

Agenda

Cabinet

Date: **Thursday 12 January 2023**

Time: **2.30 pm**

Place: **Herefordshire Council Offices, Plough Lane, Hereford,
HR4 0LE**

Notes: Please note the time, date and venue of the meeting.

For any further information please contact:

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Agenda for the meeting of Cabinet

Membership

Chairperson Councillor David Hitchiner, Leader of the Council
Vice-Chairperson Councillor Liz Harvey, Deputy Leader of the Council

Councillor Ellie Chowns
Councillor Pauline Crockett
Councillor Gemma Davies
Councillor John Harrington
Councillor Diana Toynbee
Councillor Ange Tyler

Agenda

		Pages
1.	<p>APOLOGIES FOR ABSENCE</p> <p>To receive any apologies for absence.</p>	
2.	<p>DECLARATIONS OF INTEREST</p> <p>To receive declarations of interests in respect of Schedule 1, Schedule 2 or Other Interests from members of the committee in respect of items on the agenda.</p>	
3.	<p>MINUTES</p> <p>To approve and sign the minutes of the meeting held on 15 December 2022.</p>	To Follow
<p>HOW TO SUBMIT QUESTIONS</p> <p><i>The deadline for submission of questions for this meeting is:</i></p> <p><i>9:30am on Monday 9 January 2023.</i></p> <p><i>Questions must be submitted to councillorservices@herefordshire.gov.uk. Questions sent to any other address may not be accepted.</i></p> <p><i>Accepted questions and the response to them will be published as a supplement to the agenda papers prior to the meeting. Further information and guidance is available at https://www.herefordshire.gov.uk/getinvolved</i></p>		
4.	<p>QUESTIONS FROM MEMBERS OF THE PUBLIC</p> <p>To receive questions from members of the public.</p>	
5.	<p>QUESTIONS FROM COUNCILLORS</p> <p>To receive questions from councillors.</p>	
6.	<p>REPORTS FROM SCRUTINY COMMITTEES</p> <p>To receive reports from the Council's scrutiny committees on any recommendations to the Cabinet arising from recent scrutiny committee meetings.</p>	11 - 88
7.	<p>TO ACCEPT AND SPEND ANY APPROVED LEVELLING UP FUND ALLOCATION TO HEREFORDSHIRE</p> <p>To accept and approve the expenditure of any Levelling Up Funding allocated to Herefordshire Council's northern and southern constituency, and Hereford transport bids submitted to government in August 2022; and</p> <p>To approve the creation of a development company to lead the development of the proposed Ross Enterprise Park site as well as exploring the feasibility of the development of employment land in the other market towns.</p>	89 - 102
8.	<p>APPROVAL OF THE CREATION OF A NEW SHAREHOLDER COMMITTEE AND CONTRACTUAL ARRANGEMENTS WITH HOOPLE LIMITED</p>	To Follow

Approval of new sub-committee of cabinet to act as shareholder in joint venture companies in which the council has a financial interest and approval of new contractual arrangements with Hoople Limited for delivery of services.

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We will review and update this guidance in line with Government advice and restrictions. Thank you for your help in keeping Herefordshire Council meetings safe.

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- Attend all Council, Cabinet, Committee and Sub-Committee meetings unless the business to be transacted would disclose 'confidential' or 'exempt' information.
- Inspect agenda and public reports at least five clear days before the date of the meeting. Agenda and reports (relating to items to be considered in public) are available at www.herefordshire.gov.uk/meetings
- Inspect minutes of the Council and all committees and sub-committees and written statements of decisions taken by the Cabinet or individual Cabinet Members for up to six years following a meeting.
- Inspect background papers used in the preparation of public reports for a period of up to four years from the date of the meeting. (A list of the background papers to a report is given at the end of each report). A background paper is a document on which the officer has relied in writing the report and which otherwise is not available to the public.
- Access to a public register stating the names, addresses and wards of all Councillors with details of the membership of Cabinet and of all Committees and Sub-Committees. Information about councillors is available at www.herefordshire.gov.uk/councillors
- Have access to a list specifying those powers on which the Council have delegated decision making to their officers identifying the officers concerned by title. Information about councillors is available at www.herefordshire.gov.uk/councillors
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The location of the office and details of city bus services can be viewed at:

<http://www.herefordshire.gov.uk/downloads/file/1597/hereford-city-bus-map-local-services->

Guide to Cabinet

The Executive or Cabinet of the Herefordshire Council consists of a Leader and Deputy Leader and six other Cabinet Members each with their own individual programme area responsibilities. The current Cabinet membership is:

Cllr David Hitchiner (Leader) (Independents for Herefordshire)	Corporate Strategy and Budget
Cllr Liz Harvey (Deputy Leader) (Independents for Herefordshire)	Finance, Corporate Services and Planning
Cllr Diana Toynbee (The Green Party)	Children's and Family Services, and Young People's Attainment
Cllr Gemma Davies (Independents for Herefordshire)	Commissioning, Procurement and assets
Cllr Ellie Chowns (The Green Party)	Environment and Economy
Cllr Pauline Crockett (Independents for Herefordshire)	Health and Adult Wellbeing
Cllr Ange Tyler (Independents for Herefordshire)	Housing, regulatory services, and community
Cllr John Harrington (Independents for Herefordshire)	Infrastructure and Transport

The Cabinet's roles are:

- To consider the overall management and direction of the Council. Directed by the Leader of the Council, it will work with senior managers to ensure the policies of Herefordshire are clear and carried through effectively;
- To propose to Council a strategic policy framework and individual strategic policies;
- To identify priorities and recommend them to Council;
- To propose to Council the Council's budget and levels of Council Tax;
- To give guidance in relation to: policy co-ordination; implementation of policy; management of the Council; senior employees in relation to day to day implementation issues;
- To receive reports from Cabinet Members on significant matters requiring consideration and proposals for new or amended policies and initiatives;
- To consider and determine policy issues within the policy framework covering more than one programme area and issues relating to the implementation of the outcomes of monitoring reviews.

Who attends cabinet meetings?

	Members of the cabinet, including the leader of the council and deputy leader – these are the decision makers, only members of the cabinet can vote on recommendations put to the meeting.
	Officers of the council – attend to present reports and give technical advice to cabinet members
	Chairpersons of scrutiny committees – attend to present the views of their committee if it has considered the item under discussion
	Political group leaders attend to present the views of their political group on the item under discussion. Other councillors may also attend as observers but are not entitled to take part in the discussion.

**The Seven Principles of Public Life
(Nolan Principles)**

1. Selflessness

Holders of public office should act solely in terms of the public interest.

2. Integrity

Holders of public office must avoid placing themselves under any obligation to people or organisations that might try inappropriately to influence them in their work. They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.

3. Objectivity

Holders of public office must act and take decisions impartially, fairly and on merit, using the best evidence and without discrimination or bias.

4. Accountability

Holders of public office are accountable to the public for their decisions and actions and must submit themselves to the scrutiny necessary to ensure this.

5. Openness

Holders of public office should act and take decisions in an open and transparent manner. Information should not be withheld from the public unless there are clear and lawful reasons for so doing.

6. Honesty

Holders of public office should be truthful.

7. Leadership

Holders of public office should exhibit these principles in their own behaviour and treat others with respect. They should actively promote and robustly support the principles and challenge poor behaviour wherever it occurs.



Report of the Health, Care and Wellbeing Scrutiny Committee: The Impact of the Intensive Poultry Industry on Human Health and Wellbeing

Meeting: Cabinet

Meeting date: 12th January 2023

Report by: The Statutory Scrutiny Officer

Classification

Open

Decision type

Non-key

Wards affected

(All Wards);

Purpose:

The purpose of this report is to notify the Cabinet of the report and recommendations from the Health, Care and Wellbeing Scrutiny Committee on the Impact of the Intensive Poultry Industry on Human Health and Wellbeing, made at its meeting on 25th November 2022 and to request an Executive Response.

Recommendations

- a) That the report on the Impact of the Intensive Poultry Industry on Human Health and Wellbeing made by the Health, Care and Wellbeing Scrutiny Committee at its meeting on 25th November 2022 be noted.
- b) That an Executive Response to the scrutiny report and recommendations be prepared for consideration by the Cabinet within two months.

Alternative options

None proposed; it is a statutory requirement for the Cabinet to be notified and consider reports and recommendations made by a scrutiny committee.

Key considerations

1. Scrutiny committees have statutory powers to make recommendations to the Executive, and the Executive (Cabinet) has a statutory duty to respond. They may also make reports and recommendations to external decision making bodies.
2. Scrutiny recommendations are addressed to the Cabinet, as the main Executive decision making body of the council (or, where appropriate, an external agency).
3. Cabinet is being asked to note the scrutiny report / recommendations and that an Executive Response to the scrutiny recommendations be prepared for consideration by the Cabinet within two months.
4. The minutes of the meeting of the scrutiny committee provide the record of the scrutiny committee's consideration of the issue and the scrutiny recommendations made during the meeting.
5. The scrutiny committee will be notified of the Executive Response made in respect to the scrutiny recommendations and may track the implementation of the Cabinet decisions and any actions agreed. This enables the scrutiny committee to track whether their recommendations have been agreed, what actually was agreed (if different) and review any outcomes arising.

The Impact of the Intensive Poultry Industry on Human Health and Wellbeing

6. On 25th November 2022 the Health, Care and Wellbeing Scrutiny Committee considered a scrutiny report on the issue of the Impact of the Intensive Poultry Industry on Human Health and Wellbeing. The minutes of the meeting are available [here](#)¹.
7. The establishment of the Task and Finish Group on 'The Impact of the Intensive Poultry Industry on Human Health and Wellbeing' was agreed by the former Adults and Wellbeing Scrutiny Committee on 6 September 2021.
8. The Task and Finish Group was made up of four members of the council. It met several times to receive evidence, and then also to consider and agree its key conclusions and recommendations.
9. Witnesses to the scrutiny inquiry included representatives and researchers from Herefordshire Council's planning department, the National Farmers' Union, Avara Foods Ltd, the Food Farming and Countryside Commission and Councillor Peter Jinman, with written submissions of evidence received from the Environment Agency.
10. The conclusions of the scrutiny inquiry and recommendations to the cabinet are contained in the scrutiny report, attached at Appendix 1.

Scrutiny Recommendations

11. At the end of its consideration of this issue, the committee made 11 recommendations to the Cabinet, as set out at the beginning of the scrutiny report at Appendix 1.

Procedure for Recommendations from Scrutiny Committees

¹ <https://councillors.herefordshire.gov.uk/ieListDocuments.aspx?CId=1155&MId=8830&Ver=4>

12. Where scrutiny committees make reports or recommendations to the Cabinet, as soon as this has been confirmed, these will be referred to the Cabinet requesting an Executive Response. This will instigate the preparation of a report to Cabinet and the necessary consideration of the response, the technical feasibility, financial implications, legal implications and equalities implications etc.
13. Where scrutiny committees make reports or recommendations to full Council (e.g. in the case of policy and budgetary decisions), the same process will be followed, with a report to Cabinet to agree its Executive Response, and thereafter, a report will be prepared for Council for consideration of the scrutiny report and recommendations along with the Cabinet's Response.
14. Where scrutiny committees have powers under their terms of reference to make reports or recommendations to external decision makers (e.g. NHS bodies), where they do this, the relevant external decision maker shall be notified in writing, providing them with a copy of the committee's report and recommendations, and requesting a response.
15. Once the Executive Response has been agreed, the scrutiny committee shall receive a report to receive the response and the committee may review implementation of the executive's decisions after such a period as these may reasonably be implemented (review date).

Community Impact

16. In accordance with the adopted code of corporate governance, the council is committed to promoting a positive working culture that accepts, and encourages constructive challenge, and recognises that a culture and structure for scrutiny are key elements for accountable decision making, policy development and review. Topics selected for scrutiny should have regard to what matters to residents. There has been a drive to improve the scrutiny function at Herefordshire, further to the Rethinking Governance review undertaken in 2021-2022.

Environmental Impact

17. There are no direct environmental impacts connected with this report or the outcomes it seeks to deliver. Initiatives and programmes to promote a healthy weight will likely have a positive impact on the environment e.g. food sustainability, reduced carbon admissions, increased active travel. This was considered in the consideration of this issue by the scrutiny committee.

Equality Duty

18. There are no specific equalities impacts.
19. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:
20. A public authority must, in the exercise of its functions, have due regard to the need to –
 - a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

21. The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.

Resource Implications

22. This report provides notification to Cabinet on the scrutiny report and recommendations, which have been referred to the Executive (Cabinet) for an Executive Response.
23. The Cabinet is requested to provide an Executive Response within two months, at which stage, in considering its response, a full assessment of resource implications should be undertaken.

Legal Implications

24. Section 9F (2) (b) of the Local Government Act 2000 provides that a scrutiny committee can make reports and recommendation to the Executive with respect to the discharge of any functions which are the responsibility of the Executive.
25. Section 9F (2) (e) of the Local Government Act 2000 provides that a scrutiny committee can make reports or recommendations to the Executive on matters which affect the authority's area or the inhabitants of that area.
26. The scrutiny report provides the scrutiny recommendations of the committee to be made to the Executive (Cabinet).
27. The Cabinet is requested to provide an Executive Response within two months, at which stage, in considering its response, a full assessment of legal implications should be undertaken.

Risk management

Risk / opportunity	Mitigation
There is a reputational risk to the council if the scrutiny function does not operate effectively.	The arrangements for the notification of recommendations from the scrutiny committees and agreement of an Executive Response should help mitigate this risk.

28. The Cabinet is requested to provide an Executive Response within two months, at which stage, in considering its response, a full assessment of risk implications should be undertaken.
29. The Executive will then need to assess the risks arising from any executive decisions made in respect of the scrutiny committee's recommendations.

Consultees

The Cabinet Member for Health and Adult Wellbeing.
 The Chairperson of the Health, Care and Wellbeing Scrutiny Committee.

The organisations and individuals that provided oral and written evidence to the Scrutiny Task and Finish Group during the scrutiny inquiry are detailed in the Executive Summary of the scrutiny report at Appendix 1.

Appendices

Appendix 1:- The Impact of the Intensive Poultry Industry on Human Health and Wellbeing Scrutiny Report, report of the Health, Care and Wellbeing Scrutiny Committee 25th November 2022.

Background papers

The draft minutes of the Health, Care and Wellbeing Scrutiny 25th November 2022.
<https://councillors.herefordshire.gov.uk/ieListDocuments.aspx?CId=1155&MId=8830&Ver=4>



Herefordshire Council

Health, Care and Wellbeing
Scrutiny Committee

The Impact of the Intensive Poultry Industry on Human Health and Wellbeing

Report

Published on 25th November 2022
by Herefordshire Council

Contents

Foreword	2
Executive Summary and Recommendations	4
1. Introduction	8
2. The Regulatory Framework	10
3. Partnerships	16
4. Public Engagement and Awareness	17
5. Evidence and Research	20
6. Conclusion	22
Appendix	28

Foreword

I am very pleased to present this report to the Health Care and Wellbeing Scrutiny Committee, further to the review of this important and complex topic by myself and fellow councillors on an issue of public concern and of local economic and community interest.

Keeping the citizens of Herefordshire safe is at the heart of Herefordshire Council's responsibilities, and local people care deeply not only for their own health and wellbeing, but also that of the wider community and for future generations. The Scrutiny Task and Finish Group are all lay people with no professional expertise in this area. We are not experts in the subject, but elected representatives of the local community, looking into this subject to find out what further might be done and submitting our findings for further consideration by the Council and partner agencies involved. This review has touched on some technical areas and has spoken with technical experts in the field, but is in itself not intended as a technical exercise or an internal or procedural piece of work, our task was undertaken in the spirit of oversight of an issue of concern to our local community. The Scrutiny Task and Finish Group was made up of four councillors, received advice and expert evidence from councillor officers, local stakeholders and other experts in the field. We met on eight occasions, and the process was interesting and enlightening for all of us, whilst conscious of the fact that intensive poultry farming is such an emotive subject.

It became clear, however, that there is far more work to be done than we could cover under the remit we had undertaken. We did not find enough evidence to conclude that Intensive Poultry Units are harmful to health, although there were many indications and much anecdotal evidence that this may be the case, especially the impact on anxieties and perhaps even wellbeing. We also realised that while we needed to stick to our brief, other related issues needed to be identified and explored further. For example, the wider impacts of Intensive Poultry Units on tourism, water quality, climate change, biodiversity, traffic movements, manure management, use of anaerobic digestion (AD) plants; the large processing plant in Hereford; all areas outside our remit.

Our recommendations reflect the need for further investigation and research, for a new look at permitting, monitoring and inspection; for wider consultation; and more locally focused control over the issue.

I am extremely grateful to the witnesses from local agencies, who gave up their time to prepare and present to us what intensive poultry farming is, how it works, how it's being monitored, how the various agencies work together, and what more could and should be done to ensure it is safe. Unfortunately, because of the farm closures due to Avian Flu, we were unable to visit a poultry farm as we had intended.

The contributions from Dr Alison Caffyn of the Food, Farming and Countryside Commission, who supported our work by sharing research and answering questions, were also extremely useful.

The evidence, explanations and patience from our own officers with specialist knowledge and experience in this area were invaluable, as was the support and report preparation from our governance support officers Joanna Morley and Simon Cann.

The excellent contributions from members of the public made for informative, educational and in many instances, saddening reading. These comments really helped the group to get an understanding of how intensive farming practices impact people in their everyday lives.

I am very grateful to my fellow Task and Finish Group members, Cllr Trish Marsh, Cllr Nigel Shaw and Cllr David Summers. I appreciate their commitment to understanding the issues, and to collaborative working, as well as their determination to produce constructive and meaningful recommendations.

This report isn't a ticked box; it is part of an ongoing process to assure, and ensure, that we are doing all we can for the local community, and further developments will be monitored with interest. I trust it will be a useful contribution to the work of the Health, Care and Wellbeing Scrutiny Committee.

**Councillor Felicity Norman
Chairperson of the Intensive Poultry Industry
Scrutiny Task and Finish Group**

Executive Summary and Recommendations

On 6th September 2021 the Council's Adult and Wellbeing Scrutiny Committee established a Scrutiny Task and Finish Group to undertake an inquiry into the intensive poultry industry in Herefordshire and agreed a scoping document and terms of reference for the inquiry. The topic was identified by the scrutiny committee as a priority, based on concerns regarding the health impacts of the intensive poultry industry and in accordance with the ambitions in the Herefordshire County Plan 2020-2024 to:

"Strengthen communities to ensure everyone lives well safely together".

Membership of the Scrutiny Task and Finish Group

The Members of the Scrutiny Task and Finish Group were:

Cllr Felicity Norman (Chairperson)
Cllr Trish Marsh
Cllr Nigel Shaw
Cllr David Summers.

The Scrutiny Task Group was supported by Joanna Morley - Democratic Services Officer and Simon Cann - Democratic Services Officer.

Terms of Reference

The Terms of Reference of the scrutiny inquiry was to:

- i). Receive and consider national and regional air and water pollution statistics as it relates to intensive poultry farming.
- ii). Receive available details on environmental impact of intensive poultry in Herefordshire, and consequent impact on human health.
- iii). Receive and consider pathways to improvement of intensive poultry farming methods to help mitigate health hazards.
- iv). Receive detail of any work that might be taking place or is planned nationally to consider risk and determine any health impacts.
- v). Receive detail of relevant health powers of the council that could be utilised to address any risk or health impacts identified.

Witnesses

Witnesses to the scrutiny inquiry included representatives and researchers from Herefordshire Council's planning department, the National Farmers' Union, Avara Foods Ltd, the Food Farming and Countryside Commission and Councillor Peter Jinman. Written submissions of evidence were received from the Environment Agency, although unfortunately the Environment Agency was not able to provide a representative to attend any of the evidence sessions.

Between February 2022 – April 2022, the group convened eight evidence sessions and heard evidence from the following witnesses:

- Dr. Frances Howie - Consultant in Public Health, Herefordshire Council.
- Marc Willimont - Head of Public Protection, Herefordshire Council.
- Kelly Gibbons, Development Manager (Planning), Herefordshire Council.
- Dr Alison Caffyn, PhD, Food, Farming and Countryside Commission (FFCC).
- Rebecca Jenman Principal Planning Officer, Herefordshire Council.
- Angela Newey, Senior Planning Officer (Policy), Herefordshire Council.
- John Reed, Agricultural Director - Avara Foods Ltd.
- The Environment Agency. (Replies to FOI email, email correspondence with Environment Agency officers).
- Councillor Peter Jinman: OBE, BVetMed, Dip Arb, FCI Arb MRCVS, FRAgS, Herefordshire Council.
- Local Residents. (Resident Feedback from Online invitation to submit evidence).
- Welsh Water (via email).
- Georgie Hyde - National Farmers' Union (NFU).

Key Lines of Enquiry

The Task Group focused on the following key lines of enquiry in questions to witnesses:

- Q1). *What is known about the impacts of ammonia, nitrogen deposition, phosphates and particulate matter from intensive poultry on human health?*
- Q2). *What is known about any consequent deterioration of rural health and living conditions?*
- Q3). *What considerations of risk of avian influenza should form part of the review?*
- Q4). *What national work is ongoing or planned?*
- Q5). *What are the relevant health functions and powers of the council in respect of the issue?*
- Q6). *What we sought to establish through the consultation?*

The Scrutiny Task and Finish Group held eight evidence sessions. The use of phosphates was discussed and it was agreed that, although they are regarded as damaging to the eco system, their minimal impact on drinking water means that there is no evidence to demonstrate they are significantly harmful to human health. Swimming and other activities on the river, however, could be impacted, which led to a decision to expand the scope of the inquiry to include *Health and Wellbeing*, including the potential mental health impact of noise, odour and other unwelcome by-products.

The scrutiny inquiry sought to understand the relevant public health functions of the council and how such health powers could be utilised to address health and

wellbeing impacts and to consider the potential human health and wellbeing impacts of the intensive poultry industry.

The Task Group reviewed key published literature to assess the strength of existing scientific evidence, the potential health impacts identified by this evidence and where such impacts might occur; and examined whether health data held by or available to Herefordshire Council and key health partners is sufficiently granular to allow for analysis and identification of identified potential impacts in Herefordshire. The Task Group also sought to understand what work might be taking place nationally, or is planned, to gather data and examine health impacts.

Given the pressures of times and resources, the focus of the review did not give consideration of the impact of the consumption of intensively reared poultry and poultry products, nor to hatcheries as they were not as ubiquitous as other types of IPU.

Throughout the inquiry, the Task and Finish Group sought to establish the scale of the intensive poultry industry in the county and gather the experience of health and wellbeing impacts on Herefordshire residents, to gain an understanding of the current published evidence on the potential health impacts of the industry; and the ability to identify such impacts in available data for Herefordshire.

The Task Group sought to establish communications with government and regulatory agencies in respect of ongoing or planned studies and regulatory responses in respect of health impacts, as well as gain an understanding of the health functions and powers of Herefordshire Council in respect of the issue and possible way that Herefordshire Council can further address health issues raised.

This report puts forward eleven recommendations to Cabinet, in anticipation of the Cabinet giving due consideration to the issues raised in this report and providing an Executive Response to the issues raised in the report and executive decisions in respect of each of the recommendations made. It is also anticipated that the scrutiny committee, having submitted the report and recommendations to Cabinet, will also review the implementation of those recommendations as agreed by Cabinet and receive an update on progress.

Recommendations

Recommendations have been ordered under the following key themes of the report:

- The regulatory framework; - planning and permit issuing, inspection, regulation and monitoring.
- Partnerships;- joint working with partners and external agencies.
- Public engagement and awareness.
- Evidence and research.

The Regulatory Framework

Recommendation 1: A Health Impact Supplementary Planning Document

That the Strategic Planning department and the Director of Public Health at Herefordshire Council work together to consider the development of a 'Health Impact in Planning' Supplementary Planning Document, which should provide guidance to local authority planning officers, applicants, relevant organisations and the wider community on delivering healthier developments. Any such document should include a toolkit for conducting a health impact assessment.

Recommendation 2: Regulation of Intensive Poultry Units

That the Council lobby Defra to transfer responsibility of issuing and regulating Intensive Poultry Units (IPU) permits from the Environmental Agency to local authorities to facilitate better local control and resource, with the income generated from this being used to fund improved regulation by local authorities.

Recommendation 3: A Manure Management Strategy

That Herefordshire Council work with the poultry farming industry, the National Farmers' Union and the Environment Agency to formulate and encourage the adoption of a countywide waste manure management strategy, which is compliant with the Farming Rules for Water 2018.

Recommendation 4: National Monitoring of Manure Management.

That Herefordshire Council work with and encourage local MPs to request accurate monitoring and recording of national quantities of manure and manure management.

Recommendation 5: Pollution Monitoring and Abatement Equipment and Techniques

That Herefordshire Council lobby Defra about the need for the Environment Agency to review and implement the advice and guidance on the best available techniques now available for existing and new Intensive Poultry Units pollution monitoring and abatement and equipment for both ammonia and particulates both within the county and nationally.

Recommendation 6: Health and Wellbeing of IPU Workers

That Herefordshire Council work with the Health and Safety Executive to ensure the health and wellbeing of workers within the industry is being protected.

Public Engagement and Awareness

Recommendation 7: Intensive Poultry Farming Public Health Information

That a review of the prominence, availability and accessibility of Council information to improve clarity and awareness of Intensive Poultry Farming-related public health issues and concerns be undertaken, including how to make a formal complaint, if necessary.

Recommendation 8: Intensive Poultry Farming Myth Busting

That a fact checking, myth-busting summary document tackling common misconceptions about common public health concerns, be prepared.

Recommendation 9: Talk Community on Intensive Poultry Farming

That Talk Community be used as one vehicle to disseminate information relating to Intensive Poultry Farming via the Talk Community channels.

Recommendation 10: Intensive Poultry Farming Community Wellbeing Survey

That Intensive poultry farming-related questions be included in the next Herefordshire [Community Wellbeing Survey](#) to provide an improved understanding of Herefordshire residents' perceptions about Intensive Poultry Farming and public health concerns.

Evidence and Research**Recommendation 11: Intensive Poultry Farming Impact Research**

Herefordshire Council work with local university faculties, the Environment Agency, National Resources Wales, other local authorities and the UK Health Security Agency ([UKHSA](#)) to provide meaningful research, using patient records, etc. to conduct empirical research investigating the possible link between Intensive Poultry Units (IPUs) and poor health and wellbeing in humans.

1 Introduction

1. The intensive poultry industry in Herefordshire is extensive¹. Over 16 million chickens are reared in units of over 40,000 birds at any one time. The cycle for raising chickens to slaughter is 42 days so over the course of a year over 7 batches of chickens are produced in Herefordshire, in total over 112 million. *See Appendix 1, figure 1 for a graphic representation of IPU Units in Herefordshire, Shropshire and Powys.*
2. The scale of this industry means that substantial quantities of ammonia and particulates (dust) are actively vented from the chicken sheds. The industry in Herefordshire also produces over 100,000 tonnes of chicken litter, combined with urine and faeces, annually (*see section 1.6 paragraph 2*).
3. There is no causal proof of harm to physical health of the local population from Intensive Poultry Units (IPUs). As no monitoring of emissions to air is required by the Environment Agency, who are the permitting agency for Intensive Poultry Units

¹ This report focused mainly on poultry reared full time in doors, including the broiler, (otherwise known as meat chicken), industry but it should be noted that the layer sector, is also quite large in the county and over the county border in Powys. I think it would be good at the outset to state that this piece of work relates to poultry reared full time in doors.

(IPUs), insufficient data is currently available. Even if this data were available, demonstrating causation may be difficult.

4. Since the national Health Protection Agency published their Position Statement on Intensive Farming in December 2006² although all poultry units having over 50 birds do have to be registered with the Animal and Plant Health Agency (APHA), there has been no national update on managing and regulating the health risks of intensive agriculture by the agency. Since that time there has been an enormous increase in the numbers of Intensive Poultry Units in Herefordshire and in neighbouring Powys and Shropshire. Regulatory oversight of this sector is so light that it took the efforts of volunteers to demonstrate the increase in IPUs by painstakingly checking dispersed records to map the location and size of IPUs in these counties. This vital information was not held by the regulator. This inquiry has concluded that an updated framework with regards to studying and controlling the health impacts of the burgeoning intensive sector is urgently needed.
5. Through the scrutiny inquiry, the Task and Finish Group developed an understanding of the possible health impacts of intensive poultry farming, including those caused by air and water pollution, zoonotic pathogens, anti-microbial resistance and additional issues including public anxiety and possible impact on mental wellbeing. This has included oral evidence to the scrutiny inquiry from Councillor Peter Jinman, drawing on his extensive veterinary and agricultural knowledge and experience, provided expert opinion on zoonotic health, as well as the legislation and industry self-regulation in place to protect the animals, the environment, workers and the public.
6. When the Task Group considered possible health impacts of IPUs and statistical analysis, it was noted that *correlation* does not prove *causation*.
7. Anecdotal evidence was in abundance, but a lack of longitudinal data and high quality research data meant the group could not establish or fully disprove a direct link between conditions such as asthma and Chronic Obstructive Pulmonary Disease (COPD) and local IPUs., It was also noted, however, that an absence of evidence does not necessarily demonstrate an absence of effect.
8. The Task Group was provided in evidence with two different definitions of an Intensive Poultry Unit in UK legislation. According to environmental permitting legislation, it is an installation with over 40,000 birds in it, whereas an environment impact assessment for planning is required for installations with over 85,000 broilers or 60,000 hens.
9. Based on animal health records it was estimated that there were 16 million birds in Herefordshire, although the Environment Agency suggested that the figure was as high as 16.8 million. The Environment Agency figures do not include any flocks under 40,000 birds.

² The Health Protection Agency Position Statement on Intensive Farming, December 2006.

10. Written submissions of evidence were received from the Environment Agency (EA). It was noted that there were 78 permitted installations in Herefordshire, but not all were operational or even built at the moment. They are supposed to be inspected once every three years, but this had not happened recently due to avian flu, Covid and resourcing problems. Although these may be subject to independent and retailer assurance inspections, there were only 13 EA inspections in the last year and the Environment Agency confirmed that it had served no enforcement notices on these units. This could suggest the units are very compliant, or alternatively, that they are simply not being regulated to the level required.
11. When questioned on the estimated annual amount of manure (plus litter) being produced in the county, the Agricultural Director of Avara Foods Ltd felt that 120,000 tonnes was a reasonable ball park figure. Regarding waste (comprised of chicken litter, manure and urine) management, officers advised that there is not a requirement to state exactly where it is being spread.
12. In consideration of this issue, the inquiry has considered key themes, which are reflected in this report and the key scrutiny recommendations made. These are, *the regulatory framework*, including planning and permit issuing, inspection, regulation and monitoring, *partnerships*, including joint working with partners and external agencies, *public engagement and awareness* and *evidence and research*. Within these key themes, twelve scrutiny recommendations have been made, which are summarised throughout this report.

2 The Regulatory Framework

13. During the inquiry the Task Group has considered the regulatory framework for the intensive poultry farming industry. It was noted that the control of manure in agriculture is governed by the Farming Rules for Water, introduced by Defra in 2018. The law providing for this is set out in the *Reduction and Prevention of Agricultural Diffuse Pollution Regulation 2018*³. It was noted, however, that since they were enacted, not one single prosecution for breach of these rules has been brought in England, despite increasing levels of phosphates in rivers and the effects on watercourses.
14. There is a suspicion that high levels of ammonia and particulates are emitted, without monitoring, from the high density of IPUs locally. The scale and nature of cumulative emissions from IPUs clearly reduces air quality and adds to the overall probability of harm to human health, even though this may well be beyond the county borders and extremely difficult to measure.

³ The Reduction and Prevention of Agricultural Diffuse Pollution (England) Regulations 2018.
www.legislation.gov.uk/ukxi/2018/151/contents/made

15. The only requirement is that there is no contravention of the County's nitrate vulnerable zones (NVZs) and the actual tonnage per acre. Phosphates are regulated through the Farming Rules for Water from 2018 which recommend that every five years, each field should be examined to make sure it is not being over-fertilising, (which can include phosphates). It was noted that both NVZs and the 2018 Rules were enforced by the Environment Agency and not the Council.
16. In addition to the possible impacts on human health and wellbeing, there may also be a detrimental effect of excess phosphates on Herefordshire's river ecosystems. Phosphates pollution into Herefordshire rivers is widely suspected as being substantially from agricultural sources and strongly related to poultry manure spreading.

Inspection, Regulation and Monitoring

17. Modern farming in general and intensive poultry farming in particular, is a highly sophisticated, technology-driven, multi-billion pound sector. Given this, the relatively low level of required emission monitoring, record keeping and statistical review and analysis carried out on these sites seems disproportionately insufficient. There is also a question as to whether the revenue raised from permit issuing is being used to fund sufficient regular inspections and check that expected standards within the industry are being adhered to. The Task Group also concluded that the industry should take emission monitoring more seriously and that robust legislation and regulations should be put in place at a national level to provide greater protection for the environment and workers within the industry.
18. The Task Group did not find any requirement for operators of any permitted installation to physically monitor any particulate matter, so there would not be any environmental monitoring carried out for the Environment Agency nor data to consider.
19. It is vital that water and air quality is regularly monitored in Herefordshire to gain a better understanding of the current environmental burden of existing intensive poultry farms and evidence-based mitigation measures must be adopted. It was unfortunate that due to resourcing issues, the Environment Agency was not able to provide a representative to engage with the Task and Finish Group about the concerns relating to water monitoring standards.
20. For those units under 40,000 birds which do not require an environmental permit, Herefordshire Council does have the power to investigate (and if necessary abate) any nuisance arising from odour, flies or dust from an IPU. That said, because of the smaller scale of such installations, complaints were uncommon and regulatory intervention rarely required beyond informal warnings given.
21. Likewise, the local authority also has the power to investigate (and if necessary abate) any nuisance arising from odour arising from the application of manure to fields or the storage (tumping) of it. However, even when complaints are received by

the environmental health service in the periods of spring and autumn when manure is generally applied, the officers invariably find that the Defra approved code of practice is being followed and the complainants are therefore advised that there is no regulatory intervention possible. Manure application is an inherently odorous process that lasts only a few days twice a year and the approved code of practice accepts this, provided the best practical means are followed to minimise the impact.

22. Part of the inquiry terms of reference was to consider the scope and extent of any relevant health powers of Herefordshire Council that could be utilised to address any risk or health impacts identified. The inquiry has found that Herefordshire Council's health powers to address risk or health impacts are limited although it has a duty under the Health and Social Care Act 2012 to produce a Joint Strategic Needs Assessment and to improve the health of its local population.
23. By far, the local authority's greatest power to address any risk or health impacts from IPUs is through the planning process, although these would need to be based on evidence of impact on public health and wellbeing.

The Local Plan

24. The Council's Local Plan (Core Strategy) includes agricultural development, including intensive farming. However, such plans have to be in accordance with the National Planning Policy Framework (NPPF), and Herefordshire's current Core Strategy cannot prohibit IPUs, provided there are no material planning considerations which, on balance, might lead to planning application refusal. The existing Core Strategy is currently being reviewed. In the meantime, a Supplementary Planning Document (SPD) is being drafted to provide better policy assistance to the planning service on IPUs and other agricultural developments that may have a detrimental impact upon the environment, particularly rivers.
25. Herefordshire Council Planning and Regulatory Committee determines planning applications received, including for any IPU or other intensive unit. Such applications have to be determined in accordance with the Core Strategy and any Neighbourhood Development Plan for the area. Weight is also given to any consultation responses received, especially those from statutory bodies such as the Environment Agency and Natural England. Applications for IPUs within the Wye or Lugg catchments usually attract negative comments from Natural England about their impact to these catchments and as a consequence their approval may be dependent upon the applicant mitigating this impact, for instance by disposing of the manure outside of the catchment.
26. Under the Environmental Act 1995, Herefordshire Council also has an obligation to review and assess local air quality, including particulate matter. There are many different sources, one being agriculture, although particulate matter also emanates from diesel emissions, harvesting, domestic heating and construction, etc. (and is usually highest around urban areas close to roads with slow moving traffic).

27. When there is a planning application for an IPU, there are various air quality screening methods that the Council's environment service has to undertake, but to date these screening exercises have not led to an objection about an IPU application, due to their remote locations. Likewise there has been no declaration of an air quality management area in the vicinity of an IPU. This is because, by their very nature, IPUs are located several hundred metres away from the nearest housing receptors.
28. The Task Group was told in evidence by a planning officer that there are three planning applications not yet determined relating to existing units, where they already have woodchip boilers to generate heat. The proposal was to switch the boilers for larger scale incineration plants, which would create all the energy for the units and would dispose of almost 90% of all the manure arising from these units. If there are no emission problems from particulates, then this could be a potentially positive development. Since the group heard of these applications, it can be reported that they were all granted planning consent in late April 2022, following no objections being raised by neither the Environment Agency nor from Natural England.

Supplementary Planning Documents

29. There are some levers that local councils can use to moderate the human health impacts of the IPU sector on residents, however, these are modest in scale. Nevertheless, Herefordshire Council have been actively working with multiple agencies to improve local river health for several years. During the scrutiny inquiry we have received assurances that Herefordshire Council will maintain a watching brief for opportunities to improve human health and wellbeing, through the Public Health, Environmental Health and Planning departments.
30. It was informed by a senior planning officer that a Supplementary Planning Document (SPD) was being prepared to focus on the phosphate issues arising from agriculture in the River Wye and Lugg catchment and to complement the work to identify and assess the possible environmental impacts of housing development, including a *phosphate calculator*. The planning team worked with Public Health, the NHS and the One Public Estate to identify as many inputs as possible. Planners envisaged that health will be an embedded thread throughout the Local Plan 2021-2041 as it would be relevant to many areas in terms of how places are designed, opportunities to walk and cycle, access to open space and public infrastructure.

<p>Recommendation 1: A Health Impact Supplementary Planning Document</p> <p>That the Strategic Planning department and the Director of Public Health at Herefordshire Council work together to consider the development of a 'Health Impact in Planning' Supplementary Planning Document, which should provide guidance to local authority planning officers, applicants, relevant organisations and the wider community on delivering healthier developments. Any such document should include a toolkit for conducting a health impact assessment.</p>

31. The relevant local public health bodies, including the Herefordshire and Worcestershire Integrated Care Board, should be consulted in the development of the relevant Supplementary Planning Documents on the potential environmental and public health impact of Intensive Poultry Units and that, where appropriate, advice is sought from the UK Health Security Agency (UKHSA) and the Office for Health Improvement and Disparities (OHID).
32. In evidence, a planning officer explained that there was a desire to include and consult public health bodies on drafting of Supplementary Planning Documents. This was something that was welcomed by the Task Group, which was keen to make sure this becomes standard practice in the future. The Task Group felt that all planning applications should be screened for suitability for full health impact assessments and these should take into account any likely health impacts from the proposed development. They must also consider the cumulative impact of the increasing number of intensive poultry farms in the area.

IPU Permits

33. In consideration of oral evidence relating to the Environment Agency and the issuing of permits to IPUs, officers were uncertain as to whether or not funds collected by the Environment Agency from the issuing of permits were being reinvested in a way that would ensure site monitoring standards remained robust. An FOI response from the West Midlands Environment Agency, however, appeared to shed more light on funding and reinvestment⁴. It was also noted that separating IPU permits from other permitting and planning activity being carried out by a local authority was of little or no benefit to the community and was potentially damaging.
34. The Task Group felt that the issuing of IPU permits might be better administered by local authorities, however it acknowledged that enabling this shift or responsibility would not be a simple task and would likely require Defra and possibly even parliamentary legislation to implement a change in the permitting regulations to transfer IPUs from the category A1 to A2 local authority IPPC permits. It would also require the reallocation of the annual subsistence funding for IPU permits to be diverted to local authorities in order to fund their regulation.
35. In evidence, a representative of the National Farmers' Union (NFU) raised concerns about staffing levels at the Environment Agency (EA), but confirmed that it was understood that additional recruitment was underway.
36. The annual subsistence fees levied by the Environment Agency, the sector regulator, on Herefordshire IPU operators exceed £100K per year. This sum is sufficient to employ full time officers to actively ensure that the operation of the IPUs and their outputs meets regulatory standards.

⁴ See Appendix 3b of this report.

Recommendation 2: Regulation of Intensive Poultry Units
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That the Council lobby Defra to transfer responsibility of issuing and regulating Intensive Poultry Units (IPU) permits from the Environmental Agency to local authorities to facilitate better local control and resource, with the income generated from this being used to fund improved regulation by local authorities.
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A Manure Management Strategy

37. One of the areas where the Scrutiny Task Group concluded that there could be more consistent management and regulation was in the management of manure that is derived from poultry farming. It is widespread practice that the poultry excrement is used by agricultural farming to spread on fields as a manure. As discussed, there is therefore a tangible link between manure from poultry farming spread onto fields and the high level of phosphates contamination in local rivers and water courses. It is therefore recommended that Herefordshire Council work with the poultry farming industry, the National Farmers' Union and the Environment Agency to formulate and encourage the adoption of a countywide waste manure management strategy, which is compliant with the Farming Rules for Water 2018.

Recommendation 3: A Manure Management Strategy

That Herefordshire Council work with the poultry farming industry, the National Farmers' Union and the Environment Agency to formulate and encourage the adoption of a countywide waste manure management strategy, which is compliant with the Farming Rules for Water 2018.

Inspection, Regulation and Monitoring

38. In addition to this, the scrutiny inquiry concluded that there should be better arrangements for national level of the monitoring of manure management practices and it is recommended that Herefordshire Council work with local MPs to request from the Government agencies more accurate monitoring and recording of national quantities of manure and manure management, through bringing in further legislation if necessary.

Recommendation 4: National Monitoring of Manure Management

That Herefordshire Council work with and encourage local MPs to request accurate monitoring and recording of national quantities of manure and manure management.

39. It was also concluded that the Council should also lobby Defra for the Environment Agency to review the advice and guidance to the industry on the best available techniques now available for Intensive Poultry Units pollution abatement and equipment for both ammonia and particulates, in a more concerted effort to bring consistent practices up to date on best practice in the industry.

Recommendation 5: Pollution Monitoring and Abatement Equipment and Techniques
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That Herefordshire Council lobby Defra about the need for the Environment Agency to review the advice and guidance on the best available techniques now available for Intensive Poultry Units pollution monitoring and abatement and equipment for both ammonia and particulates both within the county and nationally.

40. Finally, in terms of industry regulation, the Scrutiny Task Group were also concerns about the possible impact that the high levels of constant and intense exposure may have on the health of workers in the industry. It follows that this is in itself a complex area, but it seems inevitable that the greater exposure and intensity of exposure raises questions about the impact on those in the industry even more than the general public. Further work may be necessary on this at a national level, but the inquiry has recommended that the Council work with the Health and Safety Executive to do what it can to improve the arrangements to protect health and wellbeing of workers within the industry.

Recommendation 6: Health and Wellbeing of IPU workers
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That Herefordshire Council work with the Health and Safety Executive to ensure the health and wellbeing of workers within the industry is being protected.
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3 Partnerships

41. Over the course of the review, representatives from Avara Food Ltd, the National Farmers' Union and the Environment Agency all stated that they were aware of negative public perception of IPUs and intensive farming and were keen to adopt a proactive approach to addressing common issues and concerns. The agricultural director of Avara Foods Ltd pointed out that he always kept an eye on social media and the local press to see what people were saying about the company.
42. Each of these agencies has expressed an interest in being part of the solution in relation to environmental damage and adverse health impacts on the public and it was felt that this might present an opportunity to arrange and facilitate more regular engagement with representatives from these agencies, through council committee activity. It was suggested that working more closely with the public via services such as Talk Community would also benefit the wider community.
43. All parties need to work together to control and reduce emissions from IPUs to air and water. This should potentially have many benefits, including to the health and wellbeing of our residents.

Pathways to Improvement

44. The inquiry has considered work taking place and planned nationally to consider risk and determine any health impacts, including possible pathways to improvement of intensive poultry farming methods to help mitigate health hazards.
45. Amid growing public concern regarding the perceived impact of intensive poultry farming on the environment and rivers, the industry is looking for solutions to some of the problems inherent in this style of farming, especially manure management. The Task and Finish Group is also suggesting consideration be given to working with the UK Health Security Agency and other public health bodies to facilitate and possibly fund research into the health and environmental impacts of intensive poultry farming and units.
46. The inquiry heard in evidence from the Avara representative, Herefordshire's largest poultry producer, of its wish to be part of the solution when looking at disposal of manure and the NFU recognized that there was definitely the want and the will by the farmers of Herefordshire to look at ways to address this and find better solutions.
47. The Task Group were informed that that there was also active ongoing consideration by Avara for alternative ways in which poultry litter could be handled and disposed of, including centralised plants for incineration, pyrolysis or anaerobic digestion which would alleviate the impact of manure upon the aquatic environment and therefore overcome planning concerns.
48. In addition to the management of poultry litter manure, they were also investigating incineration, anaerobic digestion and Bokashi (anaerobic compost) for dealing with much of the derived waste product, rather than spreading it to land.
49. The National Farmers' Union representative raised a concern that the farming community's inability to invest in new units due to concerns over phosphate impact on rivers. However, there was a willingness to invest in ammonia scrubbing systems to mitigate planning constraints in response to objections from Natural England on ammonia impact to sensitive ecosystems.
50. The progress of these kinds of applications were therefore being closely followed by Avara, as a potential initiative which could be expanded upon further across the County to reduce manure application upon the fields. The Task Group was therefore interested to see how this might progress and what impact this might have that could be demonstrated, including possible positive impact upon the water quality of the county's rivers.

4 Public Engagement and Awareness

51. At the outset of the inquiry, members of the public were invited to provide their views, opinions and experiences on the impact IPU's have had on the health and wellbeing of: them, their families, their businesses and the wider community.
52. Many of the responses made reference to adverse mental wellbeing issues, including stress and anxiety that were reportedly caused by factors such as smell, noise and the perception of pollution. The feedback from residents, indicated that some people were profoundly affected by IPU's in a wide variety of ways. The issues raised in the 64 responses are highlighted in Appendix 5. Some respondents expressed very strong feelings and distress.
53. This indicated that some residents perceive that IPU's affect the health and wellbeing of people in a variety of ways *and that* possible health impacts may relate to the management of the large tonnages of manure generated by IPU's.
54. The Task Group produced a breakdown of themes based on public feedback about IPU's. Complaints about odour and river quality featured highly and perceived mental wellbeing issues and respiratory problems were the most common health complaints. In some cases, the increased stress experienced by local people related to the fear that an application might be approved in the future, rather than to the presence of an IPU at the present time.
 - A significant number of respondents were distressed by issues related to animal welfare.
 - Over half were distressed by the pollution of local rivers and the impending loss of an ecosystem.
 - Odour, especially during the clean out after each consignment of birds has been moved on, was so strong, that it constrained the ability of many respondents to enjoy their gardens, or open their windows freely.
 - Others were distressed by finding their businesses threatened by issues including odour and the unsightly matter covering the river beds.
55. These themes and complaints are highlighted for the attention of primary care services to raise awareness of this possible cause and exacerbation of anxiety.

Public Health Information

56. The inquiry has heard from submissions of evidence from members of the public that some people are extremely anxious about the possible health impacts of nearby poultry farming. Notwithstanding the need to undertake further research on the actual possible health impacts, many of the anxieties of the public may be allayed or put into proper proportion if they had more ready access to public health advice on common concerns about it.

57. For this reason, it is recommended that the Council publish accessible public health advice online and elsewhere and review the availability and accessibility of information to the public to improve clarity and awareness of Intensive Poultry Farming-related public health issues and concerns.
58. To allow people to have their concerns properly investigated and to provide feedback information on the level of concerns that people have, it is also recommended that the published advice include how, if necessary to make a formal complaint.

Recommendation 7: Intensive Poultry Farming Public Health Information
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That a review of the prominence, availability and accessibility of Council information to improve clarity and awareness of Intensive Poultry Farming-related public health issues and concerns be undertaken, including how to make a formal complaint, if necessary.

59. It is also recommended that this information include myth-busting, tackling common misconceptions about common public health concerns, such as anti-microbial resistance and the use of antibiotics in intensive poultry farming. As a guide to this, see Appendix 1 and 2 of this report.

Recommendation 8: Intensive Poultry Farming Myth Busting

That a fact checking, myth-busting document tackling common misconceptions about common public health concerns, such as anti-microbial resistance and the use of antibiotics in intensive poultry farming be prepared.
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Talk Community

60. In addition to this, the Task Group felt that Talk Community might be able to provide a platform to disseminate, collate and report both positive and negative factual information about the intensive poultry farming industry. The Task Group felt that Talk Community might be able to provide a platform to disseminate, collate and report both positive and negative factual information about the intensive poultry farming industry.

Recommendation 9: Talk Community on Intensive Poultry Farming
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That Talk Community be used as one vehicle to disseminate information relating to Intensive Poultry Farming via the Talk Community channels.
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61. Using Community wellbeing surveys as a means of obtaining more opinion on IPUs and giving people an opportunity to voice their frustrations, concerns and fears about the sites was proposed as another means for allowing peoples' voices to be heard. It may also be a means of obtaining more opinion on IPUs and giving people an opportunity to voice their frustrations, concerns and fears about the sites was proposed as another means for allowing peoples' voices to be heard.

Community Wellbeing Survey

Recommendation 10: Intensive Poultry Farming Community Wellbeing Survey
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That Intensive poultry farming-related questions be included in the next Herefordshire Community Wellbeing Survey to provide an improved understanding of Herefordshire residents' perceptions about Intensive Poultry Farming and public health concerns.
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Public Complaints Feedback

62. One common response was that members of the public were not aware of how (or if) they could make complaints about noise, odour, traffic problems and other anxiety-inducing IPU related issues. Those who had made complaints said that they had not received proper acknowledgement or feedback in relation to their comments and were left with a sense of frustration, despair and helplessness.
63. It was felt that by better publicising the available channels of complaint (such as the Environment Agency's hotline for such issues as poor manure management) Herefordshire Council and other agencies could generate more feedback and gain greater insight into the areas causing the public most distress; this could also contribute to targeted action by the regulators

6 Evidence and Research

64. To assess the outcomes, it was agreed that the final report would examine whether the Task and Finish group had achieved the objectives contained in its terms of reference. An assessment against the objectives is provided below:
65. The scrutiny inquiry sought to consider national and regional air and water pollution statistics as it relates to intensive poultry farming. The Scrutiny Task Group found, however, that, due to the absence of any permit requirement to monitor emissions to air and water from the IPUs and the manure arising from it, there was little empirical research or statistical data available that could demonstrate a clear causative link between air and water pollution and intensive poultry farming.
66. The scrutiny inquiry sought to consider available details on environmental impact of intensive poultry in Herefordshire and its consequent impact on human health.
67. The Scrutiny Task Group found that there was very little research or empirical data available to demonstrate what kind of environmental impact intensive poultry farming in Herefordshire was having. Research pieces carried out by Emma Tegg and Dr. Alison Caffyn drew on the evidence of experts by experience, but did not set out to demonstrate causation.

Research Data

68. Perhaps the greatest problem encountered during the inquiry, was the lack of independent (or indeed any) empirical data and research that had been conducted into the impact of intensive poultry farming on the health and wellbeing of the public at local level. While the adverse impact of many of the by-products of intensive farming on human health and wellbeing are well documented, there appears to be little research that establishes or disproves a link between the units and poor health. The Task Group was mindful of the fact that *correlation* does not imply *causation*.
69. A representative of the Food Farming and Countryside provided oral evidence on 11th April 2022 when she explained that a lack of empirical evidence and data made it difficult to establish or disprove a link between IPU and poor public health. She raised concerns about the lack of updates or revisions made to the Health Protection Agency's (2006 position statement on intensive farming (*Appendix 6*), especially given the number of IPU that had been granted permits in the time since it was originally published. It was noted however, that the Health Protection Agency (HPA) had concluded in 2006 that '*intensive farms may cause pollution but provided they comply with modern regulatory requirements any pollutants to air, water and land are unlikely to cause serious or lasting ill health in local communities*'⁵.
70. One suggestion was that Herefordshire Council, together with other interested parties could investigate the feasibility and viability of conducting tests that could establish or disprove that link. Such research would, no doubt, require significant funding and require long term commitment (which would probably be best suited to UKHSA). Without data to back up anecdotal evidence, it will remain difficult to properly investigate, assess and address some of the possible health impacts of the industry.
71. It was noted that since the publication of the 2006 position statement on intensive farming, the Health Protection Agency, as was, has undergone a variety of transformations and has fragmented into a number of separate bodies. It was felt that, given the passage of time and significant number of IPU permits granted in the last 16 years, now would be a good opportunity to push for a review and update of the statement. It would also present an opportunity to work jointly with the three key national public health bodies: UKHSA (UK Health Security Agency), OHID (the Office for Health Improvement and Disparities) and Public Health Wales. Working together it might be possible to identify suitable researchers who could conduct studies with a view to producing empirical data to establish or disprove causation in relation to IPU and adverse health and wellbeing.

Recommendation 11: Intensive Poultry Farming Impact Research

Herefordshire Council work with local university faculties, the Environment Agency, National Resources Wales, other local authorities with a high density of Intensive Poultry Units (IPUs) and UK Health Security Agency (UKHSA) to provide
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⁵ Page 4, Health Protection Agency, Position Statement, 2006.

meaningful research, using patient records, etc. to conduct empirical research investigating the possible link between IPU and poor health and wellbeing in humans.

72. It is envisaged that such research could include air pollution sampling tests around IPU and control locations looking for evidence of high levels of respiratory and zoonotic disease near IPU sites, take samples from the county's private water supplies and wells to test for any potential link between poultry manure spreading and pollution and any other relevant research that could establish or disprove causation of adverse health resulting from IPU activity.
73. It is envisaged that the Council should work with UKHSA and OHID to identify and approach researchers who would like to carry out studies in this area, to form a stakeholder research group.
74. It is suggested that the current elements (specifically the UK Health Security Agency, Office for Health Improvement and Disparities, and Public Health Wales) of what was the Health Protection Agency (HPA) revisit and update the HPA's 2006 position statement on intensive farming and report back on whether the significant number of permits granted for IPU in the intervening years has had any cumulative adverse impact on public health and wellbeing.

7. Conclusion

75. During the course of the scrutiny inquiry, the Scrutiny Task Group interviewed and questioned a range of witnesses and agencies to gain an insight into the national and local context for the intensive poultry farming industry and regulation and the concerns around the public health impact that this industry may have.
76. It was noted that national and international research has informed the regulatory framework within which the industry is required to operate. Therefore UK regulation of IPU assumed that a compliant and monitored industry would be unlikely to cause significant health harm at population level. Yet there is a lack of local research evidence. The lack of focused academic research was exacerbated by the almost non-existent local industry monitoring and recording of potentially harmful by-products, waste and contaminants being produced within the units.
77. There was also a lack of research into the cumulative impact of pollution from IPU upon human health which the group felt important given the high numbers of IPU installations with the county. As the legislation did not require monitoring of pollutants from the IPU extract vents, this made it difficult to gain a clear picture of what was really going on. Over the course of the inquiry, it became clear that IPU can produce considerable volumes of ammonia and particulates. Both of these can impact adversely on human health, however, in order to establish or disprove whether or not this farming style and local IPU have an adverse impact on human

health it would be necessary to conduct potentially costly, long-term research and monitoring of units to produce empirical data that was based on more than just anecdotal evidence.

78. Ultimately, the inquiry found no evidence of correlation between the health of people locally and the ammonia, particulates and other matter released by IPUs. The Environment Agency does not require IPUs permitted by themselves to monitor any of these releases. So there is no individual or cumulative data on emissions from IPUs.
79. The inquiry also heard that it would be extremely challenging to find health links to IPU emissions in a small rural area with a widely dispersed population, especially where some individuals are more susceptible than others and much of the population could have been transient over the period studied.
80. It was apparent, however, that IPUs do regularly release materials through their vents that are known to be hazardous to human health, arguably the most concerning of these is particulate matter under the size of 2.5 microns/m³ (known as PM_{2.5}). Local authorities are required to review and assess air quality from IPUs by using a government produced screening tool, to model the impact of particulate matter upon the nearest housing receptors. This is because there is usually no real data to assess.
81. It is well documented that particulates are detrimental to human health when inhaled. These tiny particles (PM₁₀ and PM_{2.5}) carry on air currents for significant distances. Air pollution is known to be a major cause of death worldwide with maximum exposure levels set by the government based on EU directives in the 1990s.
82. In the area of water quality, the work of volunteer citizen scientists⁶ during the last few years, has ensured that there is now much more information in the public domain relating to IPUs in both Herefordshire and other counties, spurred on by recent algal bloom events nationwide. It is, perhaps, surprising in this modern age of data availability that much of this information was not available until undertaken by volunteers.
83. It is generally accepted that the heavier the burden of pollutants, the more likely it is to have an impact. It would follow that the significant scale of IPU operations locally would increase the impacts that they will have on human health, though in the case of PM₁₀ and PM_{2.5} (which can be airborne for a long time), that may be on humans many miles from the county. This will, of course, be difficult to establish given the many variables involved.
84. It is also widely accepted that ammonia is hazardous to human health. Poor litter and manure management increases the emissions, but even a well-managed facility will

⁶ Citizen Science is the collection and analysis of data relating to the natural world by members of the general public, typically as part of a collaborative project with professional scientists.
<https://education.nationalgeographic.org/resource/citizen-science>

release significant quantities of ammonia. However, the group heard that the population potentially most at risk to ammonia would be IPU employees, as dispersion and dilution would significantly reduce the risk for more distant receptors. This could account for why most planning mitigation for ammonia pollution relates to the protection of the natural environment rather than to human health.

85. Written submissions made by local residents indicated that IPUs are a significant concern to some people and may therefore be a mental wellbeing stressor for a significant number of people in a number of different ways. Their effects are more pronounced on their immediate neighbours, or those downwind of one of more IPUs.
86. The handling of the manure that is necessarily generated by IPUs also can have health impacts. Odour, especially when cleaning out the units every seven weeks or spreading on agricultural land, has an impact on people's wellbeing and ability to enjoy time outside. The impact of manure run off on the state of the county's rivers is a stressor for many people, as demonstrated by the data received from residents in response to the group's call for residents to write in about their own personal impacts from IPUs.
87. The rivers are protected by the Environment Agency and Natural England in order to keep them at the highest ecological quality permissible. Instead it is now widely agreed by experts that many of the iconic species for whom the river is home are increasingly unable to live and reproduce there. This is most likely because of the elevated level of phosphates from both human sewage and agriculture, which in turn causes algal blooms that then impede light into the water, collapsing the local natural fauna and therefore habitats here. The impoverishment of a rich natural environment is distressing to many and threatens the livelihoods of those who rely on enjoyment of the river or who seek a living from it, such as tourism and angling. Anxiety about climate change, the environment and loss of biodiversity are increasingly common, especially among the young. The trend is likely to increase as effects of climate change accelerate, although the science behind this is not yet fully understood.
88. The failure at a national level to properly consider the potential cumulative impact of IPUs to inform that national regulatory framework and thereby delimit and provide stronger regulation for from the Environment Agency, has led to an exponential increase in IPUs countywide and across the region. This was compounded by planning authorities only recently requesting cumulative impact studies to support environmental impact assessments. However, this work is largely undertaken by just a small handful of consultants who use modelled data which the planning authorities then have to rely upon in the absence of any defensible evidence to the contrary;— invariably these assessments have not been found to be a reason for refusal. It is only since Natural England and Herefordshire Council's ecologists have objected to applications in response to Habitat Risk Assessments showing likely phosphate impact upon the Rivers Wye and Lugg that applications have been refused or have stalled.

89. The Task Group therefore concluded that there is a need for a more rigorous regulatory framework to require cumulative impact assessments for IPU permits (and similar facilities) to reduce the burden of pollutants in communal air and a major rewrite on requirements for the management of manure once it leaves the curtilage of an IPU, to halt the impact of phosphates on rivers.
90. It is suggested that regulators ensure that Best Available Technology (BAT) for IPUs is reviewed regularly and that requirements to abate their exhaust emissions is seriously considered as a requirement of all permit variations and that these should then be continuously monitored to ensure there is a reduction in airborne pollutants known to be hazardous to human health.
91. Following the consideration of evidence submitted from expert witnesses, as well as members of the public and local stakeholders, with further oral evidence in committee, the Scrutiny Task Group submitted scrutiny recommendations on the following key areas outlined in this report:
- The regulatory framework; - planning and permit issuing / Inspection, regulation and monitoring
 - Partnerships - joint working with partners and external agencies
 - Public engagement and awareness
 - Mental wellbeing
 - Evidence and research.
92. This report summarises the findings and recommendations of the scrutiny inquiry, the key conclusions and the evidence considered, which was quite extensive and here presented in summary form.
93. It is hoped that this will help to contribute to the ongoing discussion and debate on this issue and provide an impetus for further work beyond the remit of the scrutiny inquiry, especially in terms of the further good will and collaboration identified from the main partner agencies, including the industry itself and in the need to undertake further academic research and data driven research to help to inform future policy, regulation and self-regulation of the industry, as well as, importantly provide better and more reassuring public health information to the general public, many of whom we found to be anxious about the possible impact of the industry on public health, air quality and the natural environment.

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The Scrutiny Task Group would like to register its thanks to all those who provided their time, oral and written evidence to the inquiry, in particular to Dr. Frances Howie - Consultant in Public Health, Marc Willimont - Head of Public Protection, Herefordshire Council for their expert advice and support and to Councillor Peter Jinman for his particular expertise and experience in related fields considered.

The Health, Care and Wellbeing Scrutiny Committee

The Health, Care and Wellbeing Scrutiny Committee is appointed by Herefordshire Council to carry out the local authority scrutiny functions relating to its remit.

Membership of the Scrutiny Committee

Councillor Elissa Swinglehurst - Chairperson
Councillor Peter Jinman - Vice-chairperson
Councillor Carole Gandy
Councillor Trish Marsh
Councillor Tim Price
Councillor David Summers
Councillor Kevin Tillett

Formal Minutes

Minutes of proceedings are available to view or download from the Council website at www.Herefordshire.gov.uk

<https://councillors.herefordshire.gov.uk/ieListMeetings.aspx?CId=1155&Year=0>

Committee Staff

The current staff of the committee are:
Michael Carr – Interim Statutory Scrutiny Officer
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Herefordshire Council

November 2022

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APPENDIX

Appendix 1: Overview of the health impacts of intensive poultry farming.

Appendix 2: Intensive Poultry Farming: Scale of potential health impacts and regulatory oversight for associated health protection functions.

Appendix 3: Environment Agency FOI – Intensive Poultry Unit Data.

Appendix 3b: Environment Agency FOI – Permit Data.

Appendix: 4: Environment Agency FAQ – Broiler Farms and Permits.

Appendix: 5: Response data collated from emails sent to the council in relation to public opinion on IPU's and their impact on the county.

Appendix: 5b: Resident feedback emails.

Appendix: 6: Health Protection Agency Position Statement December 2006 – Intensive Farming.

Overview of the health impacts of intensive poultry farming

Report prepared by the Public Health Department to inform the work of the Task and Finish Group set up by the Adults and Wellbeing Scrutiny Committee (now Health, Care and Wellbeing Scrutiny Committee) to consider The Impact of the Intensive Poultry Industry on Human Health and Wellbeing

Introduction

This report aims to provide an overview of the most commonly studied health outcomes related to intensive poultry farm exposure. It is not an exhaustive summary, but may be used to inform considerations within future health impact assessments; to supplement current planning procedure policies; and to contribute to the deliberations of the Task and Finish Group in its identification of recommendations.

In the UK demand for chicken and eggs continues to grow. Chicken now comprises 42% of meat consumption and the UK produces over one billion chickens a year. 20-25% of UK meat chickens are raised in Herefordshire (17 million at any one time) and Shropshire (13 million).

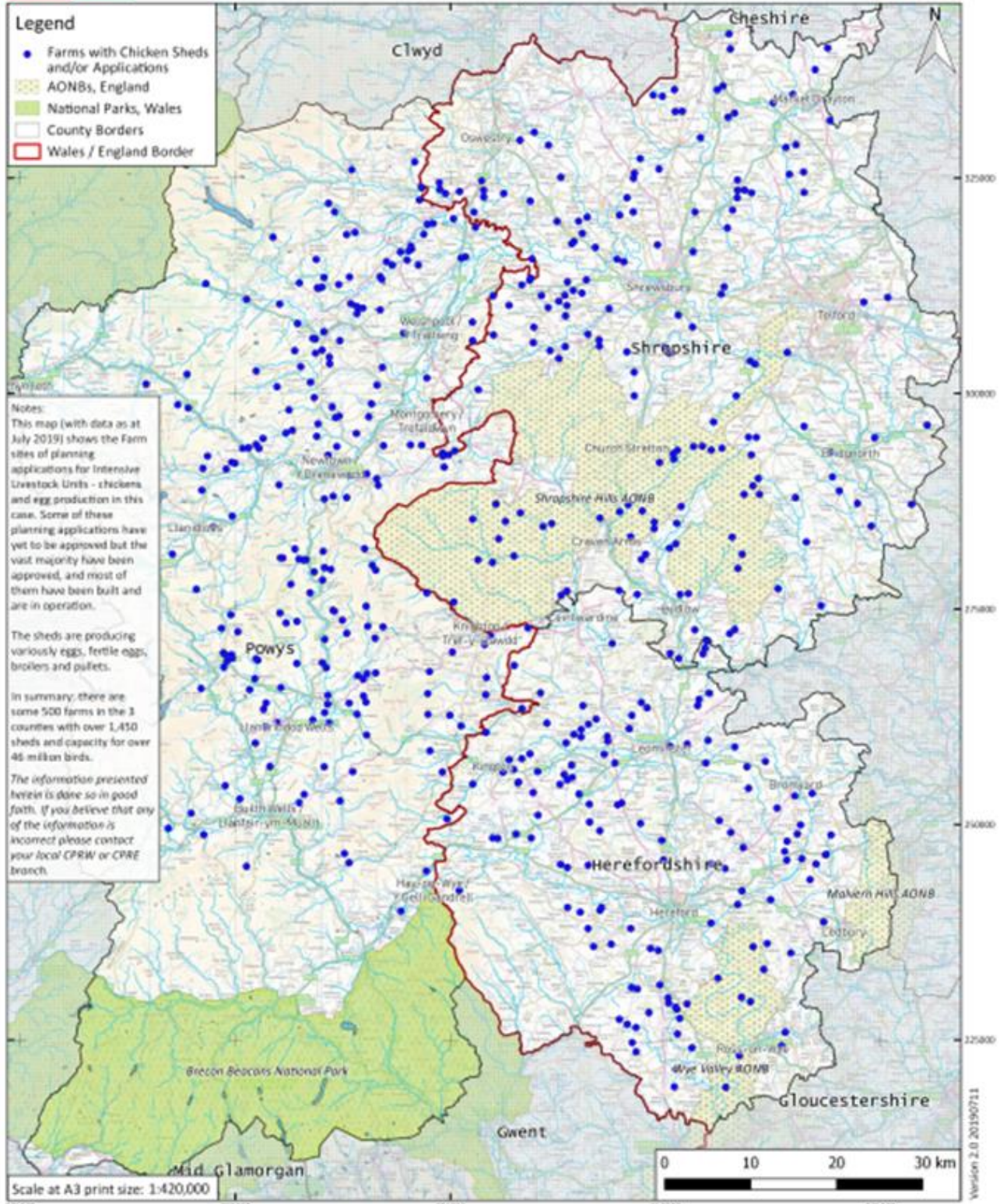
Numbers of intensive poultry farms have increased in recent decades and there were 164 successful planning applications for intensive poultry farms in Herefordshire between 2000 and 2020 (Caffyn, 2021).

Figure 1: Locations of intensive poultry farms in Herefordshire, Shropshire and Powys

(Source: Brecon and Radnor branch of Campaign for the Protection of Rural Wales, and Herefordshire and Shropshire Branches of Campaign for the Protection of Rural England, 2019)



Intensive Chicken Production Units: Herefordshire, Shropshire & Powys



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 Contains OS data © Crown copyright and database right 2019.
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 Contains Natural England information © Natural England 2019.
 Intensive Chicken Production Unit data prepared by Herefordshire CPRE, Shropshire CPRE, Shropshire WT and Brecon & Radnor CPRW from a) publicly available Planning Applications via relevant County Council Planning Portals, b) Environmental Permit data and c) Survey.

www.brecon-and-radnor-cprw.wales
www.shropshirewildlifetrust.org.uk
www.cpreherefordshire.org.uk
www.cpreshropshire.org.uk

Intensive poultry farming is controlled by the Integrated Pollution Prevention and Control (IPPC) regulatory system that employs an integrated approach to control the environmental impacts of certain industrial activities. Under the IPPC directive, intensive poultry units (containing over 40,000 birds) must obtain an Environment Agency permit to operate. The Best Available Techniques (BAT) Conclusions document for the Intensive Rearing of poultry or pigs (IRPP) was published in 2017, setting out the standards that permitted farms must meet (Santonja et al., 2017). Despite this regulation, planning applications for new poultry farms have generated controversy in recent years as public concern over environmental and health impacts has grown.

Health impacts of intensive poultry farming

The Health Protection Agency produced a position statement on intensive farming in 2006, concluding that '*intensive farms may cause pollution but provided they comply with modern regulatory requirements any pollutants to air, water and land are unlikely to cause serious or lasting ill health in local communities*' (HPA, 2006, p.4.) However, this position statement has not been updated since publication and the cumulative health impact of increased numbers of units is under-researched.

The potential physical and mental health impacts of intensive poultry farms are broad and can operate via multiple routes, for example, reduced air quality, water course pollution, noise and odour. The dense housing of poultry may also facilitate the spread of zoonotic diseases and anti-microbial resistance.

1. Air and water pollution

Intensive poultry farming has the potential to release many pollutants into the air and watercourses. At present in the UK, most farmers do not normally monitor emissions to air and water unless specifically required to do so as a result of local complaints (Santonja, 2017). The most commonly cited pollutants are described below, though others, such as phosphates and farming chemicals can also impact on health.

Bioaerosols

Bioaerosols are airborne particles that contain living organisms, fragments, toxins, and waste products. In animal houses, major sources of bioaerosols are animals, their waste, feed and bedding (Wang, 2012). Bioaerosols can stay suspended in the air for prolonged periods and potentially travel long distances from their source. As a result, they may pose health effects to nearby communities. In England permitting arrangements require operators to undertake a site specific bioaerosol risk assessment if an intensive farming operation is within 100 m of a sensitive human receptor (e.g. a residential house or place of work) (Santonja, 2017).

Human exposure to bioaerosols has been associated with a range of acute and chronic adverse health effects and diseases. The most commonly reported are

respiratory system problems (e.g. rhinitis, asthma, bronchitis and sinusitis). Other health problems reported include gastro-intestinal issues, fatigue, weakness and headache (Douwes et al., 2003).

A major problem for the study of potential health consequences of agricultural bioaerosol exposure is that proxy measures of exposure (such as distance) are often used and may not be valid. Additionally, the effects of bioaerosols, other pollutants and socio-economic circumstances cannot be readily disentangled. O'Connor et al. (2017) conducted a systematic review of potential health effects associated with living in close proximity to an intensive farm with inconclusive findings. This finding is consistent with local data searches of GP records conducted as part of this review. These, relating to asthma and chronic obstructive pulmonary disease, did not suggest any correlation between changes in incidence of these conditions and increased numbers of intensive farms.

Douglas et al. (2017) conducted a systematic review to evaluate potential health effects associated with bioaerosol emissions from intensive farming. They included occupational studies to investigate the type of health effects reported in those most highly exposed to bioaerosols, to inform their interpretation of community studies.

The majority of included studies (n = 18) were conducted on pig farms. One study was conducted on pig and poultry farms (Radon et al., 2001), another study was conducted on just poultry farms (Donham et al. 2000) and two studies were conducted on pastoral farms (including poultry farms but also cattle, sheep, and goat) (Eduard et al., 2004; Eduard et al., 2009). No consistent differences were observed between pig and poultry farm types.

The studies provided evidence linking occupational bioaerosol exposure to respiratory-tract symptoms. This finding is likely to be impacted by healthy worker bias as those suffering health impacts from workplace exposures are more likely to leave their employment, thereby diluting the association between exposure and respiratory outcomes. Findings from farm workers cannot be used to predict community impact where more vulnerable groups (e.g. older people, and children) reside.

The review showed that endotoxin concentrations inside intensive farms are similar to those levels typically detected at composting facilities. A systematic review by Pearson et al. (2015) provided evidence linking bioaerosol emissions from composting facilities to poor respiratory health in workers and nearby residents. Given that there was only one community-based study that objectively measured bioaerosol concentrations in the review by Douglas et al. (2017), it is not possible to make inferences on the impact of intensive poultry farming based on the findings from composting facilities.

The community studies usually relied upon proxy exposure measures of exposure and reported mixed results in adults, with some studies linking it with adverse self-reported respiratory health and others reporting no effect. Studies with children

provided consistent evidence supporting increased self-reported asthma rates among those children living or attending schools located within close vicinity of an intensive farm. Douglas et al. (2017) concluded that further longitudinal research is needed to objectively measure exposure and health outcomes in communities and that this should be used to inform risk assessments around the location of intensive farms.

A similar conclusion was drawn by the Environment Agency (2008) in their Bioaerosol Report. This review identified factors that influence bioaerosol concentrations inside and emitted from building, including:

- Animal housing conditions
- Feed type
- Waste management
- Ventilation type
- Seasonal ventilation changes
- Stock density

The Environment Agency critically reviewed control methods but stated that generic guidance could not be produced because although there is extensive evidence of health impacts for farm workers (and HSE employer guidance is available), there is insufficient evidence to assess the potential for increased risk of respiratory ill health (or other adverse health effect) in surrounding residential areas.

However, the Health Protection Agency (2006) assumed that further data on the impact of intensive farming on local air quality would become available and recommended that these data should inform future decision-making. This has not happened.

Ammonia

Ammonia (NH₃) is a colourless gas which is both naturally occurring and manufactured. The main source of ammonia pollution is agriculture, where it is released from manure and slurry and through the application of fertiliser. Ammonia can have significant effects on both human health and the environment.

Agriculture is the dominant source of ammonia emissions in the UK, with the sector accounting for around 88% of total UK emissions. Poultry farming comprises 15% of agricultural emissions (DEFRA, 2018). The government has agreed to reduce ammonia emissions by 8% in 2020 and 16% in 2030, compared to 2005 levels. The Department for Environment, Food and Rural Affairs (DEFRA) has produced a Code of Good Agricultural Practice (COGAP) for reducing ammonia emissions, outlining practical steps that can be taken around appropriate feeding and manure management (DEFRA, 2018).

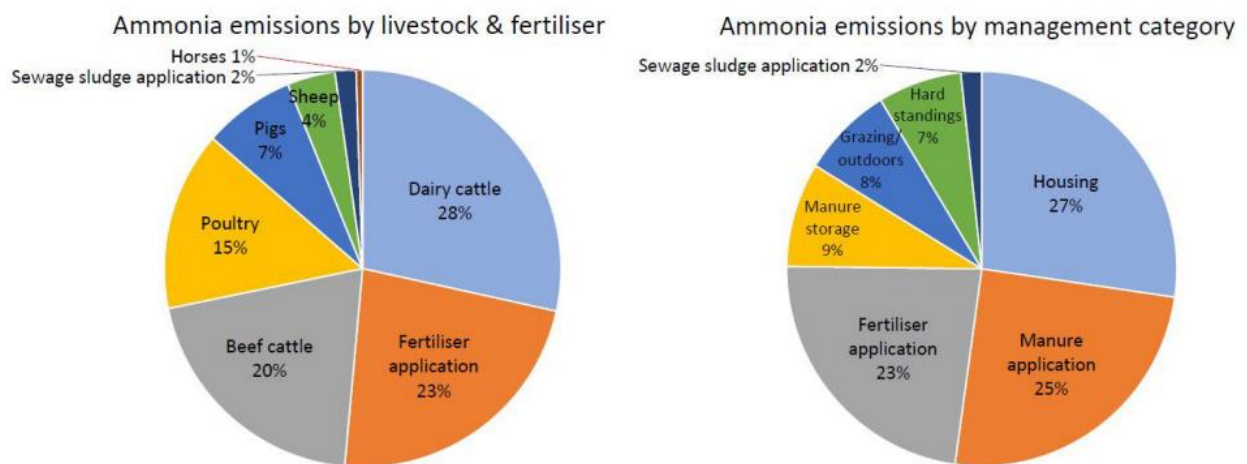


Figure 1: Ammonia emission by livestock and management category (*Source: DEFRA, 2018*)

Ammonia impacts human health directly and indirectly, via its damage to biodiversity. When ammonia emissions combine with pollution from industry and transport, fine particulate matter is formed and can be transported significant distances. (Other sources of particulate matter from intensive poultry farming may include feed delivery, storage and transport, dusty wastes and vehicle movements). When inhaled, particulate matter can contribute to various chronic conditions such as heart attacks, cerebrovascular disease, chronic obstructive pulmonary disease (COPD), asthma and lung cancer. The health effects of inhalable particulate matter are well documented (WHO, 2013). They are due to exposure over both the short term (hours, days) and long term (months, years) and include:

- Respiratory and cardiovascular morbidity, such as asthma, other respiratory symptoms and increased in hospital admissions;
- Mortality from cardiovascular and respiratory diseases and from lung cancer.

Susceptible groups with pre-existing lung or heart disease, as well as elderly people and children, are particularly vulnerable. Exposure to particulate matter affects lung development in children, including reduced lung growth and a deficit in long-term lung function. There is no evidence of a safe level of exposure or a threshold below which no adverse health effects occur. The exposure is ubiquitous and involuntary, increasing the significance of this determinant of health (WHO, 2011).

When deposited on land, ammonia can acidify soils and freshwaters. The extra nitrogen can increase the growth of some species (such as rough grasses and nettles), which out-compete other species (such as lichens, mosses, and herb species), resulting in habitat loss. Agricultural run-off can cause accumulation of nutrients in freshwater sources, the proliferation of algae, loss of oxygen and toxicity to aquatic life.

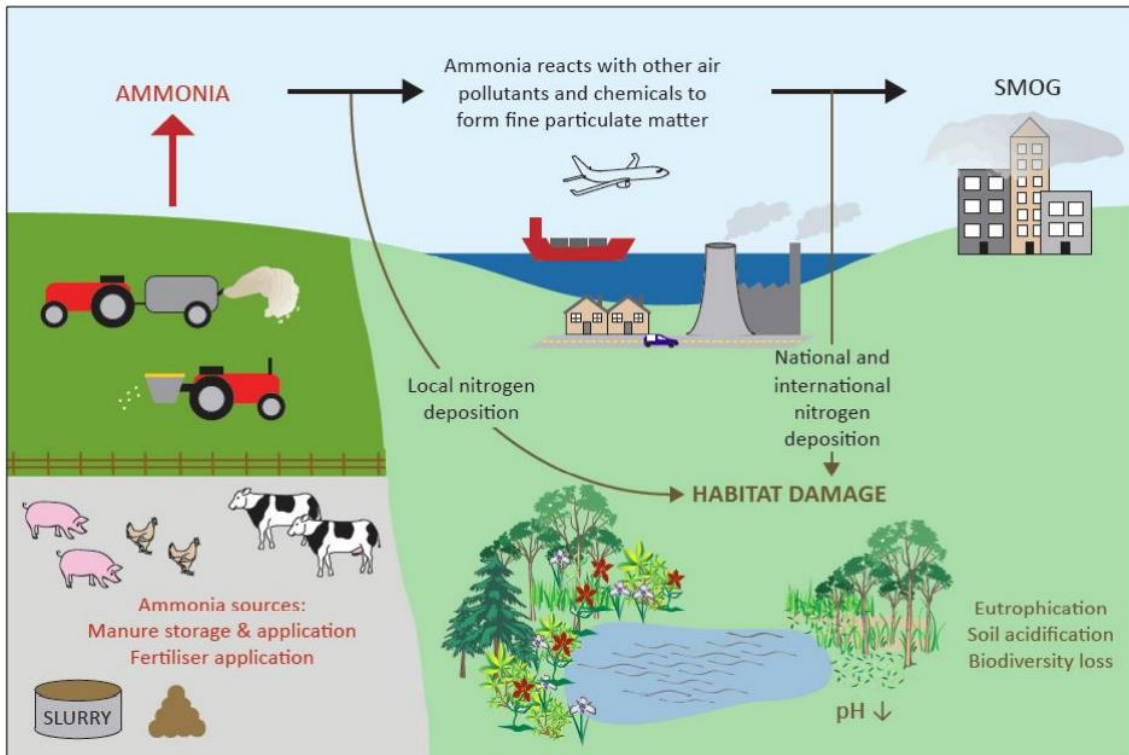


Figure 2. Routes of ammonia pollution from agriculture (Source: DEFRA, 2018)

The United Nations Environment Programme, the United Nations Convention on Biological Diversity and the World Health Organization have recognised the fundamental role of biodiversity in human health and wellbeing. The term ‘natural capital’ is often used to describe elements of the natural environment that provide valuable goods and services to people (see figure 3).

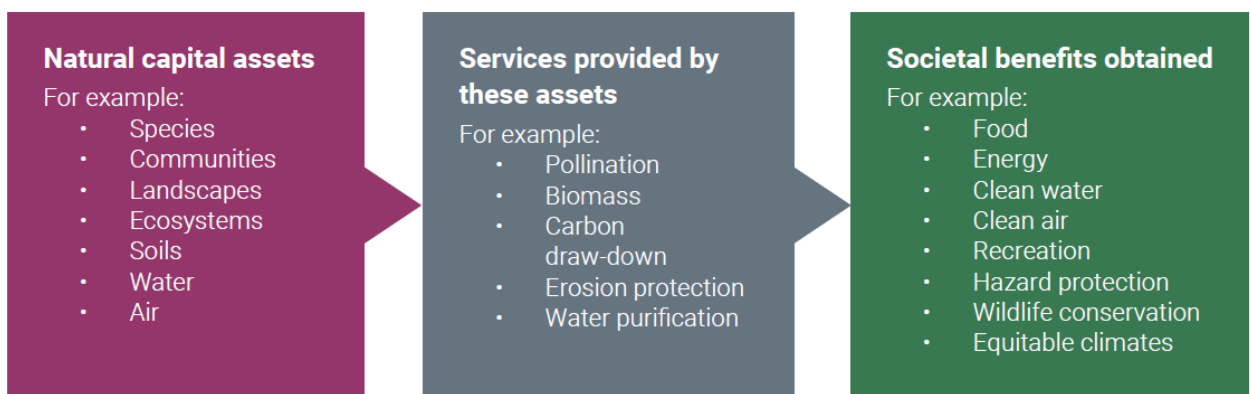


Figure 3: How natural capital contributes to human health (Source: Guthrie et al. 2018)

The impacts of biodiversity loss to human health are complex and difficult to quantify, but available evidence suggests that adherence to stringent control measures and local monitoring of air and water quality are necessary.

The importance of regulation and compliance is similarly stressed by the former Health Protection Agency in its conclusion that *'it is unlikely that ammonia emissions from a well-run and regulated farm will be sufficient to cause ill health'* (HPA, 2006, p.2.)

2. Zoonotic pathogens

Campylobacter

It is estimated that there are 700,000 cases and over 100 deaths in the UK each year due to *Campylobacter* infection (CIWF, 2013). Poultry are the main source of *Campylobacter* infection and are estimated to be responsible for up to 80% of cases in the EU. The biggest risk is chicken meat consumption.

A risk factor for intensively farmed poultry is the practice of 'thinning'. At five weeks of age, around 30% of animals are often removed from farm units for slaughter. Infection can be introduced during catching of the birds by people and machines coming in from outside. Acute stress (for example due to catching and transport) can reduce the levels of protective bacteria in the intestines and increase the growth and shedding of *Campylobacter*. The dense living conditions are conducive to rapid spread of the infection (CIWF, 2013).

Chickens reared for meat in intensive farms are often selected to grow quickly. Slower-growing breeds are generally healthier and may be at lower risk of *Campylobacter* infection (Bull, 2008).

Past work has shown that *Campylobacter* control is possible for intensively farmed poultry by strict observance of biosecurity by farm staff (Gibbens, 2001). However, The prevalence of *Campylobacter* spp. in the fresh chicken at retail in the UK was found to be 56 % in a 2017 survey and 7 % of samples had > 1000 cfu per g chicken skin (defined as highly contaminated chicken) (PHE, 2019).

Avian Influenza

Sometimes referred to as 'bird-flu', this highly contagious viral disease affects the respiratory, digestive and/or nervous system of many species of birds. Avian influenza has the potential to cause rapid and widespread mortality in poultry. Usually, influenza infection in poultry causes mild disease, referred to as low pathogenicity avian influenza (LPAI), but two subtypes (H5 and H7) can mutate to a highly pathogenic form (high pathogenicity avian influenza, HPAI) in poultry. At the time of writing (January 2021), over 70 cases of H5N1 have been detected in the UK this season (DEFRA, 2022)

The UK Health Security Agency (UKHSA) has said that avian influenza is primarily a disease of birds and the risk to the general public's health is very low. However, one human case has been identified in the UK this year (UKHSA, 2021). The Food

Standards Agency has said that on the basis of the current scientific evidence, avian influenza poses a very low food safety risk for UK consumers.

Control zones have been established to control the spread of the virus and are centred on the infected premises. DEFRA provides a UK-wide map of active Control Zones. The measures required within control zones include:

- Keeping a logbook of people entering the premises;
- Biosecurity measures on and off the premises; and
- Restrictions on moving eggs, poultry, and other captive birds or mammals within or outside the zone.

Avian viruses are not usually transmitted from poultry to people, but the occurrence seems to be on the increase in line with increasing numbers of reported outbreaks in poultry. Evidence suggests that in intensive poultry farms, factors such as genetic selection for productivity, stress, crowding, lack of sunlight, inadequate ventilation and sanitation are likely to provide an ideal opportunity for avian flu to spread and mutate, with potential human public health consequences (HSI, 2011).

3. Anti-microbial resistance

Antibiotics are used extensively in intensive poultry farming to prevent infections and promote growth. Wide scale use of antibiotics encourages the development of resistance that can spread to affect humans and animals alike. The close proximity of poultry in intensive farming environments provides ideal conditions for drug-resistant bacteria to be transferred between thousands of animals.

Antibiotic-resistant bacteria of farm-animal origin can pass to humans in a number of ways, principally on food, but also by direct contact and through the environment (e.g. agricultural run-off). Resistant bacteria can and also pass from humans to farm animals. Here they can multiply and acquire additional resistance genes, then pass back to humans.

The resistant farm-animal bacteria can contribute to higher levels of resistance in human infections in two main ways:

- They can directly cause an infection in humans, and this infection will be antibiotic-resistant.
- They can colonise the human gut (and other sites) without causing an infection, and pass on copies of their resistance genes to bacteria already living in the human gut. The bacteria receiving the resistance genes may subsequently cause an infection at a later date (e.g. a urinary-tract infection). In this case, the pathogen will be of human origin, but its resistance will originate from the farm use of antibiotics (O'Neill, 2016).

There is substantial evidence that antimicrobial resistance in foodborne Salmonella and Campylobacter infections in humans are linked to antibiotic (flouroquinolones) use in intensively farmed animals, resulting in increased illness severity and risk of

death (WHO, 2011). Evidence is also mounting that a significant proportion of the resistance in *E. coli* causing urinary-tract and blood-poisoning infections in humans is of farm-animal origin (e.g. ASOA, 2014).

The issue of antibiotic use in agriculture and its impact on drug resistance has been recognised by the WHO as part of its Global Action Plan, requiring its member countries to develop National Action Plans to tackle AMR which incorporate considerations of animal usage. It has also been recognised by both the UN's Food and Agriculture Organization (FAO) and the World Organisation for Animal Health (OIE).

The WHO similarly said in its 2011 report on foodborne antibiotic resistance: *'Since this resistance has no ecological, sectoral or geographical borders, its appearance in one sector or country affects resistance in other sectors and countries. National authorities, veterinarians, physicians, patients and farmers all have key roles in preserving the power of antibiotics. The prevention and containment of antibiotic resistance therefore requires addressing all risk factors for the development and spread of antibiotic resistance across the full spectrum of conditions, sectors, settings (from health care to use in food-animal production) and countries'* (WHO, 2011).

4. Additional issues

Caffyn (2021) has conducted social science research within Herefordshire and Shropshire to explore people's concerns about and experiences of intensive poultry farms. Her research methods included interviews with a large number of stakeholders (farmers, planners, environmental agencies, objectors, decision makers and tourism). She also analysed policy and planning application documentation.

Caffyn (2021) found that between 2011 and 2019 there were over 30 planning applications for intensive chicken farms in Herefordshire and Shropshire which were heavily contested. An analysis of three highly contested cases found that the **top** concerns raised by residents were:

- Smell/odour impacts
- Traffic impacts – volume, noise and safety
- Visual impacts on the landscape and views
- Pollution of local rivers
- Impacts on the local tourism economy
- Noise impacts
- Biodiversity impacts

Additional concerns raised were:

- Air pollution and health
- Antimicrobial resistance

- Animal welfare
- Lack of scrutiny/fairness in planning procedures
- Reduced property values

It should be noted that many of these concerns may link to an increase of stress levels for local residents and to an associated deterioration of mental health and well-being. This may apply to both the fear of a successful application and to the experience of living near to a farm. While the mental health and well-being of Herefordshire residents is average or above average compared to the UK as a whole, large numbers (19,300) already live with a common mental health condition (Herefordshire Council, 2022) and the recent Covid-19 pandemic is likely to have had adverse impacts on mental health-and welling across the county (Herefordshire Council, 2021.)

Caffyn (2021) expressed concerns that Environmental Agency permits are never refused and yet farmers are able to use these as ‘proof’ that the farm will not cause pollution. As intensive poultry farms are defined as agricultural they may avoid policies which would prohibit similar industrial development in green-field sites. Limited monitoring of air and water means that pollution usually can’t be traced back to its original source and therefore may not be adequately dealt with.

Summary

This overview summarises some of the most commonly researched elements of intensive poultry farming in relation to their health impacts. Whilst occupational studies clearly demonstrate that intensive poultry farm exposure is harmful to health, further research is required to accurately quantify community health impacts. It is also important to establish whether current mitigation measures are sufficient to protect health in Herefordshire, where there is a very high density of intensive poultry farms. Herefordshire, along with neighbouring Shropshire and Powys have very high numbers of intensive poultry farms in close proximity and the cumulative impacts of the resulting pollutants on health has not been studied.

Social insight work conducted locally indicates that the health impacts most commonly cited in the literature, do not cover a number of concerns raised by local residents. For example, sensory issues such as noise, pollution and unsightliness, which have the potential to detrimentally affect wellbeing. There may also be an effect of these stressors on livelihoods, particularly in the hospitality industry.

Intensively farmed poultry provides an affordable source of protein in the UK. However, the potential health impacts of intensive poultry farming in Herefordshire are broad. Some of these impacts (e.g. those caused by air pollutants) may be restricted to the local community and the workforce. However, the UK-wide consumption of poultry from Herefordshire could affect health on a national level via zoonotic disease. Indeed, there could be global implications for health when the

impact of widespread anti-biotic use and emerging resistance is taken into consideration.

This presents an opportunity to protect health in Herefordshire and further afield. It is vital that water and air quality is continuously monitored in Herefordshire to gain an understanding of the current environmental burden of existing intensive poultry farms and evidence-based mitigation measures must be adopted. Thorough health impact assessments should supplement every planning application, and these should take into account both the widely published health determinants and those raised by residents. They must also consider the cumulative impact of the increasing number of intensive poultry farms in the area.

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Appendix 2

Intensive Poultry Farming: Scale of potential health impacts and regulatory oversight for associated health protection functions

Scale of health impact	Source	Potential Impacts	Organisations protecting health	Functions
Individual (occupational)	Farming chemicals Vapours (e.g. ammonia) Bioaerosols Particulate matter Pathogen exposure Ergonomic risks	Respiratory and cardiovascular health Allergies Zoonotic disease Anti-microbial resistance Injury Musculo-skeletal disorders	Health and Safety Executive	Produces guidance for employers
			Employers	Legally obliged to follow guidance in line with the Control of Substances Hazardous to Health Regulations 2002 (COSHH)
Local	Air and water pollution (e.g. ammonia, particulate matter, bio-aerosols, phosphates, farm chemicals) Biodiversity loss Noise Odour Pathogen exposure Inappropriate anti-biotic use	Respiratory and cardiovascular health Zoonotic disease Anti-microbial resistance Reduced income Reduced quality of life	Environment Agency	Regulates intensive poultry farms. Issues permits to farms with >40,000 birds
			Department for the environment, food and rural affairs (DEFRA)	Produces codes of practice for rearing poultry following the 2007 Welfare of Farmed Animals Regulations. Provides guidance on measuring environmental impact locally.
			Local Authority – Environmental Health	Investigates complaints for intensive poultry farms where they are too small for a permit, i.e. farms with < 40,000 birds
			Animal Health team within the Trading Standards Service	Avian influenza controls on behalf of Defra who are the lead agency. This includes avian influenza prevention zones checks.
			Local Authority - Planning	Undertakes environmental impact assessments when determining planning applications where there are > 85,000 broilers or > 60,000 hens.

				Review evidence and engage with a wide range of sources to inform planning application decisions
			Local Authority – Public Health	Provide public health input informing health impact assessments to supplement planning procedures
National	Consumption Pathogen exposure Inappropriate anti-biotic use	Food-borne zoonotic disease (e.g. Campylobacter, Salmonella) Infectious zoonotic disease (e.g. avian flu) Anti-microbial resistance	UK Health Security Agency (UKHSA)	UKHSA has a duty to take such steps as Secretary of State considers appropriate to protect the health of the public in England (Section 2A of the National Health Service Act 2006) Surveillance/monitoring of notifiable diseases and provision of health protection advice
			Food Standards Agency (FSA)	Produces guidance setting out the hygiene controls and regulations that those producing <i>poultry</i> for consumption in the UK must adhere to
			Department of Health and Social Care	Produced the UK strategy and action plan to tackle anti-microbial resistance
			Drinking Water Inspectorate (DWI)	Regulation and enforcement of water quality at any water treatment works where there may be contamination of a potable supply from the river Wye's water quality due to pollution from IPU's or spreading of manure.
			Environment Agency (EA)	Regulation and enforcement of any known pollution of a watercourse which may result from a spillage of manure from an IPU or slurry from other livestock installations.

			Department of Farming and Rural Affairs (Defra)	Monitors national avian influenza outbreaks and, working with the APHA, will declare national protection orders and 3km protection zones around known outbreak areas, such as an IPU. Defra and the APHA will then coordinate all on-site culling, cleansing and disposal of the carcasses.
Global	Inappropriate anti-biotic use	Anti-microbial resistance		The issue of antibiotic use in agriculture and its impact on drug resistance has been recognised by the WHO as part of its Global Action Plan, requiring its member countries to develop National Action Plans to tackle AMR which incorporate considerations of animal usage. It has also been recognised by both the UN's Food and Agriculture Organization (FAO) and the World Organisation for Animal Health (OIE).

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for people and wildlife



Dear Mr Willimont,

RE: Request for information under the Freedom of Information Act 2000 (FOIA) / Environmental Information Regulations 2004 (EIR)

Thank you for your request for information sent to Grace Wight, relating to the Intensive Poultry Units (IPUs) received on 01 March 2022.

We respond to requests for information that we hold under the Freedom of Information Act 2000 (FoIA) and the associated Environmental Information Regulations 2004 (EIR).

I understand the information requested will help inform a meeting due to take place on 21 March 2022, so we have attempted to provide you with as much information as possible. We have indicated where we can provide you with more information, so please let us know if it is required.

Information we hold

- How many permitted IPU installations are there in Herefordshire?

There are 78 permitted poultry sites in Herefordshire. Please note some of these sites will be pre-operational / not built.

Further details of the installations can be found at: Environmental Permitting Regulations – Installations (data.gov.uk), although this does not give the number of birds, however does give addresses of IPU installations.

- How many birds in total are in these IPU installations (we know there are 16m at any one time in the county from Animal Health records but many will be in IPUs < 40k birds)?

We have estimated this to be approximately 16,791,506. This is a best estimate that we can provide before 21 March 2022, as some sites will:

- • have varied their permits to increase numbers
- • be pre operational or not built yet and/or,
- • not necessarily be stocking at their permitted maximum.

If you would like a more accurate figure please let us know as we will need more time to provide this.

- How many inspections of these IPU premises have there been in 2021/22 so far and are all due to be inspected?

The number of EA inspections in Herefordshire during 2021/22 to date is 13. This is a combination of on-site and remote inspections. Additional inspections will have also been carried out by EA trained Certification Bodies at sites that operate under the assurance scheme. Certification Bodies are commercial companies that carry out assurance scheme assessments, such as those under Red Tractor Assurance. Please let us know if you require the number of inspections carried out by our partners.

Sites are programmed to be inspected by EA officers every 3 years. Sites in the Assurance Scheme are inspected by their appointed certification body annually, with an inspection scheduled by the EA every third year. During 2021/22 our inspections have been compromised by COVID, Avian Influenza and lack of resources.

- Do the EA permitting officers liaise with those concerned with agricultural compliance and therefore the application of manure to land?

EA permitting officers are not required to liaise with agricultural officers regarding manure application. A Manure Management Plan is only required where manure is applied to operator owned / controlled land.

There is an ongoing Poultry Litter Project which is looking at the application of poultry manures to land in the Wye catchment. As part of this project, permitted poultry sites are being contacted and asked to supply information regarding manure production, records of imported and exported manures, nutrient planning and application and soil test results.

Please refer to Open Government Licence which explains the permitted use of this information.

Information Withheld

We are unable to provide you with all of the following information:

- What types of enforcement action have been taken against any permitted IPU in the year 2021/22 so far?

- Presuming enforcement action has been taken, how many enforcement notices have been served?

We can confirm that no notices have been served to date. However there is ongoing enforcement action at one site in Herefordshire. We are unable to discuss this further until this has concluded.

As a public body we are required under the Freedom of Information Act/Environmental Information Regulations to give reasons for this refusal. We also need to show that we have considered the Public Interest balance between refusal and disclosure. You can find the details in the Appendix attached.

Reduce the request

We want to be as open as possible in answering requests, and to help people obtain the information they are looking for. Unfortunately, the amount of information you have requested below is very substantial.

- How many complaints concerning these IPU premises have there been in 2021/22 so far?

Gathering it together would therefore be likely to involve a significant cost and diversion of resources from our other work.

In these situations the legislation allows us to consider refusing requests as 'manifestly unreasonable' under EIR and/or 'above the appropriate limit' under FOIA. We estimate that it would take 78 hours to comply with your request in its current form. This is based on officer's time required to search and retrieve the complaint data for each IPU site in Herefordshire.

In order to help us bring your request within reasonable bounds, would you be able to reduce the scope of your request to focus on the precise information that you are seeking e.g.

- specific IPU sites,
- search radius for each site (e.g. 0.5km),

We wanted to give you an opportunity to reconsider your request and describe more precisely the information you wish to have. If you are unable to reduce the request, then we will have to consider it in accordance with our obligations under FOI and EIR.

As we are required to respond to your request by 30 March 2022, we would be grateful to hear from you as soon as possible as to how we should proceed.

Rights of Appeal

If you are not satisfied you can contact us within 2 calendar months to ask for our decision to be reviewed. We shall review our response to your request and give you our decision in writing within 40 working days.

If you are still not satisfied following this, you can raise a concern with the Information Commissioner, who is the statutory regulator for Freedom of Information and the Environmental Information Regulations. The contact details are:

Information Commissioner's Office
Wycliffe House
Water Lane
Wilmslow
Cheshire
SK9 5AF
Tel: 0303 123 1113
Website: <http://ico.org.uk>

Yours sincerely



For further information please contact the Customers & Engagement team on
Tel. 02084 747856

Direct e-mail:- enquiries_westmids@environment-agency.gov.uk

Appendix

Relevant exceptions

The exceptions that apply to the withheld information is:

EIR Regulation 12(5)(b) applies because disclosure would adversely affect the course of justice, the ability of a person to receive a fair trial or the ability of a public authority to conduct an inquiry of a criminal or disciplinary nature, specifically with this information there is a need to protect confidential information linked to ongoing enforcement action.

The Public Interest Test

We have weighed the public interest factors in favour of maintaining the exceptions and find that they outweigh the public interest factors in disclosing the information. In carrying out the public interest test we have considered:

1. Factors in favour of releasing the information:

The Environment Agency would only withhold information if it is sure that disclosure would cause substantial harm. In this case, we consider that release of the information would more likely than not adversely affect the course of justice and the ability of a person to have a fair trial for the reasons set out below.

We believe that there is a general need to promote accountability and transparency in the way we regulate sites and how decisions are taken with regards to enforcement action. This is so that the public can assess how we are taking decisions that affect them and that decision-making and the spending of public money is done in an open manner. However, as enforcement action has commenced there is a strong public interest in withholding information that could prejudice potential proceedings in the future. Evidence should not be disclosed to the world and large and released in accordance with the criminal procedural rules of disclosure.

We acknowledge there has been a high level of public participation in the debate regarding the impact IPU sites are having on the River Wye. Release of this information would increase knowledge about environmental incidents and help to deter/prevent commission of offences. This in turn helps to maintain a sustainable environment which is in the public interest.

2. Factors in favour of withholding the information:

Disclosure of the information requested, outside any legal proceedings, would adversely affect the ability of the suspect to receive a fair trial. Information that is likely to be relied upon as evidence should not be disclosed to the world at large under the freedom of information legislation as a defendant in legal proceedings could seek to have those proceedings stayed under the abuse of process argument on the basis that it would be impossible for them to have a fair trial with the evidence already being in the public domain.

There is a strong public interest in withholding information that would compromise our ability to take enforcement action. Releasing the information at this stage may attract unwarranted scrutiny, which would impede our ability to take enforcement action effectively, without improper outside influence.

The withheld information is not already public. Where an investigation reveals that there have been breaches in statute or regulations, there is a public interest in bringing a prosecution and not disclosing evidence into the public domain whilst criminal proceedings are ongoing, as this could prejudice the course of justice.

Information which is collected for the sole purpose of an investigation by a regulator should not be made available to the world at large where there is a process for disclosure of information by way of the court proceedings. Placing this information in the public domain outside the legal process is likely to be unfair and undermine any proceedings.

As indicated, upon assessing the factors in the public interest test, we have assessed that in relation to the exception relating to an adverse effect on the course of justice, we find that the factors in favour of withholding information outweigh the public interest factors in disclosing information.

Appendix 3b

E&B National and Environment Management - Manure management

1 Income streams: in order to get some idea of what enforcement could be reasonably expected with the income received please provide:

- Income from IPU permits: initial and annual.

In the case of intensive pig and poultry farms (IPU's as you have referred to them) the income is primarily derived from operator application fees and annual subsistence charges for their Environmental Permitting Regulations (EPR) permit. These have been set and agreed with HM Government. The application fee for an intensive farming permit is currently set at a minimum of £8,020 (there are additional charges for site specific assessments). The annual subsistence fee is currently £2386, or £1444 for a farm that's a member of the Environment Agency's Pig and Poultry Assurance Scheme. The application fee pays for our National Permitting Service to process and assess an application prior to issue and the subsistence fee pays for the subsequent regulation.

- Best estimate on what the EA spend on processing, regulating and enforcing IPU permits to protect the environment.

The subsistence fee is allocated to cover both support (business planning, health and safety, legal services etc.) and direct services. Support services provide benefits to our entire organisation and therefore all funding streams contribute. In the case of the West Midlands area team, they receive c.£150k per annum from this income for direct regulation of the EPR pig and poultry sector. However, more recently we have successfully made bids to Government for additional funding to support agricultural work because the impacts of the sector are significant. The West Midlands has been recognised as a priority area and part of this Defra allocation, approx. £20,000 is being used to fund 0.6 FTE, to investigate the life cycle of poultry manure from farms on the Wye, from auditing the farm of production to the place of spreading/disposal. This funding began last year and will be in place for the next 3 years.

2 Manure management

- How much manure plus litter is generated by this sector?

We are working on trying to establish this at the moment but do not have an accurate figure at present

- Are manure management plans regularly checked? Yes
- What EA activity is there to ensure manure is safely managed to stop run off into watercourses?

Checks on manure application records to ensure applications of manures are in line with regulations and do not pose a risk of pollution

- Are the records of movements of manure off site ever checked? If so, how many such checks have been made in the last reporting period. Yes

3 Best available technology: this is a rapidly moving field

- What activity is there to improve standards and to ensure plant remains in adequate working condition once the initial permit has been granted?

For permitted farms, one of the permit condition requirements is to have an environmental management system. This oversees the management of the farm and includes the requirement to have an inspection and maintenance schedule. All structures and plant on the site must be checked at least annually and many operators will check plant more frequently than this as part of day to day operations. The inspection and maintenance schedule and the state of maintenance on the farm is checked as part of a compliance inspection.

- Do plants have to upgrade periodically or can they stick with the BAT set up granted when their permit was first approved indefinitely?

A farm must meet BAT, as set out in the latest BAT conclusions. BAT conclusions are periodically updated and when this happens sites are required to check that they meet any new standards. The BAT conclusions for the intensive rearing of poultry or pigs were issued in February 2017. New farms then had to meet these BAT standards; existing farms had 4 years to ensure new standards were met. The Environment Agency carried out a permit review and varied all permits that needed to be updated to incorporate the new requirements. Now that we have left the EU the way that BAT is derived and implemented is being considered and developed.

- Are there –say – 10 year reviews to check if set ups are fit for purpose with regard to BAT? If so, do they have regulatory force?

Under the EU there was a requirement to carry out a permit review within 4 years of the publication of any BAT conclusions. The process for carrying out a review now that we have left the EU is being considered.

- What does the EA do to ensure that its permitted plants are reaching current BAT? Or is the situation that the EA do not actively move operators towards current BAT and that the main driver for improvement is the need to apply for planning application for major changes?

Working closely together, the Environment Agency, Scottish Environment Protection Agency, Natural Resources Wales and the Northern Ireland Environment Agency carried out an assessment of the BAT conclusions after their publication in 2017 and produced an Interpretation document. This describes how each BAT conclusion is already being met or what farmers need to do to meet each BAT conclusion. Using this Interpretation document we then carried out the permit review to ensure farms are meeting current BAT. Compliance with BAT is also assessed during farm inspections.

- Modern in shed monitoring is now extremely sophisticated (e.g. dust, moisture, position of flock and more). What plans are there to include requirements for the following in permits going forward:-
 - better abatements of emissions to air and watercourses. This will be site specific and will depend on the sensitivity of the local environment. Any abatement requirements will be determined during the permit application process.
 - requirement to monitor and report measurements of material leaving the sheds, principally air borne and manure. The requirement to monitor emissions is site specific and will be determined during the permit application process.

4 Public information

The public now expect to be able to access a lot of information on line - company accounts, permits, performance data in annual reports and so on

- What information can the public access with regard to the performance of this extremely large industry, either from the operators or from yourselves? As you may be aware, some company accounts will be available online, but only if they are a limited company - [Companies House - GOV.UK \(www.gov.uk\)](http://Companies House - GOV.UK (www.gov.uk)). The public can request permitting and compliance information for permitted sites through the Environment Agency Public Register - [Public registers \(data.gov.uk\)](http://Public registers (data.gov.uk)).
- What data on this industry does the EA report each year and where can it be found? Permitted installations are required to report emissions of substances through an annual Pollution Inventory (PI) return. Permitted poultry farms report emissions of ammonia, methane, nitrogen oxides, PM10 and waste, where the quantity exceeds a threshold. This PI data can be found here - Pollution Inventory - data.gov.uk

5 Monitoring and enforcement

The links between ILUs and water pollution are now established beyond reasonable doubt. In the light of this are there:

- Any plans to move to cumulative impact assessment before granting further permits? For the purposes of a permit assessment/determination the Environment Agency carries out in-combination Habitats Regulations Assessment for ammonia where a proposed permitted site

lies within 5km of a designated European site. This process includes consultation with Natural England/Natural Resources Wales where required. This assessment is limited to the impact of ammonia emissions to air. This is due to the scope of the permitting regime – the site boundary for permitted pig and poultry farms typically includes the livestock housing, any yard areas and associated infrastructure but does not routinely include adjacent land. Therefore, the spreading of manures and slurry to land (and the associated potential for water quality impacts) is not covered by permitting and instead this is regulated through other existing regulations (NVZ Regulations and Farming Rules for Water).

- Any plans to reduce permit threshold below 40, 000 birds. The EU has recently issued [proposals](#) to update the Industrial Emissions Directive. These proposals include revising the livestock thresholds. Any changes in the livestock thresholds in England would be decided by Defra.
- Any plans to mandate monitoring and reporting of key emissions, notably particulates and ammonia, in future applications. There are no plans to introduce this across the sector at the moment. Some farms do have monitoring and reporting requirements, e.g. for ammonia, due to the location of the farm in relation to sensitive sites.
- How many enforcement officers does the EA currently have in our region? And how high a priority for this team is [reducing](#) manure run off to watercourses?

6 Complaints

- How many complaints from the public are there per year with regard to manure management and storage in general?
- What EA response standards are in place relating to public incident reports relating to manure – manure piles near streams/uncovered? Eg do the EA promise a response in 10 working days
- What is the threshold for actioning a complaint? If this is not reached is the complainant told there will be no action?
- What information goes back to complainants about response to their complaints?

Please use the following email address for any future correspondence.

Email: Enquiries_Westmids@environment-agency.gov.uk

You may wish to look at <http://data.gov.uk> to see what other Environment Agency data is available for you online.

Please get in touch if you have any further queries or contact us within two months if you'd like us to review the information we have sent.

Regards.



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Frequently asked questions

Broiler farms and environmental permits

March 2022

Please see below some frequently asked questions previously received in relation to permit applications for broiler farms and our responses, which you may find useful.

What is an Environmental Permit?

Certain activities, that could be harmful to the environment, need an environmental permit to operate. A permit gives the holder permission to carry out certain types of activities at a specific location. It sets conditions which will protect the environment and people's health. If we grant a permit we carry out periodic audits and inspections to check compliance with the permit. We review permit conditions and can change them at any time. We take enforcement action if the permit holder breaks the conditions of their permit.

Is an Environmental Permit the same as planning permission?

Our decision whether to grant an environmental permit is completely separate from the planning process. Planning permission allows a new site to be built. The planning process determines whether the development is an acceptable use of land and considers a broad range of matters such as visual impact, traffic and access, which do not form part of our decision-making process. An environmental permit allows the site to operate once it has been built and regulates emissions from the ongoing activities. A new development will need to have both planning permission and an environmental permit before it can operate. We will only issue a permit if we believe the facility will be designed, constructed and operated in a manner that will not cause significant pollution of the environment or harm to human health.

I have heard that broiler farms can cause problems with flies.

Chickens are on site for approximately 40 days. The permits we issue contain conditions to ensure such a farm is kept as clean and dry as possible through appropriate management practices. Due to the short length of the growing cycle and the way a broiler farm is managed, we would not expect to see an issue with flies. Once the birds have left a farm, all the litter is removed and the sheds are thoroughly cleaned.

In the unlikely event of flies causing annoyance, we will ensure the operator reviews any relevant management practices. In line with permit conditions, they would then submit to us for approval a pest management plan to be implemented on site.

The local council would be the regulating authority if a problem of flies from manure heaps or spreading arose.

What about odour and noise?

The permit would contain conditions that we enforce, ensuring that odour and noise pollution from a broiler farm is kept to a minimum.

Modern broiler farms have to be built using the best available techniques and managed to minimise odour and noise. As a regulator, we ensure that any permit holder complies with permit conditions to keep emissions from such a farm, including odour and noise, to a minimum. We will assess any information submitted with applications and ensure that the odour and noise management and control measures are satisfactory for any proposed farm. In some cases, we may require more information to satisfy our requirements, and we would request this from the applicant through a Schedule 5 Notice before making a decision on whether or not to grant a permit.

At certain times of the process, such as cleaning out, it is possible that some odour will be generated. We would require that a broiler farm takes action in accordance with the management and control measures, to reduce these odours as far as possible.

Some noise can be generated by vehicle movements and the operation of ventilation fans on site. Again, we would require that a broiler farm took action to adhere to noise management conditions to reduce the noise generated from site, as far as possible. These actions would need to be appropriate during the day and at night. However, vehicle movement to and from a site is not regulated by us. This would be taken into consideration by the local council whilst determining the planning application.

We would not issue a permit if we considered odour and noise would be at levels that would cause significant pollution off site

However, we do have experience of broiler farms causing issues with odour and noise when the operator is not taking all appropriate measures. If a broiler farm did cause what we perceive to be odour or noise pollution in the local community, we would ensure the operator investigates alternative control measures and carries out necessary actions to prevent future occurrences.

The permit does not cover any pre-operational activities such as noise or odour from construction.

Details of all documentation submitted with permit applications can be viewed electronically and in hard copy. Details of how and where you can view these documents are set out below.

What about pollution to ground water?

It is an environmental offence to cause pollution to ground or surface waters. Environmental Permits have specific conditions to further enforce against polluting emissions to water or land.

What about waste from the site?

All waste produced from the broiler farm will be regulated by the sites Environmental Permit. The permit contains specific conditions requiring the efficient use of raw materials and minimisation of waste produced by the activities on site.

Do broiler farms spread and store manure on the fields?

Where a broiler farm sends used litter off site, records must be kept showing who has taken the manure and what quantities have been taken. The permit requires that each recipient of the manure agrees to spread the manure in accordance with the Code of Good Agricultural Practice. All amenity issues for spreading or storage of waste off site would be dealt with by the local council.

Although an environmental permit will not regulate the spreading or storing of manure on fields outside of the permitted area, we would expect all manure spreading to be done in accordance with the Code of Good Agricultural Practice and also in compliance with the Nitrate Vulnerable Zone regulations.

Further information on manure spreading and storing can be found here

<https://www.gov.uk/guidance/storing-organic-manures-in-nitrate-vulnerable-zones>

What about bioaerosols?

As part of our determination of the permit application we consult Public Health England and the local Director of Public Health to ensure that there will be no harm to human health as a result of any proposed activity. Their response would be taken into consideration when making our final decision on whether or not to grant a permit.

What about emissions from the biomass boilers?

If biomass boilers are used on site to heat poultry sheds, the fuel burnt would be clean/virgin wood. We would assess the potential impact of exhaust emissions (PM10s and NOX) on human health and the environment as part of our determination of the permit.

We must decide whether to grant or refuse an environmental permit under the Environmental Permitting (England and Wales) Regulations 2010. We will only grant a permit if the operator applying has shown that the proposed facility meets the requirements of UK and European laws in how it will be designed and run. We will not grant a permit if we believe it is likely to cause significant pollution to the environment or harm people's health.

Do these sites produce much dust?

The use of Best Available Techniques and good practice will ensure dust is kept to a minimum. Emissions of dust would be regulated by us, through the permit. In the event of dust causing pollution, we would require the operator to undertake a review of a site's activities, produce a management plan to be agreed with us and carry out necessary actions to prevent future occurrences.

Is lighting considered as part of the permit?

Lighting is not considered as part of the environmental permit other than with regards to energy use and efficiency.

What about proximity to local residents?

Our guidance states that if there are sensitive receptors within 400 metres of a site then we would expect the operator to have robust Management Plans for odour and noise.

Animal Welfare

Animal welfare is not dealt with by Environmental Permitting Regulations. The operator must comply with appropriate animal welfare standards in its design and operation of a site.

What happens if there are problems with a site?

If a site does not adhere to the management and control measures in place, such as those relating to odour, dust and noise or does not comply with the permit, we will investigate. We will work with the operator to ensure compliance with the permit requirements. In the event of any breaches, we may take action in line with our published Enforcement and Sanctions guidance.

Any incidents or complaints about a site can be made to us on our 24/7 incident hotline 0800 807060.

How you can contribute to us making the best decision

Once we have accepted an application, we put it on our public register, which is held in our local offices and the offices of the relevant council. We will always consult on applications for new bespoke permits and invite people and organisations to comment.

Where can I get further information from?

You can find information about Environmental Permits at

<https://www.gov.uk/topic/environmental-management/environmental-permits>

For further information on our intensive farming guidance please visit our website at

<https://www.gov.uk/guidance/intensive-farming-risk-assessment-for-your-environmental-permit>

Appendix 5

Response data collated from emails sent to the council in relation to public opinion on IPUs and their impact on the county.

Total true responses = 64

The following is a number and % breakdown of the complaints

29	(45%)	smell nuisance
11	(17%)	dust nuisance
17	(27%)	animal welfare
34	(53%)	river water quality and habitat destruction
12	(19%)	traffic
2	(3%)	smoke nuisance
6	(9%)	noise nuisance
2	(3%)	cleaning chemicals
1	(2%)	fly nuisance
1	(2%)	risk of zoonotic infection
7	(11%)	antimicrobial resistance
8	(13%)	Avian influenza

The following is a number and % breakdown of the alleged impact to human health:

9	(14%)	Asthma, COPD or lung dysfunction
14	(22%)	Mental wellbeing
5	(8%)	Infection from bathing or swimming in the Wye
2	(3%)	Stress caused by intimidation from farming community / neighbours

The following is a number and % breakdown of positive comments:

2	(3%)	Creates employment opportunities in the county
2	(3%)	Reduces the need/dependency on imported food

Appendix 5b

Emails received to residentfeedback@herefordshire.gov.uk

17.02 – 18.04

The following is small sample of quotes taken from resident feedback in relation to intensive poultry farming in the county. It has been broken down into recurring themes.

Smell nuisance

“Early evening a disgusting smell emanates from the unit. This is particularly bad in the summer and lingers on for a few hours. It is impossible to enjoy our garden as we would like, and we must keep our windows closed so the stench does not enter our home. On several occasions the stench has been so intense that I have complained to Environmental Health. It smelt like rotting meat, chicken waste and ammonia. I regularly have headaches and have difficulty sleeping because of the lack of fresh air.”

“I previously lived in Herefordshire for almost 6 years ... The foul stench when the wind was blowing in the direction of our house, or indeed whenever out for a walk or bike ride was intolerable. It made me feel sick to my stomach and basically it was severely unpleasant going outside some days.”

“We live near a chicken farm and honestly if I'd known about the horrific stench this farm lets off frequently, I'd never have bought a house near it. The smell is overpowering and seeps through any gap... I can't put washing out as the smell clings to the clean washing! When the smell drifts over we can't sit outside...we can't have windows open... it's truly vile.”

Dust nuisance

“It is not possible to go anywhere close to the units because the smell and dust are intolerable. In general, I and other neighbours avoid walking near any of the poultry units. Ammonia from the poultry units has caused severe damage to the band of ancient oaks in the adjoining woodland. This area is now dominated by holly (which can withstand the pollution) and is often covered in poultry dust.”

Animal welfare

“I am vehemently opposed to these mass types of factory units. They are not farms, they are industrial, vile, cruel machines... They are nothing less than a prison for millions of sentient beings who never get to move around or see the light of day. In comparison, I have lived and kept my horses on smallholdings where free range chickens live and the difference is incomparable. I got to know of birds who were sociable and affectionate, constantly moving around and reaping benefits in terms of aiding with composting of horse manure piles, and gardens.”

“My husband and I cannot bear the fact that these chickens are kept and treated in such terrible conditions, it's absolutely inhumane and we should not allow it to happen. This affects me particularly deeply and I have to battle the depression which it causes. When I see or follow the awful trucks carrying so many chickens it causes crying and nausea. For me personally the emotional aspect is very hard to deal with and affects my mental health.”

“The horrors of the life and death of intensively reared chickens – the hormone-induced unhealthy body structure, the confinement, the lack of opportunity for normal social behaviour, and the vileness of the production line at Avara – make me miserable. On lovely sunny days, my enjoyment of our glorious countryside is often spoiled as I recall the dark secret hidden away of the chickens deprived of their right to a normal life.”

River water quality and habitat destruction

"I have been a fisherman on the river wye for 35years. The river used to be clean and full of ranunculus weed, the insects would fill the air all summer, the fish thrived and so did the swans and kingfishers. The last 5 years and in particular the last 3 years I effectively look at a dead river in the summer. The weed gone, the fly hatches tiny and the kingfishers few and far between. The river runs green because of the chicken excrement that runs into the river and its tributaries. I no longer stand in the river without waders, the stones are covered in a brown algae (contributed to by sewage works) smothering the eggs of fish. The cormorants and goosander flocks plunder the small fish that managed to make it, as they have no weed to hide and feed in. It's no exaggeration to say the river is dying in front of my eyes, as proven through tests and via legal cases and admittance by huge producers of chickens."

Traffic

"The traffic on the lanes around our home have become increasing dangerous to the point my son is too scared to walk down some of them because of the fear of meeting one of the huge vehicles that go back and forth from these IPUs. We have had to climb into the hedge on many occasions so they can pass us because the lanes simply are not wide enough for these huge trucks and tractors. These vehicles show no regard for the residents and while having a new water main put into our property I witnessed one of them drive straight through the road closed sign smashing all the protection to our new water pipe and all of the cones and barriers. I reported this and put them back out across the road only to find an hour later another one of the lorries going to the IPU had done exactly the same with no regard to the damage to our property. The large artic trucks going to the IPU near us have hit down stone walls of residents and create so much dust when they fly around the lanes that we cannot even go out in our garden, especially with the respiratory problems my son has.

"The lorries from the existing IPU unit located near us had stipulations in the planning application that they must not operate during unsocial hours. This is not enforced and my worry is that the already noisy disturbances in the early hours of the morning will increase even more. We are subject to being woken up by trucks going to the IPU at 3am, 4am, 5am, and 6am. How can this be allowed? It wakes our entire family up and then my son struggles at school because he is being woken throughout the night by artic trucks."

Smoke nuisance

"We moved to this area to enjoy clean air free from pollution but instead our senses are assaulted on a regular basis from the noxious fumes emitted from the IPUs in our area."

Noise nuisance

"There is frequent noise from the nearby development, which goes on for days at a time and can be heard from long distances. The sound echoes over the hill and can be heard along surrounding stretches. The noises include the delivery of feed, which goes on for hours at a time, the cleaning out of the buildings entailing the use of pressure washers and vehicles with reversing beepers. There is a constant sense of living next to a busy factory. One of the biggest disturbances is from the moving around and preparation of timber for the biomass boilers."

Cleaning chemicals

"There is also the pollution of the soil, air and water – not just phosphates, nitrates and ammonia but also whatever other chemicals are used to clean the sheds. We believe this has killed our rivers and ruined our soils but it is likely that it has also killed trees, hedges, wildlife and so must have an impact on our health."

Fly nuisance

"This dumping of untreated chicken waste is done on a regular basis by farmers in the locality. The sewage is then spread on the fields before the planting of a crop such as potatoes, and the smell

doesn't disappear for weeks. Flies are attracted to the waste matter, and appear on our windows in hundreds, making it again very difficult to have windows open."

"Mounds of chicken manure are piled in the field next to our home ready for spreading. Sometimes this will stay in situ for weeks, festering an ever-increasing miasma of ammonia and we have deepening concerns of risk to health, particularly respiratory, I am 70 and my wife is 77. When it rains, a brown liquid seeps from the mound and finds its way into the nearby waterway which would inevitably contaminate not just the surrounding area but eventually the Wye River. Flies breed and proliferate in such numbers that thousands will amass on the west wall and windows of our house, particularly at sunset."

Risk of zoonotic infection

"Because of the industrialization of agriculture and animal production, a growing number of residents in livestock-dense areas do not have a farming background. This population may be more susceptible to farm-related illnesses, especially to livestock-related zoonotic infections, as they have no or limited immunity to specific zoonotic pathogens."

Antimicrobial resistance

"It is concerning that it is understood that the poultry are routinely dosed with antibiotics at a time when resistance to antibiotics is becoming an ever-greater issue."

"Another concern is the routine use of antibiotics in factory farming. As far as I'm aware, there is no research on the levels of antibiotics in the manure, in the land on which it is spread, or the crops grown on that land."

"We are concerned that the genetic modification used to maximise profits means they are growing huge, heavy upper bodies very quickly and are likely suffering from severe health problems, including heart failure and difficulty breathing in the hot, acrid environment. We are also upset to know that these birds are gassed or face a throat-cutting machine before being plunged into scalding-hot water."

Avian influenza

"There is the existential threat of a bird flu outbreak which could cross the species barrier, the ever-present danger of respiratory problems resulting. With such unhealthy intensive farming of poultry and the release of dangerous particulates in the air it will be just a matter of time before a serious outbreak occurs."

Alleged Impact to Human Health:

Asthma, COPD or lung dysfunction

"I suffer from asthma. I have found a significant link between the smell of poultry manure in the air and an aggravation in breathing difficulty. I believe this is due to the spreading of the manure, and from the units themselves. When "the smell" is in the air, I experience an immediate tightening in my chest, significant enough to need at least one and sometimes two doses of inhaler."

"After making representation about the planning application for chicken sheds at a local farm in 2017 I have certainly noticed that my asthma and general lung health has not been as good as I had been used to before the sheds were installed. We had been promised that advance warning would be sent to residents when the sheds were cleared out, but this has not happened at all which is disappointing. When the sheds are cleared out the smell is absolutely dreadful and in the summer months prevents me being able to garden or relax in my garden for the period affected... As a lifelong and full time asthmatic I have been similarly concerned about the impact it is having on my health and this in turn has impacted my mental health and ability to enjoy being outside - no warnings are given as to when it can happen."

Mental wellbeing

“The impact on my (and I suspect many other Herefordshire residents’) mental wellbeing is being significantly affected by the impact of the poultry farms on the environment. The benefits of exercise and of enjoying the natural beauty of the county are all compromised if we cannot breathe, swim in or enjoy the landscape and river without seeing the evidence of the seemingly unstoppable air, land and water pollution the poultry industry is causing. I don’t think the widespread despair this is causing in the people of Herefordshire can be underestimated.”

“Last summer I was shocked at the zero visibility in the River Wye, all I could see was cloudy green, at best to the tips of my fingers. I come from a rowing background and remember rowing as far as Belmont Golf Club and sitting watching the fish as we turned the boats. We only had a mile stretch of water during the summer due to the river height and the amount of weed on the riverbed. I can’t say whether the weeds still grow as I can’t see the river bed these days.

My health hasn’t been impacted but my wellbeing has, it’s devastating to see what has happened to the River Wye and hopefully there will be a speedy reversal of whatever has caused this travesty.”

Infection from bathing or swimming in the Wye

“Not only have I witnessed first-hand the pollution that intensive poultry is having on river and wildlife, I taste it, I feel it on my skin. My eyes and skin burn, my throat is sore. I choose to swim in the sections where the poultry farms are, as I monitor the wildlife above and below water and also note what’s going on in the riverbed. I see the riverbed dying, the swans starving, the salmon and eels decline rapidly, the protected water-crowfoot plant disappear.”

“I have kayaked on the Wye since 1970 when I started as a youth canoe slalom paddler... Paddling on rapids means you have water splashing in your face all the time, so some must get ingested. I have often got a bad stomach and take a tablet every day for a stomach ulcer. I have no evidence this is from river pollution.”

“I am very anxious about the pollution to our watercourses caused by run-off from fields dressed with chicken manure. The eutrophication is having a very serious impact on former site of special scientific interest habitats and the wider environment.

I used to get a great deal of enjoyment from wild swimming in safe areas of our large rivers. Due to the pollution, it is no longer safe, so I have lost that connection with nature and the health and welfare benefits conferred.”

Stress caused by intimidation from farming community / neighbours

“Our mental health has taken a battering over the course of fighting the planning application of a local farm IPU expansion. Not only do we have to constantly spend hours writing essays about why no more IPUs should be allowed, because of the overwhelming evidence against them, but we have to try to run a family and work in highly stressful jobs. We have also had to deal with abuse from the friends and colleagues of the applicants of these IPUs, making us anxious to leave our home at times, to the point we feel like we should sell our home and move because of the distress it has caused. We are made to feel intimidated and unwelcome by those who support these units in the countryside of Herefordshire. Surely you as a council should be encouraging young families to move to the area not away!”

Creates employment opportunities in the county

“Having poultry in the country creates a lot of jobs and employment which attracts people to them and welfare issues better directed at improving sewage works as I believe dumped raw sewage straight into rivers is a greater problem than poultry.”

“I have a young family and I want them to have the opportunity of working locally and not having to move away to find jobs, as I don’t want our beautiful county to become a retirement county, I want us to be an all-inclusive county for all ages and in order to do that we need industries that employ, such as the poultry industry, which require people to look after the animals, cleaning or processing the birds in our local factory. To me I love the fact Herefordshire can be a diverse county and we need the poultry industry to enable us to sustain this and offer local jobs.”

Reduces the need/dependency on imported food

“Having locally grown, environmentally friendly poultry grown to high welfare standards has got to be more beneficial than imported food, better to the environment and everyone’s health and wellbeing. Living in the countryside it gives me great comfort that the food I eat is locally produced and that local people can get work on their doorstep.”

“I love the fact that we can produce good quality locally where we know the welfare standards are of high quality. When I am out shopping, I take pride in the fact I can pick up local produce and it is good. I want my family and locals to have the choice of working locally if that is what they want.”



POSITION STATEMENT (DECEMBER 2006)

INTENSIVE FARMING

Introduction

The Health Protection Agency (the Agency) supports Primary Care Trusts (PCTs) and Local Health Boards (LHBs) in their role as 'Statutory Consultees' for the Pollution Prevention Control (PPC) regime. Statutory Consultees are considered to have special knowledge or expertise. Guidance on PPC is available at: <http://www.hpa.org.uk/hpa/chemicals/IPPC.htm>

Intensive Farming is subject to regulation under PPC Sector 6.02. These installations are likely to be of a low public health impact. While a large number of applications (over 1000) are expected, the information on which to base a health response will be extremely limited as this sector does not have a history of similar environmental regulation. Furthermore, the Regulator will be adopting a streamlined approach with this sector and will not be requiring an extensive amount of information pre-permit issue. Moreover, if monitoring and detailed risk assessment is necessary this is likely to be undertaken after the statutory health response is required.

Consequently, the Agency's Chemicals Hazards and Poisons Division have produced this position statement on the public health consequences of these processes in order to help inform the debate. It is also worth acknowledging that most applications will relate to existing installations.

About the Sector

PPC applies to larger pig and poultry farms with capacity for more than:

- 750 sows
- 2,000 production pigs over 30 kg
- 40,000 poultry (includes chickens, layers, pullets, turkeys, ducks, guinea fowl and quail)

Pigs reared outdoors are excluded from PPC, but free-range poultry (egg-laying and chickens reared for meat) are included. A permit to operate will cover all aspects of farm management, from feed delivery to manure management. Animal welfare is not covered by PPC.

The Environment Agency has produced a general guidance document for this sector¹ along with separate guidance for odour² and noise³.

1 Integrated Pollution Prevention and Control (IPPC): Intensive Farming How to comply Guidance for intensive pig and poultry farmers April 2006. Available at:

http://www.environment-agency.gov.uk/commonddata/acrobat/ippc_comply_0406_1397535.pdf

2 Odour Management at Intensive Livestock Installations. Available at:

http://www.environment-agency.gov.uk/commonddata/manguuidance_1056765.pdf

3 Noise Management at Intensive Livestock Installations. Available at: http://www.npauk.net/ds_portal/library/IPPC%20Noise%20Guidance.pdf#search='Noise%20Management%20at%20Intensive%20Livestock%20Installations

http://www.npauk.net/ds_portal/library/IPPC%20Noise%20Guidance.pdf#search='Noise%20Management%20at%20Intensive%20Livestock%20Installations

Pollution Potential

Pig and poultry installations may affect the environment through a number of ways including fugitive emissions to air, discharges to water, manure management and nuisance issues.

Fugitive Emissions to Air

Pig and poultry farms have the potential to release a number of pollutants to air but the Agency would expect operational and permit conditions to minimise fugitive emissions to air from the installation.

Ammonia

Ammonia may be emitted from livestock and from manure, litter and slurry and may potentially impact on local people or vegetation (permits may be refused if critical loads to the environment are exceeded). The health effects of exposure to ammonia at low levels include cough, phlegm, headaches, nausea, wheezing, breathing difficulties and asthma.

However, it is unlikely that ammonia emissions from a well-run and regulated farm will be sufficient to cause ill health. Levels of ammonia will decrease rapidly once diluted in ambient air and operational requirements should ensure that emissions are kept as low as is reasonably possible. Proper construction and operation of farm buildings, appropriate management of manure and slurry, and management of protein levels in feed/feeding cycles will all serve to minimise ammonia emissions. Furthermore, in exceptional circumstances ammonia scrubbers may be installed to reduce ammonia emission by dissolving the gas in water. All these measures will also reduce odour emissions from the unit.

The need for monitoring of ammonia will be decided by the Regulator depending on the distance to sensitive receptors, complaint history and level of emissions. This will be decided on a case-by-case basis and any existing monitoring data should be included in the application.

Bioaerosols

Bioaerosols are airborne particles that contain living organisms, fragments, toxins, and waste products. Possible health effects include exposure to infectious diseases, allergic reactions, respiratory symptoms and lung function impairment⁴.

Clearly, intensive farming has the potential to generate bioaerosols. Recent research in the United States found that those living up to 150 metres downwind of an intensive swine farming installation could be exposed to multi-drug resistant organisms⁵. However, current information is limited and the potential public health issues arising from bioaerosols from intensive farming need further evaluation. Such information is necessary when the Regulator has to make decisions such as the proximity of sensitive receptors to sites. It is likely that the dispersion of bioaerosols from intensive farming sites will be dependant on environmental circumstances such as local topography and prevailing weather conditions. Mitigation measures addressing occupational health of workers will also contribute to the protection of local communities.

4 Douwes, J. *et al* (2003) Review of Bioaerosol Health Effects and Exposure Assessment: Progress and

Prospects. *Ann. Occup. Hyg.*; 47(3), 187-200.

5 Gibbs S. G *et al* (2006) Isolation of Antibiotic-Resistant Bacteria from the Air Plume Downwind of a Swine

Confined or Concentrated Feeding Operation. *Environmental Health Perspectives*; 14(7), 1032-1037.

Given the very limited direct evidence of bioaerosol emissions from intensive farming we have considered information on bioaerosol generation from large scale composting facilities. Composting sites are known to produce considerable quantities of bioaerosols and when permitting these industries the Regulator has prescribed a minimum distance of 250 metres from local communities⁶. Exceptions to this 'limit' are allowed if effective mitigation techniques are employed. This limit is based on published studies which indicate that bioaerosols are generally reduced to background levels within 250 metres of the facility, although it is accepted that under certain circumstances, such as stable atmospheric conditions, bioaerosol concentrations may occasionally not be reduced to background levels within 250 metres. We anticipate that further information on the potential of intensive farming industries to generate bioaerosols will become available over the next few years and we would expect this information to be incorporated into future reviews of PPC permits.

Particulate Matter

The potential for particles to cause health effects is related to their size. Dust emitted from intensive farming may include fine particles with an aerodynamic diameter of less than or equal to 10 µm (termed PM10). This size fraction of inhaled particles may penetrate the respiratory system beyond the larynx. Agriculture in the UK may be a significant source of PM10 with an estimated national contribution ranging between five to fifteen percent^{7,8,9}, with poultry houses responsible for some five percent of UK emissions. Both long and short-term exposure to ambient levels of particles (including PM10) are associated with respiratory and cardiovascular illness and mortality¹⁰. People with pre-existing lung and heart disease, the elderly and children are particularly sensitive to particulate air pollution. For the most part, people will not notice any serious or lasting ill health effects from levels of particles commonly experienced in the UK.

Sources of PM10 within the intensive farming industry may include feed delivery, storage and transport, dusty wastes and vehicle movements. It is possible that large farms may make a substantial contribution to local PM10 levels but in such circumstances we would expect Local Authorities to consider farms within their local air quality review and assessment.

The Agency would expect that the use of Best Available Techniques (BAT) will minimise the amount of dust released. On-site mitigation measures addressing occupational health of workers will also reduce off site emissions. It is recommended that the Regulator act on any dust complaints and, if necessary, seek advice on the risk to health from the local PCT.

6 The Composting Association and Health and Safety Laboratory (2003) Research Report 130 - Occupational and environmental exposure to bioaerosols from composts and potential health effects – A critical review of published data. Report produced for the Health and Safety Executive.

7 Atmospheric emissions of particulates from agriculture: a scoping study, MAFF research report, WA 0802, 2000.

8 Takain H. *et al* (1998) Concentrations and Emissions of Airborne Dust in Livestock Buildings in Northern Europe. *J. Agric. Eng. Res*; 70, 59-77.

9 The Air Quality Strategy for England, Scotland, Wales and Northern Ireland. A consultation document on options for further improvements in air quality, April 2006.

10 COMEAP (1998). Quantification of the Effects of Air pollution on Health in the United Kingdom. Department of Health Committee on the Medical Effects of Air Pollutants. The Stationary Office, London.

We would expect further data on the impact of intensive farming industries on local air quality to become available over the next few years, particularly once these processes become regulated under PPC. Consequently we recommend that the Regulator will consider any new data in future reviews of PPC permits.

Emissions to Water

The potential impact to water should be low since emissions to ground or surface water should fully comply with the regulations and limits set out in Groundwater Regulations 1998 and the European Groundwater Directive (80/68/EEC). In addition to compliance with domestic regulations for surface and groundwater, the Regulator must ensure that any emissions to sewer from the installation are within consent limits.

Correct storage of liquid feeds, fuel oil, pesticides and veterinary medicines in secured and bunded areas will further reduce the potential for spillages and pollution of water courses. The Operator should also maintain records of any chemicals used. This should apply to the annual quantities used and the quantities stored at any given point in time.

Manure management

We would expect that the design, construction and management of manure and slurry storage will prevent or minimise emissions and that this will be controlled through standard permit conditions. As part of the permit, we understand that the applicant will be required to draw, maintain and review a manure management plan detailing what and where substances will be applied to land. Manure can contain a range of zoonotic pathogens and incorrect storage can encourage the development of large fly populations that can have nuisance or disease transmission potential.

Nuisance Issues

Intensive farming sites may occasionally present nuisance issues, such as odour, noise, vermin and insect infestation. The Regulator should ensure there is "no reasonable cause for annoyance" beyond the boundary of the site. Any substantiated complaints should be properly investigated and, if necessary, changes in operations may be required as part of a site's improvement plan.

The applicant may need to produce an odour management plan if there are local communities within 400 metres of the site boundary and/or if the installation has a history of substantiated odour-related complaints. This plan should be completed before permit issue and should detail the odour problems of the installation, the actions to be taken to resolve these issues and a suitable timescale for implementation. Furthermore, an odour impact assessment will be carried out if an impact assessment is required under planning or if the applicant has failed to control odour emissions and abatement is required.

Where necessary the applicant should produce a management plan for verifying and responding to complaints about odour and noise. Noise should be appropriately assessed by the Regulator and local authority, who are also statutory consultees to this application.

Conclusion

Intensive farms may cause pollution but provided they comply with modern regulatory requirements any pollutants to air, water and land are unlikely to cause serious or lasting ill health in local communities. The Agency, not least through its role in advising PCTs and

LHBs, will continue to work with Regulators to ensure that this sector does not contribute significantly to ill-health.

Appendix 7

Health, Care and Wellbeing Scrutiny Committee (formerly Adults and Wellbeing Scrutiny Committee)

The Impact of the Intensive Poultry Industry on Human Health and Wellbeing Task and Finish group – Scoping Document

Title of review	The Impact of the Intensive Poultry Industry on Human Health and Wellbeing
Scope	
Reason for review	To consider the potential health and wellbeing impacts on humans of the intensive poultry industry.
Links to the corporate plan	<p>The review contributes to the following ambitions contained in the Herefordshire County Plan 2020-2024:</p> <ul style="list-style-type: none"> • Strengthen communities to ensure everyone lives well and safely together
Summary of the review and terms of reference	<p>Summary:</p> <ul style="list-style-type: none"> • To review published literature to assess the strength of existing scientific evidence, the potential health impacts identified by this evidence and where such impacts might occur; and • To examine whether health data held by or available to Herefordshire Council and key health partners is sufficiently granular to allow for analysis and identification of identified potential impacts in Herefordshire. • To understand what work might be taking place nationally, or is planned, to gather data and examine health impacts. • To understand relevant health functions of the council and how such health powers could be utilised to address health impacts.
	<p>Terms of Reference:</p> <p>The review will:</p> <ul style="list-style-type: none"> • Receive and consider national and regional air and water pollution statistics as it relates to intensive poultry farming. • Receive available details on environmental impact of intensive poultry in Herefordshire, and consequent impact on human health. • Receive and consider pathways to improvement of intensive poultry farming methods to help mitigate health hazards. • Receive detail of any work that might be taking place or is planned nationally to consider risk and determine any health impacts. • Receive detail of relevant health powers of the council that could be utilised to address any risk or health impacts identified. <p>Membership: Cllrs Norman, Shaw, Summers and Marsh</p>

What will NOT be included	<ul style="list-style-type: none"> • Consideration of the impact of the consumption of intensively reared poultry and poultry products • Consideration of other impacts of intensive poultry units as these are outside the remit of the parent committee.
Potential outcomes	<ul style="list-style-type: none"> • An understanding of the current published evidence on the potential human health impacts of the industry; and • An understanding of the ability to identify such impacts in available data for Herefordshire. • Communication with government in respect of ongoing or planned studies in respect of health impacts. • An understanding of the health functions and powers of the Council in respect of the issue.
Key Questions	<p>To consider:</p> <ul style="list-style-type: none"> • What is known about the impacts of ammonia, nitrogen deposition, phosphates and particulate matter from intensive poultry on human health? • What is known about the consequent deterioration of rural health and living conditions? • What considerations of risk of avian influenza should form part of the review? • What national work is ongoing or planned? • What are the relevant health functions and powers of the council in respect of the issue?
Cabinet Member(s)	Cabinet member health and adult wellbeing
Key stakeholders / Consultees	<p>Internal – Public Health- Herefordshire council Environmental Health- Herefordshire council</p> <p>External Farmers Residents Employers/employees IPU Avara Cllr Peter Jinman Healthwatch</p>
Potential witnesses	As above
Research Required	<ul style="list-style-type: none"> • Emissions from intensive poultry and its effect on human health
Potential Visits	Avara Best Practice Farm
Publicity Requirements	Following the conclusion of the Task and Finish group, to report back to the Health, Care and Wellbeing Scrutiny Committee (formerly Adults and Wellbeing Scrutiny Committee).

Outline Timetable:	
<i>Activity</i>	<i>Timescale</i>
Approve scoping document, appoint chairperson and other members	Committee meeting 6 September 2021
<i>Suggested activity for the group, subject to approval at the first meeting</i>	

Meeting One – confirm terms of reference, programme of consultation/research/provisional witnesses/meeting dates	3 February 2022
Meeting Two – undertake and/or review progress on consultation / research / witness testimony/receive available data	24 February 2022
Meeting Three – undertake and/or review progress on consultation / research / witness testimony/receive available data	01 March 2022
Meeting Three – undertake and/or review progress on consultation / research / witness testimony/receive available data	21 March 2022
Meeting Three – undertake and/or review progress on consultation / research / witness testimony/receive available data	24 March 2022
Meeting Six – complete any outstanding consultation / research / witness sessions and frame recommendations to be reported back to committee/identify what gaps exist in available data	11 April 2022
Draft Report for review	14 April 2022
Finalise recommendations and report.	28 April 2022
Present final report to Care, Health and Wellbeing Scrutiny Committee	TBC
Outline Timetable: ORIGINAL	
<i>Activity</i>	<i>Timescale</i>
Approve scoping document, appoint chairperson and other members	Committee meeting 6 September 2021
<i>Suggested activity for the group, subject to approval at the first meeting</i>	
Meeting One – confirm terms of reference, programme of consultation/research/provisional witnesses/meeting dates	3 February 2022
Meeting Two – undertake and/or review progress on consultation / research / witness testimony/receive available data	24 February 2022
Meeting Three – complete any outstanding consultation / research / witness sessions and frame recommendations to be reported back to committee/identify what gaps exist in available data	01 March 2022
Draft Report for review	14 April 2022
Present final report to Adults and Wellbeing Scrutiny Committee	TBC

Members –	
Chair	Cllr Felicity Norman
Support Members	Cllr Trish Marsh, Cllr David Summers, and Cllr Nigel Shaw
Co-optees	None
Support Officers	Dr Frances Howie - Public Health Marc Willimont - Public Protection Joanna Morley - Democratic Services Simon Cann - Democratic Services



To Accept and Spend Any Approved Levelling Up Funding Allocated to Herefordshire

Decision maker: Cabinet

Decision date: Thursday 12 January 2023

Report by: Cabinet member environment and economy;

Classification

Open

Decision type

Key

This is a key decision because it is likely to result in the council incurring expenditure which is, or the making of savings which are, significant having regard to the council's budget for the service or function concerned. A threshold of £500,000 is regarded as significant.

This is a key decision because it is likely to be significant having regard to: the strategic nature of the decision; and / or whether the outcome will have an impact, for better or worse, on the amenity of the community or quality of service provided by the authority to a significant number of people living or working in the locality (two or more wards) affected.

Notice has been served in accordance with Part 3, Section 9 (Publicity in Connection with Key Decisions) of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

Wards affected

Ledbury North, Leominster East, Ross East Widemarsh, Central, Dinedor Hill, Saxton Gate

Purpose

To accept and approve the expenditure of any Levelling Up Funding allocated to Herefordshire Council's northern and southern constituency, and Hereford transport bids submitted to government in August 2022. To approve the creation of a development company to lead the development of the proposed Ross Enterprise Park site as well as exploring the feasibility of the development of employment land in the other market towns.

Further information on the subject of this report is available from
Roger Allonby, Nadine Kinsey, Tel: 01432 260330,

Recommendations

That:

- a) **To accept and approve expenditure related any Levelling Up Funding offered by government for a package of public realm improvements in Leominster and Ledbury town centres and enhancements to the Leominster Old Priory building;**
- b) **To accept and approve expenditure related any Levelling Up Funding offered by government for the development of the site infrastructure and development plots for the Ross Enterprise Park;**
- c) **To accept and approve expenditure related any Levelling Up Funding offered by government for a package of transport and active travel measures in and around Hereford city;**
- d) **To delegate to the Corporate Director for Economy and Environment, in consultation with the Cabinet Member for Environment and Economy, the Cabinet Member for Infrastructure and Highways, and the Section 151 Officer, all operational decisions in implementing the funding in accordance with the bids to government;**
- e) **Subject to government approval of the Levelling Up Funding, approve the creation of a new development company to lead the development of Ross Enterprise Park and the feasibility of developing employment land sites in the other market towns.**
- f) **To delegate to the Corporate Director for Economy and Environment, in consultation with the Cabinet Member for Environment and Economy and the Section 151 Officer, all operational decisions in relation to the creation of the proposed development company.**

Alternative options

1. Alternative Option 1 – to not accept any Levelling Up Funding offered by government in response to the council's northern and southern constituency bids and the Hereford transport proposals. Should the council choose not to accept any offered funding, we would be unable to deliver the proposed Ross Enterprise Park development, the proposed developments in Leominster and Ledbury, and the Hereford transport hub and active travel measures. The proposed projects were brought forward as priorities identified in the respective Market Town Investment Plans, and the transport review. The council would fail to deliver key projects in these plans if we do not secure the required grant support. This option is not recommended.

Key considerations

2. In April 2022 government launched the second round of the Levelling Up Fund for local authority led applications through a competitive process, identifying Herefordshire as a priority 1 area for funding consideration.
3. The number of bids that a local authority could submit was based on the number of MPs in their area. Local authorities could submit one bid of up to £20m for every MP whose constituency lies wholly within their boundary, plus one further transport focused bid. Accordingly Herefordshire submitted two constituency bids plus one transport focused bid. The related cabinet decision can be found here: [Decision - Levelling Up Fund Bid Submission to Government - Herefordshire Council](#)
4. The council submitted the bids to government at the start of August 2022, the deadline set by government. We are awaiting the outcome of the bids, government have indicated this will be

by end of January 2023. However, a requirement of the funding is that projects can commence in 2022/23. Therefore, this decision has been brought forward to seek approval to accept and spend any approved funds, so we can quickly commence delivery to meet this government requirement.

5. The following is a summary of the projects included in the bids.

North Herefordshire Constituency Bid

6. For the North Herefordshire constituency a package was submitted which includes the following projects:
 - A. Leominster Corn Square regeneration and Public Realm projects
 - B. Leominster Old Priory / Innovation Hub
 - C. Landscaping at Ledbury Master's House and St Katharine's car park
7. Project A comprises a public realm programme in Leominster town centre which will enhance the public realm proposals included in the High Streets Heritage Action Zone programme, focussing on Corn Square, Broad Street, West Street and South Street. The Leominster Market Town Investment Plan (MTIP) identifies significant tourism potential, building on its heritage, culture and independent retail. The MTIP identifies a need to significantly enhance the town centre's public realm and to provide space for events to realise this potential. The proposals will increase vitality and vibrancy within the town centre, by creating a more attractive pedestrian environment to increase dwell time and support the retail and leisure experience. The Corn Square component will enable a greater number and quality of events to be held, by providing utility infrastructure and enhanced public realm, attracting additional visitors into the town centre with associated spend. The project will enhance the environmental quality of the town centre, support footfall, and enable visitors to better appreciate the historic environment.
8. Project B will invest in optimising the use of the Grade II listed Old Priory, which has transferred in September 2022 from the council to Leominster Town Council via community asset transfer. Identified as a priority project in the Leominster MTIP, the proposals will refurbish and convert unused parts of the building, which are currently vacant due to their disrepair and unsuitability for use, delivering new flexible office floor space, to support local start-up and other small businesses by providing attractive, affordable office accommodation. The project will also deliver self-catered visitor accommodation, contributing to Leominster's attractiveness as a visitor destination, particularly supporting overnight stays and associated spend. These commercial activities will cross-subsidise the continued accommodation for important social infrastructure, including Leominster Food Bank and Leominster Meeting Centre.
9. Project C, identified as a priority project in the Ledbury MTIP in supporting the growth of tourism in the town, will deliver new public realm improvements adjacent to the Master's House in Ledbury town centre. This will redevelop part of St Katherine's Car Park to create pedestrianised public realm adjacent to the Grade II listed Master's House and to the rear of the Grade II listed St Katherine's Chapel, Hall and Stable and Grade II listed Barn south west of St Katherine's Chapel. The project will enhance the approved proposals, creating a larger area with utility infrastructure to support outdoor events and enhanced landscaping. This will support greater vibrancy and footfall in Ledbury town centre, attracting both local and tourist visitors, complementing previous investment in the Master's House and enhancing the viability of the town centre offer.
10. Should government approve the northern constituency bid the council will seek to procure in accordance with the Contract Procedure Rules the required technical teams to finalise designs and appoint contractors to undertake the works. For the Leominster and Ledbury Masters House and St Katharine's car park public realm schemes, the council is already leading

existing projects in both areas providing a basis to quickly extend activities to deliver greater added value through the Levelling Up Funds.

11. Following the community asset transfer of the Leominster Priory to Leominster Town Council, we will work in partnership with the Town Council to finalise designs and seek contractors to implement the project.

South Herefordshire Constituency Bid

12. For the Hereford and South Herefordshire constituency the council submitted a bid to enable the development of the Ross Enterprise Park and its transportation linkages to the rest of the town. This will be the first stage of the redevelopment of a strategically significant employment site for the county as a whole, creating much needed employment land to the south of the county. The Ross on Wye MTIP identified the lack of suitable employment land as a critical issue, with many businesses stating that they will need to leave the area in order to find the space required to expand. The Market Assessment and Market Testing report for the site completed in June 2022 states *'All existing information detailed above in the market assessment section along with Harris Lamb's knowledge and experience shows on a national, regional and local level demand is significantly outweighing supply for industrial/warehouse premises'*. The report also states *'There is clear demand for B1, B2 and B8 class development land in the sub-market of Herefordshire and specifically Ross-on-Wye'*.
13. The proposed project will enable the first phase of development of the Model Farm site.
14. The project will encompass the design and installation of infrastructure works to open up and create development ready employment land at Ross Enterprise Park and consists of the following components:
 - Creating a site access off the A40 together with required section 278 highways works
 - General site clearance including demolition of existing farm buildings
 - Groundworks to create development platforms, including necessary cut fill and compaction
 - Creating internal estate roads, cycleways, walkways to link plots together and to non vehicular routes offsite
 - Installing the appropriate level of utilities provision and communication networks
 - Installing a Sustainable Urban Drainage system that serves both development plots and highways and that enhances the existing on site natural attenuation
 - Soft and hard landscaping and ecology enhancement including the allocated 5ha buffer between existing residential and the new Enterprise Park
 - Wider active travel measures linking the Ross Enterprise Park site with existing active travel infrastructure and improved linkages to residential areas within the town.
15. Subject to the approval of government funding, the project will implement the existing planning approval for the site ([Planning Search – Herefordshire Council](#)). Given the very limited timescales to implement a project of this scale (to be completed by March 2025), the council will need to quickly establish the technical expertise required to finalise the design, procure and manage a contractor, and then to sell the development ready plots to businesses. Building on the success of the Hereford Enterprise Zone (HEZ) Ltd in delivering a similar project, it is intended that the same model be utilised for bringing forward the Ross Enterprise Park site.
16. The HEZ formed a public/ private board, which has a Managing Director with relevant expertise and independence from the council (in terms of leading engagement with the private sector), supported by a cross council team of people including Economic Development, Project Management Office, procurement and legal teams.

17. Therefore, this decision seeks cabinet approval to form a new development company based on the HEZ model (forming relevant Articles of Association), to openly recruit voluntary board members and a Chair with relevant industry and local knowledge. It is also intended that the council will utilise the expertise of the Board and the appointed team to lead feasibility work including delivery models for the development of much needed employment land in the other market towns.

Transport Bid

18. The transport proposal comprises three separate but linked projects that provide complementary support to encourage increased active travel use across Hereford.

The Hereford City part of the submission is a package of Transport and Active Travel measures in and around city. Twenty schemes have been considered and scrutinised to ensure they align to the bid criteria and are deliverable by March 2025.

The schemes identified align with the council's corporate plan ambitions and support the ambitions of the council in improving pedestrian and cycle movements across the city linking to public transport and rail.

19. The Transport Bid elements are:

Transport Hub

- Integrated modern public transport interchange linking cycling, walking, bus and rail transport. The Hub is designed to encourage modal shift away from being reliant on the car and provide an easy to use reliable link to alternative modes. Visitors to the city will be welcomed with clearly navigable public transport and active travel alternatives to the car.
- The multi transport hub will provide for all active travel including covered cycle facilities and lockers to encourage commuter cycle parking, taxi and car parking areas, bus stands and layovers, short term parking, welfare facilities and enhanced commuter parking.
- The Hub provides essential links through rail to the wider national network and with direct links to the city residential and industrial areas such as Rotherwas, with the improvements below, providing attractive alternatives to the car.

Active Travel Measures North of the River Wye

- LTN1/20 cycle scheme from Aylestone Hill, Commercial Street, Blueschool Street, Newmarket Street linking the North and West of the county to the Transport Hub and South of the river.
- Great Western Way improvements to comply to LTN 1/20 and linking to the A49 Designated Funds to improve access and breaching the A49 perceived barrier to walking and cycling.
- Supplementary funding to St Owen Street one-way cycle scheme providing access to the Town Centre and linking to Rotherwas.
- Safer Routes to School interventions.
- Introduction of 20mph speed limit in the city in areas appropriate for the restrictions; the measures will assist with the package in making the locality a street rather than a road for transport.

Active Travel Measures South of the River Wye

- Hereford Enterprise Zone Quiet Routes
 - Holme Lacy Cycleway
 - Safer Routes to School Initiatives
 - Introduction of 20mph speed limit in the city in areas appropriate for the restrictions; the measures will assist with the package in making the locality a street rather than a road for transport.
20. Subject to the approval of the funding, the council will appoint technical support to finalise the designs, seek any necessary approvals, and procure contractors in accordance with the Contract Procedure Rules.

Community impact

21. It is considered that securing up to £43.5m through the Levelling Up Fund would have a significant positive impact on the ability to deliver on the ambitions contained within the County Plan 2020 - 2024. Should the council be successful in securing funding towards all three bids submitted these will make a significant contribution to both the Environment and Economy ambitions within the County Plan. Specifically the Levelling Up Fund submissions will help the council meet the following success measures:
22. Environment:
- Work in partnership with others to reduce county carbon emissions
 - Improve the air quality within Herefordshire
 - Improve residents' access to green space in Herefordshire
23. Economy:
- Increase the average workplace earnings in Herefordshire
 - Grow jobs and keep unemployment rates low in all areas of the county
 - Increase the number of short distance trips being done by sustainable modes of travel – walking, cycling, public transport
 - Increase local wealth creation (measured by the Gross Value Added per head of population).
24. The provision of new employment land at Ross Enterprise Park will enable the facilitation of company growth by providing land and premises for expansion and relocation of businesses. This will bring benefit in terms of new employment opportunities, increased business investment, and the potential retention rather than loss of local companies.
25. The City Transport Package will provide safer alternative modes of travel to the car which will reduce the reliance on cars and the number of vehicles undertaking short journeys with the city limits. The alternative walking, cycling and public transport links will help provide safe reliable alternatives. This will also enhance the current environment for the residents, businesses and visitors to Hereford and help:
- Protect and enhance our environment and keep Herefordshire a great place to live.
 - Strengthen communities to ensure everyone lives well and safely together.
 - Support an economy which builds on the county's strengths and resources.

26. The public realm improvements to the town centres of Ledbury and Leominster are public interventions that will encourage investment by the private sector within these spaces. The enhanced public space will benefit the physical appearance of these towns and attract more visitors / footfall. Specific interventions such as the works in St Katherine's car park will provide facilities to host events that can further attract people and add to the vibrancy of the town centre. Similarly the works to the Priory building in Leominster will provide a hub for a number of community organisations and space to encourage new business starts and foster entrepreneurship.

Environmental Impact

27. The council provides and purchases a wide range of services for the people of Herefordshire. Together with partner organisations in the private, public and voluntary sectors we share a strong commitment to improving our environmental sustainability, achieving carbon neutrality and to protect and enhance Herefordshire's outstanding natural environment.
28. The government guidance on the programme states "Projects should be aligned to and support net zero goals, including those set out in the UK government's net zero strategy and sector-specific plans such as the Heat and Buildings Strategy where relevant."
29. In the case of the Ross Enterprise Park the development is being designed with environmental principles at its centre. The council aims to make the Ross Enterprise Park as sustainable as possible in line with our 'zero carbon and nature rich' ambitions. Specific plans include:
- Energy – Maximise energy efficiency by ensuring high energy standards (minimum EPC A) for all buildings on the park. Maximise generation and use of renewable energy on site, including ensuring that all initial infrastructure is future proofed. The park as a whole will aim to be net zero carbon;
 - Waste – Plan site wide solutions to minimise waste generation, maximise recycling, and minimise waste to landfill;
 - Water – Introduce measures to reduce consumption within buildings and to harvest rainwater to provide a source of non-potable water for use in buildings and on landscaping;
 - Transport - New cycleways and walkways will be a major feature of the on-site infrastructure, connecting into the new Active Travel Measure initiatives which will be designed to make access from the local housing estates straight forward for pedestrians and cyclists. We will establish a travel plan for the Ross Enterprise Park and require new investors to have their own. We will require electric vehicle charging for all developments at a density higher than currently required by planning regulations;
 - Environment/Landscaping - The landscape and infrastructure design will seek to ensure that the ecological interest and character of the area is safeguarded and enhanced, utilising and complementing the current ecological features such as water features, trees and hedgerows. In line with our council commitments, we will aim for 30% biodiversity net gain on the development.
 - Procurement – Through the setting of social value requirements within the tender specification we will encourage the sourcing of local, and sustainable, supply chains.

Provide procurement workshops to ensure that local suppliers have an understanding of the council's procurement requirements.

30. Our aims for the Ross Enterprise Park include efficient flow and people movement; low impact build, low carbon footprint built with sustainable materials; minimising need for artificial heating and ventilation; optimising layout and build orientation to maximise daylight for heat gain; looking to utilise Heat Pumps where possible; natural lighting strategies used wherever possible. The site design will also be expected to be future proofed to incorporate the provision of utility corridors, for example if a waste water recovery system or a district heat system were to be adopted in the future.
31. Additionally the development will take account of and respect the site's setting not only on the edge of the town but also in open countryside and will look wherever possible to retain appropriate features from within the site, for example hedgerows and watercourses. The intent is to achieve a 30% biodiversity net gain from the development as the site transitions from a range of agricultural uses to a managed employment site.
32. The North Herefordshire Market Towns projects will deliver the following environmental benefits:
 - Deliver biodiversity benefits through new tree and shrub planting as part of the public realm
 - Enhance the townscape quality of Ledbury and Leominster town centres, including enhancement to the setting of listed buildings;
 - Reuse historic building fabric at the Old Priory, delivering new workspace in an easily accessible town centre location and minimising embodied carbon compared with new build.
33. The transport bid will enable the development of a transport hub at the Hereford train station, establishing an interlink for people travelling into the county by train and onward journeys across the county by public transport. The Transport hub will also provide opportunities for people arriving by train to utilise active travel measures in moving around the city. Enhanced public transport and active travel measure connectivity will reduce the need for car travel in the city. The other active travel measures will also reduce car journey, reducing emissions, improving air quality and reducing congestion.

Equality duty

34. Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:

A public authority must, in the exercise of its functions, have due regard to the need to –

 - a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
35. The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are

paying 'due regard' in our decision making in the design of policies and in the delivery of services. During the Business Case development phase of these projects the project promoters and any contractors will be made aware of their contractual requirements in regards to equality legislation.

36. All of the council led projects have completed an Equality Impact Assessment and confirmed that, as a minimum, there is no detrimental impact on any of the protected characteristics at this bidding stage of the Levelling Up Fund process. In the event that the funding bids are successful then the project team's will conduct detailed Equality Impact Assessments for all aspects of the schemes as they are developed.

Resource implications

37. If bids are successful then the cost of implementation will be covered by the funding award and the identified council match funding. There is a risk that costs escalate beyond the funding award and the council would be required to cover any cost overrun, this risk is covered within the risk section and, following expert cost consultancy advice, it is considered that there is sufficient cost contingency within the funding submissions.
38. The proposed development company staffing and operating budget will be funded through the current base budget (£300K per annum) allocated to the HEZ activities. The HEZ Ltd is now in the final stages of developing out the land available and identifying buyers. The funding will now be utilised to support the new development company in delivering the next major employment land development in the county at Ross on Wye.
39. The profile of expenditure forecast below is based on the bids made to government submitted in August 2022, and will need to be reviewed and revised dependent on the date government was to award any grant funding.

Bid Summary

North Herefordshire Constituency Bid costs	2022/23 (000's)	2023/24 (000's)	2024/25 (000's)	Future Years	Total (000's)
Fees (c)	166	166			332
Construction costs (c)	1,932	1,932			3,864
Risks (c)	207	207			414
Inflation (c)	92	92			184
TOTAL	2,397	2,397			4,794

South Herefordshire Constituency Bid costs	2022/23 (000's)	2023/24 (000's)	2024/25 (000's)	Future Years (000's)	Total (000's)
Fee's (c)	605	967	229		1,801
Construction costs (c)		8,508	7,633	114	16,255
Risks (c)		1,369	821		2,190
Inflation (c)		511	608	9	1,128
Development Company (R)		300	300	600	1,200
TOTAL	605	11,655	9,591	723	22,574

Hereford Transport Bid Costs	2022/23 (000's)	2023/24 (000's)	2024/25 (000's)	Future Years	Total (000's)
Construction and fees (c)	1,956	12,211	7,022		21,188
Contingency (c)	59	370	213		641
Risks (c)	192	1,200	690		2,083
Inflation (c)	127	793	456		1,376
TOTAL	2,334	14,574	8,380		25,288

Bid Funding Tables

North Herefordshire Constituency Bid Funding	2022/23 (000's)	2023/24 (000's)	2024/25 (000's)	Future Years	Total (000's)
Levelling Up Fund external bid	2,129.5	2,129.5			4,259
Herefordshire Council match funding – See P41 below	267.5	267.5			535
TOTAL	2,397	2,397			4,794

South Herefordshire Constituency Bid Funding	2022/23 (000's)	2023/24 (000's)	2024/25 (000's)	Future Years	Total (000's)
Levelling Up Fund external bid	544	10,219	8,362	111	19,236
Match funding – See para 42 below	61	1,136	929	12	2,138
Development Company (Herefordshire Council)		300	300	600	1,200
TOTAL	605	11,655	9,591	723	22,574

Transport Bid Funding	2022/23 (000's)	2023/24 (000's)	2024/25 (000's)	Future Years	Total (000's)
Levelling Up Fund external bid	1,845	11,521	6,625		19,990
Match funding – See para 43 below	489	3,053	1,756		5,298
TOTAL	2,334	14,574	8,380		25,288

40. The match funding included in the bids has been identified from existing approved budgets and secured funds.
41. The match funding for the Northern Constituency bid has been identified as coming from:
- £108k of Section 106 contributions towards the St Katherine's car park works.
 - £79k of Leominster Town Council contributions to the Priory.
 - £348k of Herefordshire Council £1.8m contribution Leominster Heritage Action Zone public realm budget. The Historic England grant is currently £1.3m. The additional Levelling Up Funding will deliver extended public realm enhancements in Leominster, extending and in no way reducing the current Heritage Action Zone programme.
42. The full match funding for the Southern Constituency bid will entirely be allocated from the Employment Land and Incubation Space budget. There is market demand and valuation

report evidence to confirm that the Ross Enterprise Park project will generate sufficient return from sales of the created employment land to cover the council match funding contribution.

43. The match funding for the transport bid will come from within existing agreed budgets, specifically;
- a. £3.5m borrowing is currently approved to fund the transport hub with the HCCTP budget.
 - b. £120K from the Department for Transport Active Travel Fund as a contribution towards the Aylestone Hill cycleway works.
 - c. £700K from the Marches LEP Get Building Fund for the St Owen's Street cycle contraflow
 - d. £978K from the council cycles superhighway budget as a contribution towards the Quiet Routes scheme in South Wye.

Legal implications

44. There are no legal implications arising directly from the submission of the three proposals and if the bid or any part of it is successful they will be subject to separate governance decisions.
45. The council has the power to act as the Accountable Body for the Levelling Up Fund under s1 - 4 of the Localism Act 2011 although there is no statutory requirement for the council to act as Accountable Body.
46. It is anticipated that any funding awarded to the council following acceptance of the bid or part thereof will be provide by way of a Section 31 ring-fenced grant under the Local Government Act 2003. This grant determination may have associated requirements and obligations and these will need to be assessed at the time of award.
47. The proposed the new company will need to adhere to any approved council governance structures and guidelines.

Risk management

Risk / Opportunity	Mitigation
Cost Inflation risk – The construction industry is exposed to significant inflationary pressures, with RPI expected to be running at 10% or more at year end.	Projects have been considered by cost consultants reviewing the proposals and applying an appropriate level of project contingency and an additional inflationary contingency. Information from the industry standard Building Cost Information Service (BCIS) has been used to inform the inflationary contingency as costs are projected to rise by 10% in 2022 and 5% per annum in 2023 through 2025. For each package a minimum inflation contingency of 5% has been added on top of any underlying inflation assumptions to cater for the inflationary risk.
Cost are higher than expected at point of tender/ selection of contractor.	Projects have been considered by cost consultants reviewing the proposals and

	<p>applying an appropriate level of contingency based on current market conditions including other similar projects at the point of tendering/ delivery, optimum bias, and inflationary pressure.</p> <p>In addition projects are scalable, for example if cost overruns are identified on the Ross Enterprise Park site then the amount of site infrastructure that is installed could be reduced to the available budget. This would impact on the amount of employment land that is brought forward and the capital receipt gained. Were this risk to materialise the council could choose to increase the value of its financial contribution in order for the projects to proceed.</p>
Risk that the Levelling Up bids are of insufficient quality to secure government funding through the Levelling Up Fund process.	Consultants have been engaged who have been involved in previous Levelling Up fund submissions and bring considerable experience in drafting regeneration strategies and funding bids.
Unable to procure contractor to undertake the physical work. This would result in delays to the project timetable and additional costs	The Project Management Office and the Herefordshire Council commercial team will work with the appointed design team (subject to grant funding approval) to seek to procure a contractor.
Procurement timeframes are longer than expected. Delays to project delivery and additional cost.	The Project Management Office (PMO) teams will working closely with Herefordshire Council procurement team and with appointed construction project manager's procurement team, who understand the current market. This expertise and advice will reduce this risk.
Costs increase during the delivery stage.	A number of surveys have already been commissioned or completed to inform costs and designs across the projects. These are considered commensurate with the current stage of project i.e. bidding for funding stage. Further survey works will be carried out over the life of these projects to ascertain building and site condition before works occur. Contingency has been built into the budget. Information from the industry standard Building Cost Information Service (BCIS) has been used to inform the inflationary contingency as costs are projected to rise by 10% in 2022 and 5% per annum in 2023 through 2025. The Cost Plan's for each project consider the level of required contingency in detail, considering the stage of the project design, and the timing of commencement of construction on this basis.
Project not delivered on time or not delivered within the allocated budget, resulting in reputational damage, potential funding claw back, and further delay to the projects.	The Project Management Office teams will establish a detailed project plan and monitor implementation against key milestones, and ensure continued communication with funding

	providers throughout the life of the project, and will raise any issues via the council's Project Management Office monitoring procedure. Project Management Office teams will also work closely with the governance team and funding partners to map out timelines and key milestones.
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Consultees

Political Group consultation meeting was held on the 1st December 2022. Overall there remained strong support for the proposed bids, should they be funded. Some comments were made in relation to needing to ensure that pedestrian and cycleway connectivity from the transport hub into Hereford city centre continue to be a priority for the project.

Appendices

N/A

Background papers

None identified.

Report Reviewers Used for appraising this report:

Please note this section must be completed before the report can be published		
Governance	John Coleman	Date 28/11/2022
Finance	Karen Morris	Date 15/12/2022
Legal	Patricia Haywood	Date: 29/11/2002
Communications	Luenne Featherstone	Date 28/11/22
Equality Duty	Carol Trachonitis	Date 28/11/2022
Procurement	Mark Cage	Date 28/11/2022
Risk	Kevin Lloyd	Date 29/11/2022

Approved by	Ross Cook
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[Note: Please remember to overtype or delete the guidance highlighted in grey]

Please include a glossary of terms, abbreviations and acronyms used in this report.