or b) of this indicator. No new employment sites have been developed in the Bold Forest Park area since 2017. The target in relation to element c) of this indicator has therefore not been met.

**Indicator 8: Increasing Accessibility in Bold Forest Park**

Indicator description	Target
Increasing accessibility in Bold Forest Park a) Length of footpaths, cycleways and bridleways b) Length of accessible footpaths (DDA compliant – in accordance with most up to date Department for Transport guidance)	a) Increase on baseline b) Increase on baseline

- 6.14 No public rights of way have been improved in the Bold Forest Park area since 2017. However, there have been several improvements on non - public rights of way paths and tracks on the Mersey Forest Colliers Moss site. Some improvements have also been carried out on Council owned land to the rear of Bold Business Park. A significant amount of improvement work had already been completed by 2017 (such as the mineral railway).

**Indicator 9: Community engagement**

Indicator description	Target
Community engagement a) Establishment of Bold Forest Park Community Network and numbers of members b) Establishment of Bold Forest Park Community Action Plan	a) Maintain active membership b) Establish Community Action Plan

- 6.15 Several community action groups exist in the Bold Forest Area including: The Friends of Griffin Wood; The Forest Park; and Shining Lights Heritage Group. Forestry England and The Mersey Forest run community engagement programmes, which encourage local community participation. Whilst no formal Bold Forest Community group or Action Plan has been developed to date, the Council hopes to address this matter in the coming years.

**Indicator 10: Addressing Anti-social Behaviour**

Indicator description	Target
Incidence of anti-social behaviour in Bold Forest park	Monitoring of trend

- 6.16 In the month of March 2019, the Police received 22 separate reports of a crime within the Bold Forest Park area. However, the majority of these crimes were in the built-up urban areas within the Park, and not in the open green areas. This compares to a similar number recorded for March 2018.

**Indicator 11: Healthy Living Activities**

Indicator description	Target
Number of Healthy Living Activities in Bold Forest Park (including participation levels in walking, cycling, horse riding and Green Gyms)	Increase on baseline

- 6.17 The data for this target is to be collected every three years. As the AAP was adopted in July 2017, the findings for this target will be reviewed in the April 2020 to March 2021 AMR.

## **7 MERSEYSIDE AND HALTON JOINT WASTE LOCAL PLAN: POLICY MONITORING**

### **Merseyside and Halton Joint Waste Local Plan (WLP)**

- 7.1 Planning policy for waste management development in St Helens is contained in the Merseyside and Halton Joint Waste Local Plan (WLP), adopted by the local authorities of Merseyside and Halton in July 2013. Upon adoption the WLP's policies and allocations became part of each authority's Local Plan. They form an important consideration in the determination of planning applications.
- 7.2 The WLP covers the period from 2013 to 2027 and must be regularly reviewed under relevant legislation. It contains 16 Policies and 18 Site Allocations dealing with all aspects of waste management from waste prevention to energy from waste facilities. The WLP was prepared by the Merseyside Environmental Advisory Service (MEAS).

### **Monitoring of the Waste Local Plan**

- 7.3 To assess progress in implementing the WLP, an Implementation and Monitoring Report is prepared to cover the period from 1st April to 31st March each year. These documents are prepared by the Merseyside Environmental Advisory Service on behalf of the six Liverpool City Region councils. They also provide more recent contextual information especially where this relates to cross-boundary matters or progress with implementation of planning consents.
- 7.4 The most recent Implementation and Monitoring Report for the WLP was for the 2017/18 year, published on 26 April 2019. That report and other documents relating to the Joint WLP and its monitoring are available on the MEAS website at <http://www.meas.org.uk/1090>.

## 8 DUTY TO COOPERATE

### Introduction

- 8.1 The 'Duty to Cooperate' became a legal requirement under the Localism Act, which came into force in November 2011. It requires local planning authorities and other prescribed bodies to cooperate on strategic matters so as to maximise the effectiveness of preparing development plan and other local development documents. Advice about the duty is set out in the National Planning Policy Framework (NPPF) and the national Planning Practice Guidance (PPG). Whilst the Duty to Cooperate is not a "duty to agree", the PPG makes it clear that local planning authorities should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their local plans for examination. National regulations also require the AMR to include details of any activities undertaken in relation to the Duty to Cooperate.
- 8.2 St Helens Council has addressed the Duty to Cooperate by working with:
- neighbouring local authorities to identify and address strategic cross-boundary issues; and
  - other public bodies and infrastructure providers to ensure that relevant strategic planning matters are identified and addressed.

### The sub-regional context

- 8.3 The Liverpool City Region (LCR) comprises the six local authorities of Halton, Knowsley, Liverpool, Sefton, St Helens, and Wirral. West Lancashire District Council is an associate member of the LCR. The Liverpool City Combined Authority was formed in 2014 and is responsible for economic development and regeneration, employment and skills, transport (delivered through Merseytravel, the integrated transport authority), and housing and spatial planning.
- 8.4 Planning functions in the LCR have been supported for many years by the LCR Chief Planning Officers Group (formerly District Planning Officers) and the Planning Policy Managers Group. These groups include attendees from the constituent local authorities, the LCR Combined Authority and the Merseyside Environmental Advisory Service (MEAS), and regularly meet to discuss on-going Duty to Cooperate issues.
- 8.5 Under the LCR Growth Fund Initiative, the Local Enterprise Partnership (LEP) and central government have agreed to co-invest in jointly agreed priorities across the LCR. Those which have or are likely to benefit St Helens include:
- Continuation of the Sustainable Transport Enhancement Packages (STEP) which currently provide six years of funding which will help to improve access to Haydock Industrial estate, active travel facilities at Newton-le-Willows and along the A580;
  - Completion of Windle Island Highway Improvement Scheme;
  - Continuation of improvements to the A570 Linkway Corridor; and

- Option Study for M6 Junction 23.

8.6 The LCR authorities have collaborated for several years on a wide range of joint projects. Examples of this include:

- LCR – Brownfield Register (February 2019);
- LCRCA Long Term Rail Strategy (2018);
- LCR SHELMA Large Scale B8 Site Supply Assessment (June 2018);
- LCRA Local Journeys Strategy (2017);
- LCR Statement of Cooperation on Local Planning (2016);
- Liverpool City Region Bus Strategy (2016);
- Liverpool City Region Advanced Manufacturing to 2020;
- Liverpool City Region Growth Deal (July 2014); and
- The Liverpool City Region Strategic Local Investment Plan 2014 – 2017 (2013).

### **Key Activities under the ‘Duty to Cooperate’ in 2018/2019**

8.7 St Helens Council has worked jointly with neighbouring authorities and other relevant organisations to deal with strategic issues that either extend across local authority boundaries or involve a number of different agencies. During the monitoring period the Council has (for example):

- provided information in order to produce the LCR Brownfield Register (2019);
- helped draft the LCR Statement of Common Ground;
- worked with Highways England on the St Helens Transport Impact Assessment;
- progressed a traffic study concerning Junction 23 of the M6 (in partnership with Wigan Council and Highways England);
- continue to work with Warrington and Halton Councils, the Environment Agency, MEAS, United Utilities and other stakeholder bodies to complete the Sankey Catchment Plan and to foresee its implementation;
- progressed a Transport Review for the proposed Bold Forest Park (site 4HA), in association with Highways England;
- continued to work closely with Warrington Council in relation to the future development of the Omega employment area;
- assessed the responses of neighbouring authorities and statutory consultees on the Local Plan Submission Draft document; and
- undertaken on-going cross-boundary cooperation with other local planning authorities in relation to the Waste Local Plan and the Joint Local Aggregate Assessment.

8.8 Further information about these activities, including outcomes of the cooperation which has taken place, is set out in the emerging St Helens Borough Local Plan and its supporting documents, available to view at [www.sthelens.gov.uk/localplan](http://www.sthelens.gov.uk/localplan).

## 9 NEIGHBOURHOOD PLANS AND ORDERS

- 9.1 The concept of neighbourhood planning was introduced in the Localism Act 2011. Neighbourhood planning provides a set of tools for local people and local businesses. Whilst it cannot be used by local communities simply to stop development from happening it can be used to ensure that they get the right types of development in the right places. Neighbourhood planning can help communities to develop a shared vision for their neighbourhood and shape its future development and growth, provided that their approach aligns with the strategic needs and priorities of the wider local area.

### **Neighbourhood plans**

- 9.2 In summary, a neighbourhood plan is a document that can be prepared to set out planning policies for a specific neighbourhood area. Once a neighbourhood plan is finalised it is used with any adopted Local Plan to help decide whether planning applications should be approved. A neighbourhood plan is written by the local community rather than by the local planning authority. It can be a powerful tool to ensure the community gets the right types of development in the right place and is an important document with real legal force; therefore, there are certain formal procedures that it must go through when being prepared.
- 9.3 A parish or town council (where one exists) is normally the responsible body for producing a neighbourhood plan. In areas where there is no parish or town council, a neighbourhood forum can be established for this purpose, which must consist of at least 21 individuals who live in, work in or represent the area.

### **Neighbourhood Development Orders**

- 9.4 A Neighbourhood Development Order (NDO) is a document which can be prepared to grant planning permission for specific types of development in a specific neighbourhood area. An NDO can:
- apply to a specific site, group of sites, or wider geographical area;
  - grant planning permission for a certain type or types of development; and
  - grant planning permission unconditionally or subject to conditions.
- 9.5 The preparation of an NDO is also subject to various legal procedures.

### **Current neighbourhood plans and Orders in St Helens**

- 9.6 There are currently no neighbourhood plans or Orders either in existence or being prepared in St Helens Borough.



## 10 DEVELOPER CONTRIBUTIONS

### Community Infrastructure Levy (CIL)

- 10.1 A Community Infrastructure Levy (CIL) is a standardised form of charging that the Council may choose to introduce to secure financial contributions from developers towards the cost of infrastructure provision. Any decision to introduce CIL must be supported by robust evidence, for example concerning the impact of the charging proposed on the viability of new development in the area and infrastructure needs. There is also a lengthy statutory process that the Council must go through if it is to introduce a CIL charging schedule.
- 10.2 St Helens Council does not currently have plans to introduce a Community Infrastructure Levy (CIL) for the Borough. This approach reflects the evidence which it has concerning development viability in the Borough and the availability of other means (primarily Section 106 obligations – see below) to obtain developer contributions in appropriate cases. The Council does however intend to consider this matter further once the currently emerging Local Plan is progressed further towards adoption.

### Section 106 Obligations

- 10.3 Under Section 106 of the Planning Act 1990 (as amended) the Council may secure financial or other obligations from developers. Such obligations must be: (a) necessary to make the development acceptable in planning terms; (b) directly related to the development; and (c) fairly and reasonably related in scale and kind to the development.
- 10.4 During the years 1 April to 31 March 2015/16, 2016/17, 2017/18, 2018/19 the Council has received the following Section 106 contributions:

**Table 12: Section 106 Contributions**

	Builder	Site	Amount £	Contributing to:
<b>1 April 2015-31 March 2016</b>	Countryside properties	Land at former Broadway	£535,353	Affordable Housing
	Barratt Homes	New Street Delphwood Development	£34,247	Public Open Space – Sutton Park Play Area - contribution
	Barratt Homes	New Street Delphwood Development	£17,392	Public Open Space – Sutton Park Play Area - maintenance
	<b>Total</b>		<b>£586,992</b>	

<b>1 April 2016-31 March 2017</b>	Persimmon Homes	Earle Street	£59,892	Sankey Valley Open Space (1 of 4 instalments)
	<b>Total</b>		<b>£59,892</b>	
<b>1 April 2017-31 March 2018</b>	Persimmon Homes	Earle Street	£59,892	Sankey Valley Open Space (2 of 4 instalments)
	United Utilities	Wastewater Treatment Plant	£10,000	Loss of habitat mitigation
	Jones Homes	Former Carmelite Monastery	£67,569	Affordable Housing
	<b>Total</b>		<b>£137,461</b>	
<b>1 April 2018-31 March 2019</b>	Bericotes	Florida Farm	£510,450.45	Junction works on A580
	Bericotes	Florida Farm	£20,000	Bus Stop provision
	Persimmon	Earle Street	£59,892	Sankey Valley Open Space (3 of 4 instalments)
	Jones	Millfields	£606,074	Affordable Housing
	Jones	Millfields	£166,106	Affordable Housing
	<b>Total</b>		<b>£1,362,522.45</b>	

### New Homes Bonus Payments

- 10.5 The New Homes Bonus is a scheme under which the Government matches the Council Tax raised from new-build homes, conversions and long-term empty homes brought back into use for the first four years. There is also an extra payment for providing affordable homes. Councils and communities work together to decide how to spend the extra funding. Between 1<sup>st</sup> April 2018 – 31<sup>st</sup> March 2019, the Council received **£2,414,610** from central Government under the New Homes Bonus Scheme.

## 11 BROWNFIELD LAND REGISTER

- 11.1 The Town and Country Planning (Brownfield Land Register) Regulations 2017 (the 'regulations') require each local planning authority to prepare and maintain a register of brownfield or 'previously developed' land that is suitable for housing development. The regulations implement primary legislation which is set out in the Housing and Planning Act 2016 and which came into force in April 2017.
- 11.2 The Brownfield Land Register must be updated at least once a year. It must include all qualifying sites within Part 1 of the Register. It can also include sites in Part 2 and thereby grant permission in principle for housing-led development on them.
- 11.3 The existing St Helens Brownfield Land Register was first published following its approval by Cabinet on 06/12/17 and this was updated by the 2018 Register (approved 15/04/2019). It includes 108 sites, all of which are in Part 1 of the Register. No sites were identified in Part 2.
- 11.4 The sites have a total cumulative area of 202.51 hectares (ha) and are distributed through several of the urban areas in the Borough. The sites have a combined capacity of 6,028 dwellings. The largest of the sites are:
- Moss Nook Urban Village, Watery Lane, St Helens - 26.74 ha
  - Land north of Elton Head Road, Thatto Heath – 7.31 ha
  - Land at Cowley Street and Albert Street, Moss Bank – 32.06 ha
  - Alexander Park - Former Pilkington HQ, Prescott Road, West Park – 9.24 ha
  - Penlake Industrial Estate, Bold – 10.19 ha
  - Ibstocks, Chester Lane, Bold – 9.00 ha
  - Land at Lea Green Colliery and Lowfield Lane Industrial Estate, Thatto Heath – 11.50 ha
  - Pilkington's (Eccleston Works), Millfields – 9.57 ha
  - Deacon Trading Estate, Earlestown – 9.07 ha
- 11.5 Many of the sites on Part 1 of the Register also appear in the Council's Strategic Housing Land Availability Assessment 2017 update. The current Register does not include any sites in Part 2. This is because, although the 'permission in principle' mechanism (which would be linked to Part 2 of the Register) could help encourage housing development on brownfield land, no sites have undergone the necessary publicity procedures to be included in this part of the Register.
- 11.6 At the Liverpool City Region level, a Brownfield Register for the six constituent authorities has been created as a single list. This will act as a valuable information source, for example to support planning and investment decisions. The second LCR Brownfield Register was published April 2019, and can be viewed via the following link: <https://www.liverpoolcityregion-ca.gov.uk/governance/policy-documents/>

- 11.7 The Council must review the Brownfield Land Register at least once in each year following its initial publication. To view the latest Brownfield Register with related maps and plans etc. visit: <https://www.sthelens.gov.uk/planning-building-control/planning-policy/research-evidence-and-monitoring/>

## 12 SELF-BUILD AND CUSTOM HOUSEBUILDING REGISTER

- 12.1 The Government wishes to enable more people to build their own home. Local planning authorities in England and Wales are required under the Self-build and Custom House Building Act 2015 (c.17) to keep a register of individuals and associations of individuals seeking to acquire land to build a home.
- 12.2 St Helens Council's Self Build and Custom Housebuilding Register has been operational since January 2016. Data from it is used to inform the Council of the level of demand for self-build and custom housebuilding plots in St Helens and enable it to develop a strategy for matching people to plots in its area.
- 12.3 To date eight households have expressed an interest in self-build in the Borough; of these six already reside in the area, with the other two living in an adjoining authority.

**Table 13: Basic Information on the Self-build and Custom Housebuilding Register**

Type of dwelling	Bedrooms	Type of Build	Plot size
Seven applicants would like a detached property with one applicant wanting either a detached or semi-detached bungalow	Five applicants would like 4no.beds, two applicants request 3no. beds and one applicant would like 2no. beds	All eight applicants would prefer an individual self-build or custom housebuilding plot, with one also interested in a group custom build, all wanting to purchase a single plot of serviced land to build their own home to live in.	The size of plot varied for all eight applicants, with some applicants indicating a number of sizes.  The size of plots required varies from under 150m <sup>2</sup> to 350m <sup>2</sup> – 400m <sup>2</sup> .

- 12.4 All eight applicants stated they could do some or all of the build themselves or employ someone else to build the home for them. Applicants were also asked about their financial circumstances to determine demand for affordable custom build housing. All eight households on the register would not be deemed as "in need of affordable housing", five applicants have indicated that they would own the self-build outright without a mortgage, two indicated that the property would be owned with a mortgage, and one indicating it would be owned with a mortgage or part owned with a Housing Association to share the cost of the project.
- 12.4 In preparing the Register, St Helens Council is making no commitment to find or provide registered individuals with self-build or custom build plots. The

register will not be a public document and will be treated as confidential. However, the Council has agreed to publish headline data (i.e. location, type and/or demand) from the Register in the Authority Monitoring Report. For further information and relevant forms and guidance please visit the following link: <https://www.sthelens.gov.uk/planning-building-control/planning-policy/self-build-and-custom-build-register/>

## APPENDIX A: DEVELOPMENT PLAN TIMETABLE IN ST HELENS LOCAL DEVELOPMENT SCHEME, 2018

Local Plan Stage	2018			2019												2020												
	October	November	December	January	February	March	April	May	June	July	August	September	October	November	December	January	February	March	April	May	June	July	August	September	October	November	December	
Report of Consultation																												
Background Evidence Documents																												
Preparation of Submission document																												
Local Plan Publication (Regulation 19)																												
Period for representations (8 weeks) (Regulation 20)																												
Responses Report to LPSD																												
Submission to Secretary of State (Regulation 22)																												
Examination in Public																												
Inspectors Report																												
Adoption																												

## **APPENDIX B: GLOSSARY**

This glossary explains some of the terms used within this report; it is based on a more comprehensive version in Appendix 1 of the Local Plan Submission draft.

### **Adoption**

The confirmation by the Local Planning Authority that a planning policy document should be used to determine or guide (as appropriate) development decisions. This is usually publicised by legal notices in newspapers, with the adopted documents being made available for purchase and available to view on the Council's website.

### **Affordable Housing**

Affordable Housing for rent, starter homes, discounted market sales and housing and other affordable routes to home ownership are for eligible households whose needs are not met by the market and which seek to meet the needs of current and future eligible households at a cost low enough for them to afford. The full definitions are given in Appendix 1 of the Local Plan Submission draft.

### **Brownfield Land/Previously Developed Land (PDL)**

Land that is or was occupied by a permanent structure (excluding agricultural or forestry) and associated fixed surface infrastructure. It can occur in both built up or rural setting and includes defence buildings and land used for mineral extraction and waste disposal where there is no requirement for restoration through planning control. It does not include such land as parks, recreation grounds and allotments and land that cannot be regarded as requiring development, such as where it has been put to an amenity use or is valuable for its contribution to nature conservation.

### **Community Infrastructure Levy (CIL)**

A levy allowing local authorities to raise funds from owners or developers of land who are undertaking new building projects in their area. The CIL must be collected through the preparation of a Charging Schedule, supported by a range of infrastructure planning and economic viability evidence. CIL is not presently charged in St Helens.

### **Core Strategy**

Under the 2004 Town & Country Planning Act, a Core Strategy was a DPD that 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.

### **Developer Contribution**

In-kind or financial contributions provided by developers to contribute to the cost of infrastructure and other items, in order that the development is acceptable in planning terms and accords with the policies in the Local Plan. This can take the form of a legal agreement or the operation of a tariff-based system for contributions. Legal agreements may take the form of a 'planning obligation', which is 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.



### **Development Plan**

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.

### **Development Plan Document (DPD)**

A term brought in by the Planning and Compulsory Purchase Act 2004. These documents set out spatial planning policies and proposals for an area or topic. They 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.

### **Development Management**

The process by which proposals for new development are assessed by the local planning authority. This is undertaken primarily through the determination of planning and related applications.

### **Economic Viability Assessment**

The assessment of a development scheme, in order that the level of financial viability can be established. Such assessments are undertaken by developers in advance of pursuing a scheme. This can be calculated from development costs, profit and land value, all of which are deducted from scheme value to work out a residual value (positive or negative) which indicates the viability of the scheme. A variety of methods are available. It can be used to inform policy positions, and on a scheme-by-scheme basis when planning applications are being assessed.

### **Evidence Base**

The range of reports, studies, data and surveys specifically collected and used to inform Local Plan preparation.

### **Green Belt Land**

Areas of land in which new development is particularly tightly controlled. The 1998 Unitary Development Plan sets out the current Green Belt boundaries in St Helens. 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.

### **Green Infrastructure**

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, street trees and open countryside 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. Greenfield sites contain land which is not previously developed and can include agricultural land in rural areas, but also undeveloped land within the urban area.

### **Index of Multiple Deprivation (IMD)**

Published by the Government and provides an overall measure of 'deprivation' across a range of indicators, against which social and economic conditions in one area can be compared to other areas in England.

### **Liverpool City Region (LCR)**

The six local authority areas of Halton, Knowsley, Liverpool, Sefton, St Helens & Wirral.

### **Local Development Framework (LDF)**

The term previously used to refer to the portfolio of local development documents, including development plan documents, supplementary planning documents and various process documents. This term has been replaced with the term Local Plan, although this refers only to the portfolio of development plan documents.

### **Local Development Scheme (LDS)**

The business plan for production of the Local Plan. The LDS identifies and describes the development plan documents and when they will be produced. It covers a three-year period and is subject to updating following production of Monitoring Reports to check progress.

### **Local Plan (LP)**

A plan for the future development of a local area, drawn up by the local planning authority in consultation with the community and other stakeholders. In law the local plan is a development plan document adopted under the Planning and Compulsory Purchase Act 2004. A local plan can include strategic and non-strategic policies.

### **Local Transport Plan (LTP)**

A five-year integrated transport strategy, prepared by Merseytravel in partnership with local authorities, stakeholders and the community seeking funding to help provide local transport projects. The plan sets out the resources predicted for delivery of the targets identified in the strategy.

### **Localism Act**

Enacted in late 2011, the Act contains a wide range of legislative changes, including many affecting local authorities and local spatial planning. The Act introduced the legislative basis for: the abolition of Regional Strategies; a new 'Duty to Cooperate'; changes to the Community Infrastructure Levy (CIL) system; and neighbourhood planning. Further details are available on the DCLG website [www.communities.gov.uk](http://www.communities.gov.uk).

### **Merseyside and Halton Joint Waste Local Plan**

Prepared jointly on behalf of six local authorities, this plan sets out waste management policies for the sub-region. The policies include site allocations and development management policies. This document is adopted and forms part of the Local Plan for each local authority in Merseyside and Halton.

### **National Planning Policy Framework (NPPF)**

This is the Government's statement of planning policy with which all Local Plan's must be in general conformity. Where a local plan is silent on an issue planning decision will be made in accordance with national policy. The NPPF came into force in March 2012 and replaced most of the previously published range of planning policy statements and planning policy guidance notes. The NPPF has been updated, most recently in 2019.

### **Neighbourhood Plan**

A plan prepared by a Parish Council or Neighbourhood Forum for a designated neighbourhood area. In law this is described as a neighbourhood plan in the Planning and Compulsory Purchase Act 2004.

### **Plan Period**

The time period of operation for a Local Plan. For the emerging St Helens Borough Local Plan, this is from 2020 to 2035.

### **Planning and Compulsory Purchase Act 2004**

This Act made provision relating to spatial development and town and country planning, and the compulsory acquisition of land. It introduced the Local Development Framework (LDF) system for planning policy and remains the main legislative basis for production of local plans.

### **Previously Developed Land (PDL)**

See entry for 'Brownfield Land'.

### **Renewable and Low Carbon Energy**

A term which 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, the sun and from biomass and deep geo-thermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

### **Section 106 Contributions**

A Section 106 agreement is an agreement, normally between a developer and a local planning authority, about measures that must be taken to reduce the impact of development. A section 106 agreement is designed to make a development acceptable that would otherwise not be acceptable. Developers may be asked to provide contributions for infrastructure by way of the Community Infrastructure Levy or planning obligations in the form of Section 106 agreements. Developers also have to comply with any conditions attached to their planning permission.

### **Strategic Housing Land Availability Assessment (SHLAA)**

A key evidence base document which establishes realistic assumptions about the availability, suitability and the likely economic viability of land to meet the identified need for housing over a 15-year period.

### **Supplementary Planning Document (SPD)**

Documents which add further detail to supplement 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.