



## POLICY AND RESOURCES COMMITTEE

Thursday 11 November 2021 at 6.30 pm

Council Chamber, Ryedale House, Malton

**IMPORTANT:** The Council fully recognises and respects the role and importance of democratic meetings and is committed to protecting the health and safety of Elected Members and Officers who participate. Risk assessments are undertaken in advance of each meeting, and are reviewed on an ongoing basis.

Social distancing measures will be in place throughout the meeting, however it is important that you **do not attend** the meeting if **you or anyone in your household** are required to self-isolate due to receiving a positive COVID-19 test result, having symptoms of COVID-19, or having been told that you have been in contact with someone who has tested positive for COVID-19.

For the purpose of public transparency and accountability, the meeting will be live streamed online. The livestream can be accessed here:

<https://www.youtube.com/channel/UCZCvPUsJ0LwMJ9ukDsGf0Hw>

For health and safety reasons and in accordance with our risk assessment, members of the public are asked to follow the meeting via this method rather than attending in person. If you are unable to access the meeting this way, please contact us so that we can explore whether any safe alternative option is possible. The media will be able to report on proceedings from the live stream.

### Agenda

1 **Emergency Evacuation Procedure**

The Chair to inform Members of the Public of the emergency evacuation procedure.

2 **Apologies for absence**

3 **Declarations of Interest**

Members to indicate whether they will be declaring any interests under the Code of Conduct.

Members making a declaration of interest at a meeting of a Committee or Council are required to disclose the existence and nature of that interest. This requirement is not discharged by merely declaring a personal interest without further explanation.

4 **Minutes of the meeting held on 23rd September 2021**

(Pages 5 - 10)

5 **Recommendations from the Flood Management Working Party meeting held on 5th October 2021** (Pages 11 - 14)

6 **Minutes of the Local Plan Working Party meeting held on 14th October 2021**  
(Pages 15 - 18)

7 **Recommendations from Grants Working Party held on 28th October 2021**  
(Pages 19 - 24)

8 **Urgent Business**

To receive notice of any urgent business which the Chair considers should be dealt with at the meeting as a matter of urgency by virtue of Section 100B(4)(b) of the Local Government Act 1972.

**PART 'A' ITEMS - MATTERS TO BE DEALT WITH UNDER DELEGATED POWERS OR MATTERS DETERMINED BY COMMITTEE**

9 **Ryedale Local Plan Review - Distribution of Development - Options Consultation** (Pages 25 - 52)

10 **Malton and Norton Infrastructure and Connectivity - Update and Proposed Funding Allocations** (Pages 53 - 64)

**PART 'B' ITEMS - MATTERS REFERRED TO COUNCIL**

11 **Localisation of Council Tax Support 2022/2023 Scheme** (Pages 65 - 88)

12 **Review of Ryedale District Council Air Quality Steering Group to Investigate Options and Opportunities for Member Involvement** (Pages 89 - 92)

13 **Yorkshire Wolds Designation Project** (Pages 93 - 98)

14 **Report on a Motion Referred from Council - Ryedale Local Plan Review** (Pages 99 - 104)

**EXEMPT PART 'A' ITEMS - MATTERS TO BE DEALT WITH UNDER DELEGATED POWERS OF MATTERS DETERMINED BY COMMITTEE**

15 **Exempt information**

To consider a resolution to exclude the press and public from the meeting during consideration of the following item 16 (Development Opportunities and Three Year Housing Development Programme – Acquisition of Affordable Housing, Helmsley) as provided by paragraph 3 of Schedule 12A of Section 100A of the Local Government Act 1972, as it contains information relating to the financial and business affairs of any particular person (including the authority holding that information).

The public interest test has been considered and, in all the circumstances of the case, the public interest in maintaining the exemption is considered to outweigh the public interest in disclosing the information.

- 16 **Development Opportunities and Three Year Housing Development Programme - Acquisition for Affordable Housing, Helmsley** (Pages 105 - 112)
- 17 **Any other business that the Chair decides is urgent.**

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## Policy and Resources Committee

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Held at Council Chamber, Ryedale House, Malton  
on Thursday 23 September 2021

### Present

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Councillors Joy Andrews, Paul Andrews (Substitute), Arnold, Delaney, Docwra, Duncan, Frank, Graham, Di Keal (Chair) and Potter (Substitute)

### In Attendance

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Simon Copley, Kim Robertshaw, Ellen Walker, Margaret Wallace

Lynne Bayes, Stacey Bulet, Anton Hodge, Emma Lawer, Robyn Ranford and Phillip Spurr joined the meeting virtually

### Minutes

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41 **Apologies for absence**

Apologies were received from Councillor Burr, Cllr P Andrews substituting.

42 **Declarations of Interest**

There were no declarations of interest.

43 **Minutes of the meeting held on 29 July 2021**

Decision
That the minutes of the Policy and Resources Committee meeting held on 29 July 2021 be approved and signed by the Chair as a correct record.

**Voting record**

9 For

1 Abstention

44 **Minutes of the Local Plan Working Party meeting held on 5th August 2021**

The minutes of the Local Plan Working Party meeting held on 5 August 2021 were received.

45 **Minutes of the Livestock Market Working Party held on 16 August 2021**

The minutes of the Livestock Market Working Party meeting held on 16 August 2021 were received.

46 **Minutes of the Flood Management Working Party meeting held on 16 September 2021**

The minutes of the Flood Management Working Party meeting held on 16 September 2021 were received.

**Decision**

That an annual contribution of £5,000 is made to the Yorkshire Derwent Catchment Partnership in 2021/22 from the existing revenue budget. This contribution is to be reviewed annually in light of Local Government Reform.

**Voting record**

Unanimous

**47 Minutes of the Livestock Market Working Party held on 21 September 2021**

The minutes of the Livestock Market Working Party meeting held on 21 September 2021 were received.

**48 Urgent Business**

There were two items of urgent business (items 59 and 60), on decisions taken under urgency powers for reporting to Policy and Resources Committee at the earliest available opportunity.

**PART 'A' ITEMS - MATTERS TO BE DEALT WITH UNDER DELEGATED POWERS OR MATTERS DETERMINED BY COMMITTEE**

**49 Appointment of Members of the Liberal Group on Sub-Committees and Working Parties**

The following nominations were provided by the Liberal Group:

<b>Position</b>	<b>Nomination</b>
Substantive Member of the Appointments Sub-Committee	Cllr J Andrews
Substitute Member of the Appointments Sub-Committee	Cllr Potter
Substantive Member of the Appeals Panel (Sub-Committee)	Cllr Potter
Substantive Member of the Livestock Market Working Party	Cllr Wass
Substitute Member of the Grants Working Party	Cllr Brackstone

**Decision**

That the nominees from the Liberal Group be appointed to the Sub-Committees and Working Parties outlined above.

**Voting record**

The appointments were carried by general affirmation.

50 **Security Contract October 2021**

Considered – report of the Head of Customer Service and Communities

**Decision**

Committee approval is given, as required under Financial Regulation 13.9, to undertake procurement for security, based on an anticipated spend of approximately £50k per year, for a period of 2 years, with the option to extend for a further 12 months, and enter into a contract with the successful supplier following a compliant procurement process.

**Voting record**

Unanimous

**PART 'B' ITEMS - MATTERS REFERRED TO COUNCIL**

51 **Review of White Rose Home Improvement Agency**

Considered – report of the Programme Director for Economic Development, Business and Partnerships

**Recommendation to Council**

It is recommended that Council:

- i. Notes the outcomes of the service update;
- ii. Agrees continuation of the partnership agreement with Scarborough Borough Council in respect of the White Rose Home Improvement Agency (WRHIA) for the period to 31st March 2023;
- iii. Agrees the key priorities for the agency.

**Voting record**

The recommendation was carried by general affirmation

52 **Climate Change and Energy Efficiency Measures - Railway Tavern and Future Council Schemes**

Considered – report of the Programme Director for Economic Development, Business and Partnerships

**Recommendation to Council**

It is recommended that the content of the report is noted.

**Voting record**

The recommendation was carried by general affirmation

53 **Ryedale's Financial Strategy 2021-25**

Considered – report of the Chief Finance Officer (s.151)

**Recommendation to Council**

The Council is recommended to note the content of Appendix 1 of the report, which forms the basis of the Council's Financial Strategy.

Council is also asked:

- i. to consider and approve the proposed areas for consultation with the public as set out in Appendix 2 of the report;
- ii. to note that a full draft consultation will be presented to P&R Committee in November and to agree that P&R will determine the final consultation;
- iii. to agree the timetable as set out below, including the dates of the public consultation.

**Voting record**

6 For

4 Abstentions

**Recorded vote**

For

Councillors J Andrews, P Andrews, Arnold, Frank, Keal and Potter

Abstain

Councillors Delaney, Docwra, Duncan and Graham

54 **A64 Update**

Considered – report of the Programme Director of Economic Development, Business and Partnerships

**Recommendation to Council**

It is recommended that the motion to Council is agreed.

**Voting record**

8 For

2 Against

55 **Equality Policy Statement and Objectives**

This item was moved and seconded and forwarded directly to Council for consideration.

**Recommendation to Council**

It is recommended to Council that:

- (i) Council endorses the content of the equality policy statement and objectives, so that they may be adopted into use.
- (ii) Council notes that the policy statement and objectives form one part of the overall Equality Scheme for Ryedale District Council. The other parts of this Scheme include a detailed operational action plan (currently in draft pending approval of the policy statement and objectives) and associated operational appendices. The draft action plan will be updated following P&R and presented to the Overview and Scrutiny Committee in September 2021, with progress against the action plan reviewed six monthly by that Committee.

**Voting record**

The recommendation was carried by general affirmation

**56 Council Performance - Quarter 1 2021-2022**

Considered – report of the Strategy and Performance Manager

The comments of Cllr P Andrews that greater emphasis in future performance reports be given to the Local Plan Review were noted.

**Recommendation to Council**

It is recommended to Council that the Quarter 1 progress report is noted.

**Voting record**

The recommendation was carried by general affirmation

**57 Ryedale District Council Annual Report 2020/21**

Considered – report of the Strategy and Performance Manager

**Recommendation to Council**

It is recommended to Council that the 2020-21 Annual Report of progress against the Council Plan (2020-2024) is noted.

**Voting record**

The recommendation was carried by general affirmation

**58 Caravan Site and Control of Development Act 1960 - Fit and Proper Person (F&PP) Test**

This Committee level decision made under urgency powers was received and the Constitutional requirement to report was met.

**59 Structural Change Order**

This Committee level decision made under urgency powers was received and the Constitutional requirement to report was met.

It was requested that the comments of Cllr P Andrews that the proposed Area Committees should have budgets and parish representatives be invited to attend these meetings be recorded and followed up by the Chair in discussions on LGR.

**60 Reprocurement of Capita Pay360 Cash Receipting System**

This Committee level decision made under urgency powers was received and the Constitutional requirement to report was met.

**61 Any other business that the Chair decides is urgent.**

There being no further business, the meeting closed at 9:15pm.

## Flood Management Working Party

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Held at Ryedale House, Malton, North Yorkshire YO17 7HH  
on Tuesday 5 October 2021

### Present

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Councillors Paul Andrews (Substitute), Di Keal (Chair) and Potter

### In Attendance

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Will Baines, Beckie Bennett, Emily Mellalieu (virtually), Rachel Parks, Margaret Wallace (virtually)

### Minutes

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#### 20 Apologies for absence

Apologies were received from Cllr Cussons, Cllr MacKenzie and Cllr Burr, with Cllr P Andrews substituting.

#### 21 Minutes from the previous meeting

The minutes of the previous meeting of the Flood Management Working Party on 16 September 2021 were approved.

#### Voting record

Agreed by general affirmation

#### 22 NYCC Update

Emily Mellalieu, Development Management Team Leader at North Yorkshire County Council, delivered a presentation on the role of the Lead Local Flood Authority and the use of SuDs for the treatment, attenuation and disposal of surface water runoff from new and retrofitted developments.

Emily was thanked for the helpful presentation.

#### 23 Motion to Council

This item was deferred to the next Flood Management Working Party meeting as there are currently no definitive figures available for potential investment in permanent schemes.

#### 24 Action Plan Updates

The Action Plan updates were noted.

It was agreed to:

- Circulate details of the Flood Action groups in operation in Ryedale to Flood Management Working Party members
- Work with the Comms Team to raise awareness of the flood grants scheme and promote the advantages of community groups having a flood plan
- The option to plan a flood event to share information with communities was discussed and added to the action list as a pending item

25 **Attendees at future meetings**

It was agreed to invite the Environment Agency to the December meeting of the Flood Management Working Party.

Suggestions for invitees to future working party meetings included: Yorkshire Derwent Catchment Partnership, North York Moors National Park (Ryevitalise Project), Yorkshire and Humber Drainage Board and community groups.

26 **Any Other Business**

Cllr Keal proposed and Cllr Potter seconded that the draft letter to Government be recommended to Policy and Resources committee to be sent.

**Recommendation to P&R**

That the draft letter to Government be signed and sent.

Voting record

3 For

0 Against

0 Abstentions

**Minute Annex**



Date: 12<sup>th</sup> November 2021

To respond to this letter please contact:  
Beckie Bennett – [beckie.bennett@ryedale.gov.uk](mailto:beckie.bennett@ryedale.gov.uk)

Rt Hon George Eustice MP  
Secretary of State for Environment, Food and Rural Affairs  
Seacole Building  
2 Marsham Street  
London  
SW1P 4DF

Dear Secretary of State,

At a Policy and Resources Committee meeting held on 11<sup>th</sup> November 2021, Elected Members raised the following key points:

- Formalise consultation with the relevant water companies (Yorkshire Water in the case of Ryedale) as statutory consultees in planning applications.
- Formalise the implementation of Sustainable Drainage Systems (SuDs) as a compulsory stage in the planning process.

We are grateful for your consideration of this matter and look forward to receiving your response.

Yours sincerely

Councillor Dinah Keal  
Chair of Policy and Resources Committee  
Ryedale District Council

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## Local Plan Working Party

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Held at Council Chamber - Ryedale House, Malton, North Yorkshire YO17 7HH  
on Thursday 14 October 2021

### Present

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Councillors Paul Andrews, Goodrick, Mason, Potter, Raper (Substitute) and Thackray (Substitute)

### In Attendance

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Rachael Balmer, Matthew Lishman, Lizzie Phippard and Jill Thompson

### Minutes

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#### **APOLOGIES**

No apologies were received.

#### **ITEM 1 – APPOINTMENT OF CHAIR**

Cllr Andrews moved that he would continue to be Chair, with Cllr Potter as vice-Chair, having done so on an interim basis in the previous Local Plan Working Party, dated 5 August 2021. This was seconded by Cllr Goodrick and the attending members agreed.

Decision: Cllr Paul Andrews Chair of Local Plan Working Party, with Cllr Potter as vice-Chair.

#### **ITEM 2 - MINUTES**

Cllr Andrews moved that the minutes of the last meeting showed a true likeness and could be approved.

Cllr Raper seconded.

Minutes approved.

#### **ITEM 3 – MONITORING LOCAL PLAN REVIEW PROGRESS**

It was agreed by all that officers would provide updates as to the progress of the Local Plan Review work at each Local Plan Working Party.

#### **ITEM 4 – DISTRIBUTION OF DEVELOPMENT CONSULTATION DOCUMENT**

**Air Quality and Renewable Energy**

Members discussed the implications of recent alterations to the World Health Organisation (WHO) guidelines regarding air quality, specifically the amounts of nitrogen dioxide.

It was suggested by Cllrs Andrews and Thackray that the guidelines might be incorporated into future planning policy and/or the distribution options be amended to reflect the guidelines – including a suggestion by Cllr Andrews that Option 1 be removed altogether.

Other Members raised concerns about including material within the Plan Review that might not pass the scrutiny of Inspection, highlighting the risk of planning by appeal.

Members also discussed the need to include matters relating to energy efficiency, renewable energy and design standards within the document.

Officers advised that Members would ultimately make decisions regarding the distribution strategy, and any amendments that Members wished to make to the consultation document would be considered. Officers also advised that – in response to the suggestion that Option 1 be removed – Option 1 is the existing policy and is included in the consultation for that reason.

#### **Other discussion points**

Cllr Andrews suggested that Helmsley should not be ruled out for further development; officers advised that Helmsley is heavily constrained and there are very few options within the settlement for future development, beyond existing allocations.

Members also raised concerns about the Local Needs Occupancy condition, with officers advising that the Council must consult with regards to its future before taking the decision to remove it.

Cllr Andrews suggested that village development limits should be expanded in order to divert major development away from market towns until key infrastructure is delivered there and until the new WHO guidelines can be complied with.

JT advised that a wholesale review of village development limits may not be the most appropriate approach; however, reviewing development limits in response to specific sites could be an option.

Cllr Raper asked if it would be possible to consider a settlement; RB advised that there would be insufficient time to take such an approach, given the need to deliver the Local Plan review prior to local government reorganisation.

#### **Next steps**

Cllr Andrews suggested that Councillors should put their comments and suggestions in writing to officers by Wednesday 20 October. Officers would

then present an amended draft (if necessary) by 12pm on Wednesday 27 October. Members and officers agreed.

Decision: Members to provide comments by Wednesday 20 October. Officer to provide response by Wednesday 27 October.

Cllr Andrews closed the meeting at 18:55.

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## Grants Working Party

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Held at Council Chamber - Ryedale House, Malton, North Yorkshire YO17 7HH  
on Thursday 28 October 2021

### Present

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Councillors Joy Andrews, Arnold (Chair), Keal and Thackray

### In Attendance

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Alan Bardet, Ryan Gaughan, Bethany Kinley, Bridget Skaife

### Minutes

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11 **Apologies for Absence**

Apologies were received from Cllrs Garbutt-Moore and King.

12 **Minutes from the previous meeting**

The minutes from the meeting held on 7 July 2021 were approved.

13 **Urgent Business**

There was no urgent business.

14 **Declarations of Interest**

Cllr Keal declared a personal, non-pecuniary, non-prejudicial interest as a Malton Norton and District Lions Club member and did not take part in the discussion on application CG138.

15 **Exempt Information**

It was agreed to exclude the press and public from the meeting during consideration of applications under the following items, as the public interest has been considered and, in all circumstances of the case, the public interest in maintaining the exemption was considered to outweigh the public interest in disclosing the information.

16 **Community Grant Applications**

**Recommendation**

That the recommendations contained in Annex 1 (Community Grant Applications) be presented to the Policy and Resources Committee for Approval.

**Annex 1 (Community Grant Applications)**

17 **Section 106 Applications**

**Recommendation**

That the recommendations contained in Annex 2 (S106 Applications) be presented to the Policy and Resources Committee for Approval.

**Annex 2 (S106 Applications)**

18 **Any other business that the Chairman decides is urgent**

There being no other business, the meeting closed at 5:38pm

Recipient	Grant Reference	Total Project Cost	Amount Requested	Percentage	Amount Recommended	Percentage
Malton In Bloom, Broughton Rise Sensory Garden Project	CG133	£7,050	£1,000	14%	<b>£1,000</b>	<b>14%</b>
Sight Support, Ryedale Crafts for wellbeing	CG134	£8,155	£2,000	25%	<b>£2,000</b>	<b>25%</b>
Thornton Dale Playing Fields Association, Inclusive Roundabout	CG135	£15,244	£2,000	13%	<b>£2,000</b>	<b>13%</b>
Malton In Bloom, Orchard Fields Interpretation Panels	CG136	£6,970	£1,743	25%	<b>£1,743</b>	<b>25%</b>
Encephalitis Society, AV upgrades for the Encephalitis Society	CG137	£965	£965	100%	<b>£965</b>	<b>100%</b>
Malton Norton and District Lions Club CIO, Outdoor storage facility	CG138	£4,000	£1,000	25%	<b>£1,000</b>	<b>25%</b>
Malton and Norton RUFC Improvements to Showers, Physio Room and Install CCTV	CG141	£22,350	£5,000	22%	<b>£5,000</b>	<b>25%</b>
St Catherine's Hospice - Re-Start Wellbeing	CG142	£16,400	£4,100	25%	<b>£4,100</b>	<b>25%</b>
Pickering Preschool Playgroup	CG144	£7,819	£4,818	62%	<b>£1,955</b>	<b>25%</b>
RYEDALE Youth Theatre Costume and Props Storage Facility	CG145	£5,000	£1,250	25%	<b>£1,250</b>	<b>25%</b>
Thornton le Dale Squash Club, Investing in Our Future – Phase 1	CG146	£11,174	£2,793	25%	<b>£2,793</b>	<b>25%</b>

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Recipient	Grant Reference	Total Project Cost	Amount Requested	Percentage	Amount Recommended	Percentage
Kirkbymoorside Town Council, Kirkbymoorside Street Furniture, Tree Planters	S106 070	£ 9,352.37	£ 2,287.00	24%	<b>£2,287</b>	<b>24%</b>
Ampleforth Playing Field Recreation Development	S106 071	£15,220.00	£ 9,620.00	63%	<b>£7,149</b>	<b>47%</b>
Ampleforth Millennium Green Trust, Ampleforth Village Landscape	S106 072	£ 8,750.00	£ 6,000.00	69%	<b>£3,000</b>	<b>34%</b>

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<b>PART A:</b>	<b>MATTERS DEALT WITH UNDER DELEGATED POWERS</b>
<b>REPORT TO:</b>	<b>POLICY AND RESOURCES</b>
<b>DATE:</b>	<b>11 NOVEMBER 2021</b>
<b>REPORT OF THE:</b>	<b>PLANNING SERVICES MANAGER JILL THOMPSON</b>
<b>TITLE OF REPORT:</b>	<b>RYEDALE LOCAL PLAN REVIEW- DISTRIBUTION OF DEVELOPMENT- OPTIONS CONSULTATION</b>
<b>WARDS AFFECTED:</b>	<b>ALL</b>

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## **EXECUTIVE SUMMARY**

### **1.0 PURPOSE OF REPORT**

To agree the scope and content of a consultation document to progress the Local Plan Review. The public consultation is designed to seek views on the options for the future distribution of new housing development in Ryedale.

### **2.0 RECOMMENDATION(S)**

2.1 It is recommended that:

- (i) Members agree the appended consultation material for public consultation and delegate authority to the Programme Director for Place and Resources to agree any further minor changes, including presentational changes.

### **3.0 REASON FOR RECOMMENDATION**

3.1 To progress the Local Plan Review and specifically, to confirm the scope of the two proposed distribution options to be consulted on, and the scope and content of the questions posed in the consultation material. This forms a key stage in the pre-publication consultation as part of the review of the Ryedale Plan. The distribution of development is the substantive component of the review of the Ryedale Plan, and will form the backbone of the framework for the assessment (and emerging sustainability appraisal) of site submissions to assess their potential suitability for allocations in the forthcoming review of the Ryedale Plan. Whilst it is not setting any policy in itself, it nevertheless is directing the scope of the review in relation to consultation on options around how much development is attributed to places.

### **4.0 SIGNIFICANT RISKS**

4.1 There are no significant risks associated with the recommendation.

- 4.2 Members do need to be aware that on the basis of this being a partial review in its scope, the options chosen to be consulted on as part of this consultation are not departing in a significant way from the approach that was deemed sound in the Examination of the Ryedale Plan- Local Plan Strategy. The first option is to reflect the current operation of the Ryedale Plan, and a further option which seeks to offer a broadly similar spatial approach- but with a different emphasis on the levels of development attributed to settlements.
- 4.3 The consultation needs to be undertaken in accordance with our Statement of Community Involvement. This consultation is not specifically scheduled in our Local Development Scheme, because it is part of a suite of on-going pre-publication consultation. But it is important that this consultation is undertaken in a timely manner. This is so that Officers can assess its outcomes alongside technical evidence, and specific consultation with statutory consultees and infrastructure providers.

## **5.0 POLICY CONTEXT AND CONSULTATION**

- 5.1 As a stage in the preparation of planning policy, consultation on the options for how the Council distributes new development is one of the most important early elements of the Local Plan review, which is a Council priority. It also therefore has a direct role to play in the delivery of the Council Plan.
- 5.2 This consultation on the distribution of development is an important early stage consultation process in the review of the Ryedale Plan. The consultation is extended to all: including the general public, the development industry and landowners, as well as statutory consultees, such as parish and town councils. It represents an important, but not formally prescribed, stage in the overall consultation process on the plan review as set out in the Local Development Scheme.
- 5.3 It will be hosted on the planning web pages, and we will write/email to all our consultees (as identified generally above) to this consultation with a link to the document. The consultation will need to be undertaken in accordance with our Statement of Community Involvement. It will be for a duration of a minimum of six weeks. Officers will liaise with the Communications Team to apply the corporate branding to the material produced. We will also be doing a press release and publicity on the Council's website and a notification through social media to raise awareness.
- 5.4 We will also begin, as soon as possible, an on-going, open consultation on the sites we have had submitted (as part of the call for sites) as a separate consultation exercise. As this is not defining an approach or policy direction, it is not subject to Member approval. It may however, assist in getting local communities thinking about matters around new development and what this could mean for their settlements. Undertaking the consultations at the same time is likely to result in more involvement of local communities in the review of the Ryedale Plan overall. The findings of this consultation, alongside technical appraisal, will inform the approach to the distribution strategy.

## **REPORT**

### **6.0 REPORT**

- 6.1 The Local Development Scheme has already identified that the Review of the Ryedale

Plan is a pragmatic and focused review which is to ensure that at the point of Local Government Reform being enacted, Ryedale District Council will have submitted the review of the Ryedale Plan for Examination by the Secretary of State. This is to give the best chance of extending the lifespan of the Ryedale Plan. Providing a commensurate land supply- to ensure that Ryedale's Development Plan continues to have full-weight in the decision making process concerning planning applications for housing development. Whilst it will be ultimately for the new unitary council to decide whether to proceed with the Examination, it is very likely to agree to resource this. This is given that such a plan review would be at a very much advanced stage. It will also be helpful to the new council with regards to the updated evidence base; ability to have an up-to-date Development Plan for the Ryedale area; and accordingly, a sustained land supply for housing delivery.

6.2 This consultation on the Distribution of Development Choices represents part of a series of pre-publication consultations that will be undertaken prior to the formal consultation stage of Publication- the point at which the District Council agree the form of the plan that they want to submit for Examination. It is an important early consultation stage, because the outcome of the consultation will significantly inform (alongside a number of technical evidence documents) where new development, particularly housing development, is to be sited.

6.3 It is important to understand that the consultation is focused from the perspective that we are reviewing the existing Local Plan as an updating exercise, and so not starting from scratch, as per our Local Development Scheme. The starting point is reflecting on the performance of the existing plan against national policy objectives and the future outcomes if that approach is sustained, and to consider 'reasonable alternatives' as options. It also factors in the existing land supply already present in the Ryedale Plan, as the Plan base date would be from 2023 (at Submission). The consultation sets out why we are not revisiting other broad strategic approaches that were discounted in the development of the Ryedale Plan. The reason being because they were not considered appropriate for Ryedale in sustainability terms. The consultation focuses on essentially two options which are both around focusing development at the market towns with some development to the villages:

#### Option 1

Continue the existing approach of the Ryedale Plan- a more explicit growth strategy which focussed on the towns and the Principal Town\* in particular- concentrate new housing at the Market Towns and key 'Service Villages'\* with meeting local needs elsewhere.

#### Option 2

A less concentrated, more dispersed approach to distributing growth - with development focussed at the Market Towns and specific villages, including existing 'Service Villages\*' and selected additional villages.

\*As defined in the Ryedale Plan- Local Plan Strategy

6.4 The consultation is to be undertaken in the format of a concise consultation document (attached), within which a series of questions is asked which can be completed electronically via an e-form, and if necessary in writing. It is worded to be relevant to all consultees, but particularly towards local communities and residents. The consultation crucially does not set out specific policy approaches, because it needs to be kept strategic in its focus in this consultation. But this can then make it more

challenging for people to make the connections between a high-level policy approach and what it could mean for their settlement. It therefore asks questions to gain information and perspectives about places and their capacity for development, and to not be too prescriptive.

- 6.5 To obtain more place-specific views we have a series of questions which will identify areas/settlements of opportunity and areas of restraint at the towns. It relates to Malton/Norton, Pickering and Kirkbymoorside. Helmsley is not included because a) most of it is in the national park b) the land outside the national park currently not allocated is subject to high flood risk and heritage designations c) we still have existing allocations to roll out at that settlement as part of the adopted Helmsley Plan.
- 6.6 We have extended these questions to the villages- looking at where there is support for more development- and where there is not, and obtaining views on village services and facilities to explore approaches to how we could categorise settlements.
- 6.7 Further questions relate to policy choices such as: whether to retain the Local Needs Occupancy Condition; looking at how we approach new housing tenures since the adoption of the Local Plan Strategy; and the Development Limits. This is because despite being specific policy choices, they have the capacity to influence the delivery of housing at a strategic level.
- 6.8 Finally, there is a section of highlighting some areas of policy which will be seeking to update to reflect national policy or respond to other matters identified through our sustainability appraisal. This is intended to not prescribe an approach specifically, but to offer a 'heads up' to the other areas of the plan review. We also ask a question about whether there are any other areas of review which should be explored.
- 6.9 The initial outcome of the consultation is that it will firstly identify the views of local communities, and those of general and statutory consultees on how new development, particularly housing, should be delivered across Ryedale (outside of the National Park). Allowing Officers and Members to gauge the strength of feeling for new development in particular places, especially the villages. Also to identify what particular forms of development are more supported. This is crucial concerning the ability to consider the relative roles of places, and also their capacity for new development.
- 6.10 Importantly, the findings of the consultation rest alongside the results of the technical evidence commissioned. They also rest with on-going consultation undertaken on the submitted sites (arising from the Call for Sites event) which is to commence in mid-October. Together with specific targeted consultation with statutory consultees, Duty to Cooperate Bodies and infrastructure providers, they will be key parts of the combined body of evidence by which the chosen spatial approach is identified in the later Key Decisions Paper next spring. At that stage, members will be requested to make decisions on the settlements which will accommodate future growth.
- 6.11 The outcome of this work will then inform the site specific choices that will need to be made in order for future land allocations to be agreed and subsequently consulted on.

## **7.0 IMPLICATIONS**

- 7.1 The following implications have been identified:
  - a) Financial  
The work is covered by existing budgetary provision.

b) Legal

The consultation will need to be undertaken in accordance with our Statement of Community Involvement as a statutory requirement.

c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental and Climate Change, Crime & Disorder)

Equalities considerations are considered through compliance with the Statement of Community Involvement, and our emerging Equalities Impact Assessment Framework. Staffing has been expanded to deliver this area of the plan review. The consultation on the Distribution of Development is an important early stage in reviewing planning policy. It will also assist in our objectives around health and safety considerations. Environmental impacts and Climate Change considerations are an integral part of the chosen policy approach. There are no crime and disorder implications identified.

## 8.0 NEXT STEPS

- 8.1 Officers will bring to Members of the Local Plan Working Party the consultation responses, where they will be discussed alongside emerging technical evidence. The outcome of this work will be the key decisions paper in spring 2022 where Members will be asked to make strategic decisions on the review of the Plan, particularly in relation to the distribution strategy and the Settlement Hierarchy, which will then inform further site-specific assessment.

**Gary Housden**

**Head of Planning and Regulatory Services**

**Author:** Rachael Balmer  
**Telephone No:** 01653 600666 ext: 43357  
**E-Mail Address:** [rachael.balmer@ryedale.gov.uk](mailto:rachael.balmer@ryedale.gov.uk)

### **Background Papers:**

Draft Distribution of Development Consultation Document

### **Background Papers are available for inspection at:**

Statement of Community Involvement

<https://www.ryedale.gov.uk/resources/the-ryedale-statement-of-community-involvement/>

Local Development Scheme

<https://www.ryedale.gov.uk/information/planning/ryedale-plan-supporting-documents/local-development-scheme/>

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**Ryedale Plan Review**

**Distribution of Development Consultation Document**

DRAFT November 2021

Please note:

Accessibility text requirements to be imposed

Images and graphics to be added

A separate form will be prepared

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## **Section 1: Introduction**

A Local Plan is expected to express how the area it covers is to respond to changing circumstances for at least 15 years. This is essentially about the right types of development taking place in the right locations, in the right amounts.

It is also expected to provide a settlement-specific response to how growth is delivered, by understanding the capacity of the settlements to adapt/accommodate the amount of development and to understand what new infrastructure may be required to deliver that development. In doing so, it must also take account of historic/cultural and environmental sensitivities that may be present at a place. This then influences choices around how much development should go where: we call this the spatial distribution strategy.

We need to assess whether the current approach to the distribution of development remains fit for meeting our needs going forward; and that in delivering that chosen spatial strategy we make policy identifications of land to meet those different needs. We call this a review, and we have section in Appendix 1 of this document which sets out in general terms how this review is to be undertaken, should you wish to find out more about the general review process.

Section 2 of this document is focused on the distribution of development- and sets out two options which we think are the right options to consider for distributing new development in the district between 2023 and 2038, with a series of questions to gain perspectives and views on which option we should choose, and how we should implement either option. The focus of the review is on the distribution and allocation of land for housing, but it will also look other land uses, such as land for employment purposes.

The distribution of development is made through informed choices that are underpinned by guiding principles. It results in a list of settlements in a particular order known as a Settlement Hierarchy, and to that hierarchy different levels of a development are attributed- this is translated into sites – known as allocations. We are seeking your views on how we do this.

Section 3 of this document asks some specific policy questions, and indicates where there are some other areas of the Ryedale Plan that we will look at as part of the review.

## Section 2: The Distribution of Development-What are our Options?

Some of you may feel that Ryedale does not need more housing. But this is not an option for any Local Planning Authority to take. We are directed by Central Government to deliver new housing, and we can see that housing is needed in a range of forms across the district and we know this from earlier studies and emerging work on housing need.

If we do not investigate and make informed choices about where new housing is to be delivered; our existing land supply of housing will diminish. Then new housing will be delivered through the making of ad-hoc planning applications across the district, and under those circumstances it will be harder for the Local Planning Authority to resist applications for unplanned development.

This will bring uncertainty to our communities in Ryedale; not properly reflect the roles of places within our district; and not allow the consideration of potentially strategic issues about how housing delivery could unlock key infrastructure for a place, or support the retention of a key local facility.

The current distribution strategy of the Ryedale Plan is to **concentrate new housing at the Market Towns, with a focus on Malton and Norton, and ten key 'Service Villages'(listed below) with meeting local needs elsewhere in the district**

- Amotherby and Swinton
- Ampleforth
- Beadlam and Nawton
- Hovingham
- Rillington
- Sherburn
- Sheriff Hutton
- Slingsby
- Staxton and Willerby
- Thornton le Dale

Under this strategy, the focus was placed on Malton and Norton, and this was to secure major infrastructural improvements in and at the two towns, and to deliver affordable housing where it was primarily needed. Development was also identified to all the northern market towns. The selection of the service villages was based on having three key facilities: grocery shop, a school, or a regular bus service. In these locations, new housing sites together with infill development and the redevelopment of sites and buildings provide new market housing, of which a proportion is sought as affordable housing. In other villages, infill development is restricted with the use of a Local Needs Occupancy Condition and affordable housing exception sites would be supported as a means of addressing affordable housing need in the wider rural area.

It was an approach that was considered 'sound' by the Planning Inspector in 2013 and viewed to be the right strategy for Ryedale to pursue, in terms of building new housing, provision employment land and buildings, and approach to retail development, and reflecting the roles and character of places.

The approach to the distribution of development is based on evidenced choices, and these choices are influenced by drivers that are considered to be important for the district, and for particular settlements. Such as: affordable housing delivery, delivery of key infrastructure, supporting economic development of an area. It can also reflect other wider aspirations around access to

services and facilities, or help to support or enable the long term management and protection of heritage assets or land management, for example.

Below are the reasons in summary why the current settlement hierarchy was chosen:

- Promoting sustainable patterns of development close to existing towns and villages
- Protecting the countryside from urban sprawl
- Availability of services and facilities being a driver for locating new development
- Making best use of existing infrastructure; and using development as a tool to deliver key elements of infrastructure at Malton and Norton
- Accessibility to other places

This was alongside:

- Prioritising 'brownfield' sites where practical.

These all remain relevant considerations.

Alternative broad options for housing distribution were considered during the development of the Ryedale Plan, such as solely focusing on the towns, or having a fully dispersed approach where all settlements get a level of development. However, these were not considered to be appropriate or sound development strategies for Ryedale as they were not sustainable.

We are also not proposing to consult on the option of a new settlement. This would be a strategic decision, with wider implications for housing delivery beyond Ryedale's area. It would be more appropriately considered by the new authority post Local Government Reform.

The approach of the Ryedale Plan was to concentrate most of the development requirements at the Market Towns. Evidence prepared to inform this approach identified that the capacity of the towns to accommodate development at this level was deliverable within the Ryedale Plan period (2012-2027).

But the evidence also indicated that going forward it would be significantly more challenging to deliver the same scale of housing in future plan periods at Malton and Norton. This is on the basis that whilst a new evidence base is in preparation to inform the choices, we are aware that in order to deliver further large scale growth, major investment in infrastructure would be needed, particularly if improvements to congestion and air quality are to be achieved in the future. Also, in assessing the form and character of our market towns, and their landscape setting as part of work undertaken for the Ryedale Plan, it was identified that such sustained expansion, particularly that at Malton and Norton, would be difficult to sustain/accommodate this level of development without fundamentally altering their character.

Also, in relation to Helmsley, in effect three quarters of the settlement (and the corresponding land surrounding it) is within the National Park planning area. There are some sites still to be rolled out and beyond these there are known significant constraints on the land which would preclude development. So it is unlikely that new allocations will be made at that settlement within this review of the Ryedale Plan.

There are some further broad considerations which will need to be factored into the work to evidence the approach to the delivery of development, and we have identified them below.

We need to investigate what the capacity of each of the settlements is. This is both in relation to any constraints which might be present, and any opportunities which new development could bring to the wider area. This will be a key component of the review of the plan, and will be informed by the site assessment work.

Specifically as part of this work, we will look at the environmental capacity and constraints of places- principally around the areas of air quality, biodiversity and flood risk, landscape setting, and responding to climate change mitigation and adaptation.

It is also important that we understand the physical infrastructural capacity of places to accommodate development. We will need to understand if the settlement has the overall infrastructural capacity to cope with some development, or whether it is necessary to consider large sites with additional infrastructure embedded their delivery, which can also bring wider benefits to the place as well as meeting the development's infrastructural needs. We are undertaking specific consultation with those companies and organisations which have a responsibility concerning the provision of utility services, including broadband, highways, education, social care and health services to understand what this infrastructural capacity is, and how it might be expanded in the future.

The chosen approach to the distribution of development could also support facilities and services that are already in operation in the District. We have mapped various services and facilities to see how provision varies across the district. We can see where facilities and services are concentrated- and this means greater access can be achieved. We can also identify villages where there are considered to be key services, which need to be supported and where such a service(s) could be shared amongst villages.

Community aspirations are also a factor. We are aware that the communities of our towns of Malton and Norton, Pickering and Kirkbymoorside are concerned about the levels of growth they have recently experienced, and there are sites that remain to be delivered. We are also aware that some villages would support some small scale housing, and others have had sizable recent permissions/allocation.

Development can also enable wider enabling benefits- these could concern heritage, biodiversity and land management improvements. This is likely to involve a greater role of Green/Blue Infrastructure and specific measures regarding how new development responds to Climate Change. It is very important indeed that new development is more resilient to the impacts of climate change, and increases its inherent building sustainability.

We will need to explore whether the spatial distribution strategy takes into account specific types of housing delivery- as part of meeting needs. Affordable housing will be expected to be delivered as part of our allocations, and these will still be part of the land supply for new housing. They may also come forward in addition to the Plan's housing requirement as Exception Sites.

Since the adoption of the Ryedale Plan, the National Planning policy Framework also now requires Local Planning Authorities to ensure that at least 10% of their housing allocation are on sites which are less than 1ha in size. So this is also something that we will need to factor in.

***Question 1: Which factors do you see as being important reasons that should influence where we should locate new development, in particular housing development?***

We have set out in Appendix 2 some general information about how the Ryedale Plan has performed to date, and provided information about the types of technical evidence that we commission to help evidence the policy decisions and approaches we make in undertaking the review of the Ryedale Plan.

## **Broad Distribution Options:**

Taking into account the above factors, we consider that there are two options to consider regarding the principle of the approach to distributing development in Ryedale:

### **Option 1**

**Continue the existing approach of the Ryedale Plan- a more explicit growth strategy which focussed on the towns and the Principal Town in particular- concentrate new housing at the Market Towns and key 'Service Villages' with meeting local needs elsewhere.**

Option 1 would continue the focus the majority of housing delivery at the Principal Town (Malton and Norton) as well as housing to the northern market towns and the identified Service Villages. It is an approach which is focused on delivery of housing where community infrastructure and transport options are most well-established.

### **Option 2**

**A less concentrated, more dispersed approach to distributing growth - with development focussed at the Market Towns and specific villages, including existing 'Service Villages' and selected additional villages.**

Option 2 would see some changes to the approach to the distribution from that within the Ryedale Plan. It would continue to seek to deliver housing at the market towns with less emphasis on Malton and Norton. It would also seek to deliver a greater proportion of housing at the villages. How this is to be achieved is not established yet, and so we are asking about how this could be achieved at different places in the District. This is not an approach which seeks radical change or growth in any one location- it is about consolidating the development, establishing the amount of housing attributed to settlements, and exploring the extent to which additional villages may be suitable locations for additional development.

As mentioned earlier Helmsley is constrained due to being predominantly within the National Park, and having a series of site specific constraints (flood risk, heritage designations) on the land which is within the Ryedale District Planning area. It is also not a settlement where any land submissions have been made.

In relation to a greater amount of housing going to the villages, we will be considering:

- Their distance and relationship to neighbouring settlements;
- The site specific constraints around some of our villages such as higher flood risk, designated heritage assets, national biodiversity designations;
- What wider opportunities may be presented by specific development for environmental or historic environment considerations;
- Sustainable building considerations;
- What services and facilities they already have or have access to within a walkable distance.

Below we have identified what we think at the main advantages and disadvantages of each option, and there advantages that are common to both approaches:

### **Main Advantages of Option 1:**

- Concentrates new development in the locations which have the greatest affordable housing need
- The majority of market housing would be guided to the more accessible locations which provide public transport choices

- Locates a greater level of development in proximity to higher order infrastructure- such as the hospital and train station
- Places development in locations where historically, employers have wanted to be located
- Focuses development where the greatest concentration of services and facilities are provided
- Ensures that some affordable housing is provided in the larger service villages as well as at the Towns
- Guiding new housing to those villages with some key service may help to sustain these services in the longer term.
- Provides limited market housing in the villages

**Main Disadvantages of Option 1:**

- Would require further strategic infrastructure improvements at Malton and Norton at significant cost
- Presents a challenge to ambitions to significantly improve congestion and air quality in Malton and Norton in particular
- Limited supply of sites at the Service Villages
- May involve more incremental sites/growth at the Market Towns unless opportunities to secure infrastructure improvements are secured
- Landscape setting capacity implications at all the Market Towns (and the constraints identified at Helmsley)

**Main Advantages of Option 2:**

- Requires less land to be released at the towns
- Guiding new housing to those villages with some key services may help to sustain these services in the longer term.
- Ensures that affordable housing will be delivered in the more sustainable villages as well as the Towns
- Allows the delivery of more smaller-scale housing schemes which can help support/sustain a greater range of village services
- Acknowledge that commuting trends are reduced- and this is likely to stay- but still delivering a sizable proportion of housing in the market towns because commuting will still occur.
- Allows the development at Malton and Norton to be effectively consolidated allowing in principle, those existing planned developments to be delivered with their infrastructure enhancements if they remain appropriate and deliverable.
- Bring a greater level of choice to the types of allocations we can make in terms of their size and housing type
- Enhanced opportunities for small/medium housebuilders to operate across a wider number of locations to improve choice in the housing market

**Main Disadvantages of Option 2:**

- Would involve the expansion of selected villages, which could put pressure on their character or some of their existing services.

- Would see a greater dispersal of development- this may increase some traveling to access services and facilities at the towns
- Less reliable land supply with small/medium sites as roll out due to greater uncertainties around delivery

**Initial Questions concerning the broad options:**

**Option 1**

**Continue the existing approach of the Ryedale Plan- the more explicit growth strategy which focussed on the towns and the Principal Town in particular- concentrate new housing at the Market Towns and key 'Service Villages' with meeting local needs elsewhere.**

**Option 2**

**A less concentrated, more consolidated approach to accommodating growth with development focussed at the Market Towns and specific villages, including existing 'service villages' and selected additional villages.**

***Question 2: Which of these options do you prefer and what are your reasons?***

We understand that this is much more complicated to deliver, than it is to set it out in two options- as there are range of ways this could be done. So to explore these options in more detail we have some more specific questions which we would like to get your views on.

As both options could result in additional development at the market towns, we ask the following further questions concerning each of the market towns:

***Question 3: In general, which settlements do you think could be expanded to accommodate future housing and by how much? What are the factors that you think we should consider when we are thinking about these matters?***

***Question 3a: For Malton and Norton- what further development (other than the existing allocations) can take place, and if so where is this?***

***Question 3b: Do you think that there are any opportunities to grow the Town of Pickering and if so where and why?***

***Question 3c: Do you think that there are any opportunity to grow the Town of Kirkbymoorside and if so where and why?***

***Question 4a: Thinking about Malton and Norton- are there places where you would not want to see development take place- and why?***

***Question 4b: Thinking about Pickering- are there places where you would not want to see development take place- and why?***

***Question 4c: Thinking about Kirkbymoorside- are there places where you would not want to see development take place- and why?***

***Question 5a: Could growth of Malton/Norton in a particular way/location deliver wider, key infrastructure?***

**Question 5b: Could growth of Pickering in a particular way/location deliver wider, key infrastructure?**

**Question 5c: Could growth of Kirkbymoorside in a particular way/location deliver wider, key infrastructure?**

**Question 6a: What infrastructure improvements are needed to support additional development at Malton/Norton?**

**Question 6b: What infrastructure improvements are needed to support additional development at Pickering?**

**Question 6c: What infrastructure improvements are needed to support additional development at Kirkbymoorside?**

If Option 2 was pursued, we would be looking at how more development would be attributed to the villages, the questions below are to gain your views on how this could be achieved:

**Question 7: If you live in a village, what would you say are the most important local village services/facilities to your community?**

**Question 8: What services and facilities do you consider to be essential/need sustaining, please explain your answer?**

**Question 9: Are there specific facilities/ services that a village should have before we consider allocating land for housing at the village?**

**Question 10: If you live in a village, would you like to see more housing development if it brought wider improvements such as public open space, biodiversity enhancements as well as address as a minimum any infrastructure requirements of the development?**

**Question 10a: Following on from the above question, if you are as an individual or as a community answered yes to the above question what is the village called, and what type (market housing/ affordable housing/ self-build housing) and size of housing development would be likely to be supported?**

**Question 10b: If you answered no, is this in relation to a specific settlement? If so, please identify the settlement and your reasons for why you would not wish to see new housing delivered there.**

**Question 11: Would you like to see development in the smaller villages? If so, what would be your reasons for this?**

***Question 12: Land allocations at the villages have been made to help provide affordable housing in the rural area and to help sustain local services. They could also be used to help support our local landed estates in conserving important heritage assets and landscapes. Do you think that this is something we should be looking to directly support in Ryedale, through the review of the Plan?***

**Housing numbers**

We have included some information about the housing numbers Ryedale will need to plan for, this is set out in Appendix 3.

***Question 13: Do you think we should deliver more housing than the Government requires in its 'Standard Method' to deliver other aspirations such as more affordable housing (including social rent), infrastructure, and support wider economic development in the district?***

### **Section 3: Specific Policy Considerations**

The Ryedale Plan has some specific policy choices which have a direct and indirect effect on the delivery and distribution of housing. These are

- The Local Needs Occupancy condition;
- Development Limits; and
- Other specific policy considerations

#### **The Local Needs Occupancy Condition**

We are seeking your views on whether this condition should remain in operation, or whether it is changed, or ceases to operate.

The Local Needs Occupancy Condition (LNOC) is applied to new build housing only within the 'Other Villages' within their Development Limits, or in specific conversion schemes in the Other Villages or Open Countryside (and not at our Market Towns and Service Villages).

New build dwellings in an Open Countryside location are only supported in principle under very specific circumstances, and one of those is when an essential functional need is identified for the dwelling. This essential need test is a long-standing element of national policy, and is expressed in Policy SP2 concerning new dwellings to support the land-based economy where an essential need can be evidenced. Such properties are then subject to an 'agricultural occupancy condition'.

The objective of the LNOC was to ensure that incremental expansion of smaller settlements was carefully controlled, and on the basis of meeting a local need. To restrict the meeting of externally-driven migration i.e. those coming to live in Ryedale from outside of the District unless they had a local connection.

The condition has been shown to be, in principle, an effective means to manage housing delivery. This can be seen in the number of modest housing completions outside of the Service Villages and Market Towns, with only 12% of housing completions between 2012 and 2021 being in such locations (see Appendix 2).

However, the application of a local needs occupancy condition is not explicitly identified in national planning policy. It is an approach that is very commonly used within the National Parks, where housing delivery is strictly controlled. Its restrictive tests would also not necessarily be an in alignment with an approach which seeks to deliver more housing to a greater range of villages, to support village-based services and facilities.

The Local Needs Occupancy Condition is also not concerned with the delivery of affordable housing, and so has not helped to deliver more affordable homes in the villages. The experience of implementing the condition has raised costs and complexities for the Council when the properties are built or are re-sold- these have been in relation to the valuation of the property, re-sale delays and difficulties in obtaining mortgages.

The removal of the Local Needs Occupancy Condition from the Ryedale Plan would bring about a number of properties as 'windfall applications'. These are houses which we have not been able to plan for, so we would not be able to add/factor them into the supply of allocations. This is because we would not know where and how many applications would come forward, so they would be an unreliable source of housing land supply. They would instead be accounted for in the number of

completions when they are built out, so we would be able to add them into our housing delivery test performance.

Moving forward, we could simply choose not to use the condition. Alternatively, we could relax the condition's operation- so the time limits spent out of a place can increase, or that the connection is not just to a parish or adjacent parishes. This means we could use a broader geographical area.

***Question 14: Should we continue to use the Local Needs Occupancy Condition? Yes/No please explain***

***Question 14a: If yes, should we continue to use it in its current form or with changes to the way in which we operate the condition?***

### **Primary Residence Condition**

We considered in the preparation of this consultation document whether we explore views on a 'primary residence' condition like that used in Northumberland and Cornwall. This would mean if you occupied the property it would have to be your home, where you live the majority of the time, and this is a policy which would remain in perpetuity.

Second homes are where the property is vacant for extended periods of time. Second homes are an issue in Ryedale, and they are in many rural areas. We have nearly 800 second homes on our council tax records- that is the equivalent of four years' worth of our housing land supply. It is also often the smaller, more affordable properties which are being used like this, taking them out of the housing market for would-be buyers.

It is important to be clear that a holiday let which is commercially operated and let to visitors on a regular basis, is not the same as a second home. These holiday lets are an important source of income in Ryedale, and part of our accommodation offer to visitors.

***Question 15: Do you have any views on the use of a primary residency occupancy condition for new dwellings in your community? Yes/No please explain***

### **Housing Delivery for Specific Tenures**

Tenure is a reflection of how a property is owned. We have established affordable housing policies and these will reflect a range of different tenure types including, affordable housing (affordable rent, social rent, discount for sale, and First Homes) and those sold on the open market as market housing and Self-Build, which is where a property is built for a specific occupant, and they occupy that property for a specified period of time.

We can identify self-build properties because it was a question we asked in our call for sites, and by identifying areas for self-build, we can factor them into the housing land supply. If we use only a criteria based policy we will be unable to demonstrate how these self-build properties could come forward- but we could employ both approaches to provide flexibility. We would welcome your views on this. When we refer to a criteria-based policy it would be a set of tests that a site would need to meet- such as, for example, being in or adjoining development limits; maximising energy efficiency

and sustainable building approaches, and general wider plan compliance regarding design, siting, amenity and access.

***Question 16a: Do we make specific allocations which will be only for Self-Build properties?***

***Question 16b: Do we employ a set of criteria to assess Self-Build homes by- what should those criteria be- what is most important?***

### **Development Limits**

Development Limits are drawn around most of Ryedale's settlements to identify a general area of support for certain types of development, particularly housing, and outside the Development Limits being subject to greater restraint. They are a policy tool used to steer where development could happen, and so do not necessarily reflect the built extent of a settlement.

When land is identified or 'allocated' to meet future development needs, the Development Limits are reconsidered as part of this process and expanded to accommodate the site/allocation.

***Question 17a: Do you agree with this approach? Yes/No please explain***

***Question 17b: Do we make small scale adjustments to take account of appropriate Self-Build proposals that have been submitted through the 'call for sites' event? Yes/No please explain***

### **Changes to other Policies in the Ryedale Plan- Local Plan Strategy**

We have been applying the policies of the Ryedale Plan over the last nine years, and there are some areas which we are going to review in response to factual changes around the NPPF and the policies general operation. We are finalising our **Sustainability Appraisal Scoping Report**, and we will use this document to assess our existing and any emerging policies against.

For some of our policies **SP5 (Gypsy and Travellers)** **SP6 (Delivery and Distribution of Employment/Industrial Land and Premises)** we are looking at technical studies first before we set out what changes, if any, should be made.

We are updating our Strategic Flood Risk Assessment, and this will be important for any updates to Policy **SP17 (Natural Resources)**. This is around setting out the details of the Sequential Test, this set out in national planning guidance and is how we seek to locate new development in areas of lowest flood risk (Flood Zone 1). We will also look at the current policy concerning air quality.

We will be updating Policy **SP14 (Biodiversity)** in relation to requiring Biodiversity Net Gain, as part of the Environment Act, and Policy **SP16 (Design)** in relation to design codes, and the delivery of Green/Blue Infrastructure.

Recent experiences concerning the loss of community facilities, particularly public houses in villages has prompted a desire to review **Policy SP11 (Community Services and Facilities)**, when assessing suitable and accessible alternatives, make it clearer that such facilities need to be available in the village- and not viewed as being accessible/available if they are in a neighbouring village or further afield, so they can directly serve the local community.

We will be exploring the application of minimum space standards, through **Policy SP4 (Type and Mix of New Housing)** this is in relation to ensuring that any affordable housing provided meets the right

transfer values concerning the room sizes and intended occupancy. It is to ensure that all new homes can achieve these space standards. We will also be exploring build standards in relation to accessibility.

We are going to be reviewing the current policy on **Renewable and Low Carbon Energy (SP18)** to make it more relevant and active in what it is seeking to achieve to help deliver our aspirations to significantly reduce carbon emissions in this Plan period. This will involve looking at building sustainability, including energy efficiency, and renewable energy targets and build standards, and responding to climate change adaptation and mitigation. This will be subject to more technical work and consultation in the coming months, but we are keen to gauge the depth of concern and feeling regarding how the Local Plan responds to climate change. This is around working towards net zero carbon in our new development, embedding now adaptation to the impacts of climate change we are going to experience in the future. It is also to support the related agendas of reducing congestion, improving air quality, reducing fuel poverty and increasing energy security and stability.

***Question 18: How important do you think it is to maximise the following aspects of new development? Please rank from 1-6 (1 being most important- 6 being least important) for the following:***

- ***Energy efficiency***
- ***Carbon neutrality***
- ***Water conservation***
- ***Active travel (walking and cycling)***
- ***Green and blue infrastructure (spaces for habitat creation/recreation/sustainable water management)***
- ***Biodiversity protection/enhancement/resilience***

***Question 19: Are there any other areas of the Ryedale Plan we should be looking to review at this time, and why?***

### **Next Steps**

Whilst this consultation is taking place we will be undertaking specific consultation with statutory consultees and working on and commissioning more technical evidence/appraisal work. Once the consultation is finished we will be collating together the findings with technical appraisal work that will be going on and specific consultation work. We will be working towards a report and paper to Members of the District Council in which they make what we are terming 'key decisions'. These key decisions will then inform the additional site-specific work, and be subject to consultation around in the spring of 2022.

## **Appendix 1: The Plan Review Process**

### **The Review of the Ryedale Plan**

The Ryedale Plan is Ryedale's Local Plan. It gives direction to how development should happen in Ryedale, and covers the area outside of the North York Moors National Park. It is also known as 'the Development Plan' and is used to provide policies by which to judge planning applications and identify sites for delivering planned growth needs.

The Ryedale Plan was developed in essentially two key stages, with a gap between, where first the general strategic approaches were developed, with amounts of development to different places established. Then in subsequent documents the site allocations were made in accordance with these principles. Before these documents were adopted, sites then came forward as planning applications.

The Ryedale Plan is made up of a series of documents:

**Local Plan Strategy-** It was adopted by the Council in 2013, after being subject of an independent examination. An overarching, strategic policy document- it sets out in general terms where development is acceptable, and how much development would be delivered in the District over fifteen years- 2012-2027.

**Local Plan Sites Document -** adopted in 2019- gives site specific policies and the areas of land identified for development known as 'site allocations'.

**Policies Map—**this shows on a map how the different policy designations operate and was updated to coincide with the Local Plan Sites Document.

**Helmsley Plan –** Adopted in 2015- this document was prepared jointly with the National Park to look holistically at the settlement of Helmsley and set out approaches to housing delivery and employment land, and to look at any other settlement-specific response needed for Helmsley.

All these documents are subject of the review, although by how much will vary.

### **What do we mean by a review?**

All Local Plans are expected to be reviewed at least every five years, and sooner if there are pressing circumstances which mean a review is needed earlier. Sometimes it is necessary to create a new plan. But the Government does not expect that when plans are reviewed, they are changed completely. Plans are expected to evolve over time and change to meet emerging needs and respond to pressing issues. The extent of a review is subject to a wide range of factors- which can be circumstantial including changes to national planning policy, or a need to respond to a pressing issue, such as climate change. Indeed, the Ryedale Plan was reviewed in 2016. We did this by looking at the evidence around what was our housing need, and how the plan was meeting that need. No changes to any policies were necessary at that time.

Now, in 2021, the Ryedale Plan is in its later stage. There is a need to ensure that the Plan remains relevant and up to date, with a sustained land supply of allocations, so it can continue to have full weight in considering planning applications. It will have a plan-life of 15 years between 2023 and 2038.

There are also some wider circumstances which are influencing this review:

There is anticipated changes to the planning system as a whole in the coming years- as set out in the Government's Planning White Paper.

In spring 2023 a new Combined Authority will be formed within the established North Yorkshire County Council boundary, and a transitional period will begin next year. Therefore, in terms of the extent of changes to the plan- it is considered that any changes need to be both mindful of the timeframes of the Local Government Reform, and to not prejudice the strategic decision making capability of the newly formed authority who will be tasked with making their own local plan within 5 years.

Our background work on the plan review to date has shown that many social, economic and environment trends remain the same as when the Ryedale Plan was being developed. But responding to Climate Change is much more pressing. The District Council has signed the declaration that there is a Climate Emergency. There is a real need to respond to mitigating climate change by reducing emissions of greenhouse gasses, but also how respond to the impacts of climate change that we are experiencing now and deliver actions on the ground.

We are still living with uncertainties around the Covid pandemic and the changes that it has brought to our way of life- particularly in relation to people's working patterns. For many people, the internet has become crucial for working, accessing services and entertainment, and shopping as well as simply communicating with family and friends during the pandemic. It is not expected that this reliance will diminish back to pre-Covid levels. But broadband services are variable across Ryedale. So whilst commuting may be reduced, access to services remains a priority.

#### **What the review will cover?**

The review is therefore, by circumstance, to be targeted and focused on what are considered to be key matters for the review:

- Updating the housing requirement figure (the amount of housing to plan for) based on updated evidence
- The strategic distribution strategy, and within that focusing on the approach to distributing new housing;
- Specific policy matters- around principally, the Plan's response to Climate Change and sustainable building standards and the operation of the Local Needs Occupancy Condition.
- We will also look to update the Plan in light of factual changes around national planning policy and legislation. We will consult on this work at a later date.

Our timetable for the review of the Plan is set out in the Local Development Scheme. We are looking to publish (Publication) the plan review in September 2022 with a view to submitting the plan review for Examination in December 2022.

Given the timescales we are working to, we are treating this review as essentially an update/roll forward. We are not expecting to be reviewing key policy targets such as the overall amount of affordable housing. We are also not updating our Community Infrastructure Levy Charge which was adopted in 2016.

If policies undergo change- then this will be subject to consultation. If they do not undergo any changes- they will be subject to justification by the Council that the policy remains fit for purpose and this too will be subject to consultation.

We will also not be discarding the existing sites allocated in the Ryedale Plan, since they were only adopted in 2019, but they will be subject to checking when they are likely to be developed and that

they remain appropriate. This means these 'saved' sites will be part of the land supply, as well as sites which have planning permission. We will also include any large sites that are currently being built out.

We have undertaken a 'call for sites' earlier this year. Those site submissions can be viewed at [Review of the Ryedale Plan](#) . They are under what we have termed a 'general consultation' at this time. We will use the findings of this consultation and that sites consultation, alongside technical information to assess the sites, so we can make decisions on which sites should be allocated in the review.

This means that at the end of the review we would have some policies saved in the existing Ryedale Plan, and new set of policies in the Ryedale Plan Review, and a list of superseded policies. We will also have existing allocations designated as part of the Ryedale Plan and new allocations designated in the Ryedale Plan Review. These will be all displayed in the updated Policies Maps.

**Appendix 2: What is our evidence for determining what the levels of housing should be to different settlements? How effective has the current approach been?**

For the life of the plan to date, the approach has been successful. Since the Plan’s adoption only two years have seen delivery drop by a small amount less than the plan requirement- of 200 homes a year and in other years, delivery has exceeded it resulting in a mean average of 257 dwellings a year:

<b>Settlement</b>	<b>Completions (net) 2012-2021</b>	<b>% of all completions</b>
<b>Malton &amp; Norton</b>	1238	48.06%
<b>Pickering</b>	553	21.47%
<b>Kirkbymoorside</b>	90	3.5%
<b>Helmsley</b>	23*	<1%
<b>Service Villages</b>	362	14.05%
<b>Other Villages and Wider Open Countryside</b>	310	12%
<b>Total</b>	2576	100%

We report on how the plan is working in our Authority Monitoring Reports and these can be viewed at [Authority Monitoring Reports](#) .

Housing delivery has been focused on the towns, and these make up the majority of completions with larger sites being built out or under construction at all Ryedale’s towns – including Helmsley. A range of sites are either developed, underway or subject of a planning permission in the Service Villages. We only made two housing allocations in the Local Plan Sites Document at the Service Villages, this was to take into account sites which received planning permission from 2012 onwards. One of these allocations now has permission.

The majority of housing delivery was either identified through allocations or was approved by the District Council, and not through planning appeals. We have to date delivered key infrastructure, such as Brambling Fields junction, and the pasture lane junction.

Some of the allocations are larger than others, and so some have taken more time to come forward. A Planning application is now submitted for the large allocation at Norton, known as the Norton Lodge site, which also involves a link road to connect Beverley Road to Scarborough Road and land for a new primary school.

We bring together a range of technical documents, which look at specific issues. We compile studies around the nature and character of places including any site specific constraints, and collate information about services and facilities. We meet with infrastructure providers to discuss what capacity is available for new housing, or what can be undertaken to achieve more capacity. These are considered alongside the responses we gain from communities, including town and parish councils, and statutory consultees who provide specific responses to their areas of responsibility.

Specific areas are:

- Sustainability appraisal scoping framework- to technically assess the 'sustainability credentials' of emerging policies and sites- this will then be used to assess the different options and the potential sites through the Site Selection Methodology. More information in this important area of work can be found on our website.
- Strategic Housing Market Assessment (SHMA) and this will essentially provide us with our Objectively Assessed Housing Need
- The Strategic Housing Land Availability Assessment which we are working on in light of the outcome of the call for sites- which identifies the availability of sites from which to deliver housing requirements
- In each of those scenarios it will be the sites that inform the capacity of settlements. Also, communities may wish to express a desire for specific types of housing delivery at their settlements.
- Views from local communities in terms of concerns raised by sites, but also whether communities would like to see specific types of housing to meet different needs
- Views and commentary from statutory consultees
- Site specific constraints – established through looking at sites individually to identify any barriers to their development in accordance with national policy (such as flood risk)
- Infrastructure capacity- established in connection with service providers
- Landscape setting and impacts on the form and character of the settlement, this will consider heritage and archology too
- Villages Service Audit – which looks at the distribution of services and facilities across the district

We will collate all this information together with the findings of this consultation to develop a picture of where housing delivery is best achieved, and we will prepare background papers for each settlement subject of allocations- and a paper of the settlements/sites where we have chosen not to allocate sites.

### **Appendix 3: What is the Amount of Housing to Plan for?**

Our existing Local Plan (Ryedale Plan) identifies that we deliver at least 200 homes per year.

We will be expected to review the amount of housing to be delivered over the plan period. This is subject to technical evidence, and applying national planning guidance. Government guidance requires that we establish our 'housing requirement figure' for our Ryedale Plan area to deliver a level of housing established from a local housing needs assessment. These will be established through our Strategic Housing Market Assessment which is under preparation now.

In terms of the overall amount of housing, National Planning Policy (NPPF) requires that we plan for, as a minimum for our objectively assessed need for housing and other uses- and that is our starting point.

The minimum figure Ryedale is required to plan for is from the Standard Method in national planning practice guidance, which is 184 dwellings a year, with a land supply buffer. But it is the Development Plan which establishes what the Objectively Assessed (Housing) Needs (OAN) are for the District. This consultation is not about precise numbers, as this work is yet to be finalised- and will be eventually set out in the proposed allocations. This is essentially a yardstick-it could go up or down, and could increase significantly if the national method for housing supply changes as a result of using newer household projections. Factoring in the existing housing allocations, it is estimated land for c.2,500 homes needed between 2027-2038

Because the Ryedale Plan was achieved in stages, the Local Plan Strategy also provided a framework of proportions of development attributed to different settlements. It concentrated the majority of new development at the largest settlements, our Market Towns, with c.90% of the housing requirement. This was further broken down into:

Malton and Norton (50%)

Pickering (25%)

Kirkbymoorside (10%).

Helmsley (5%)

With c.10% of the housing requirement going to a collection of larger villages with a section of key facilities- these were known as 'Service Villages'.

The allocations then followed this approach.

Because the review of the plan is considering the allocations as well as the strategy, we will not set precise proportions or percentages. Instead, we will identify the allocations (sites) needed to deliver the housing requirement and land supply buffer. We will demonstrate the level of housing attributed to different settlements through these allocations, as well as any other land uses for which we seek to provide a specific land supply for. We may also identify a broad location (such as that currently identified for employment land at Malton).

## **Appendix 5: The Local Needs Occupancy Condition**

The condition is worded, and applied as a condition to the relevant permissions:

*To meet local housing need in the non-service villages the occupancy of new market housing will be subject to a local needs occupancy condition where this accords with Policy SP2, and will be limited to people who:*

- Have permanently resided in the parish, or an adjoining parish (including those outside the District), for at least three years and are now in need of new accommodation, which cannot be met from the existing housing stock; or*
- Do not live in the parish but have a long standing connection to the local community, including a previous period of residence of over three years but have moved away in the past three years, or service men and women returning to the parish after leaving military service; or*
- Are taking up full-time permanent employment in an already established business which has been located within the parish, or adjoining parish, for at least the previous three years; or*
- Have an essential need arising from age or infirmity to move to be near relatives who have been permanently resident within the District for at least the previous three years.*



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<b>PART A:</b>	<b>MATTERS DEALT WITH UNDER DELEGATED POWERS</b>
<b>REPORT TO:</b>	<b>POLICY AND RESOURCES COMMITTEE</b>
<b>DATE:</b>	<b>11 NOVEMBER 2021</b>
<b>REPORT OF THE:</b>	<b>PROGRAMME DIRECTOR – PLACE AND RESOURCES PHILLIP SPURR</b>
<b>TITLE OF REPORT:</b>	<b>MALTON AND NORTON INFRASTRUCTURE AND CONNECTIVITY: UPDATE AND PROPOSED FUNDING ALLOCATIONS</b>
<b>WARDS AFFECTED:</b>	<b>AMOTHERBY, DERWENT, MALTON, NORTON EAST &amp; WEST (DIRECTLY); OTHER WARDS (INDIRECTLY)</b>

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## **EXECUTIVE SUMMARY**

### **1.0 PURPOSE OF REPORT**

- 1.1 To update Members on progress relating to key elements of the Malton and Norton Infrastructure and Connectivity work stream and to make proposals for the allocation of funding previously approved by Council.

### **2.0 RECOMMENDATIONS**

- 2.1 It is recommended that Members:

- (i) note the contents of this update report;
- (ii) in relation to the allocation of funding previously approved by Council:
  - a. approve funding of up to £166,000 towards upgrading signals at Butcher Corner;
  - b. grant delegated approval to the Programme Director for Place and Resources, in consultation with the S.151 Officer and the Chair of Policy and Resources Committee to authorise allocation and expenditure of the remainder of the funding approved by Council (including any change to the split of Capital and Revenue expenditure).

### **3.0 REASON FOR RECOMMENDATION(S)**

- 3.1 To enable the implementation of projects which aim to reduce congestion and improve air quality and safety within Malton and Norton with minimal delay.

## 4.0 SIGNIFICANT RISKS

- 4.1 There are not considered to be any significant risks associated with the recommendations of this report. Should the recommendations not be approved, however, it is likely that progress on individual proposals would be delayed.

## 5.0 POLICY CONTEXT AND CONSULTATION

### 5.1 Council Plan priorities:

- Our Economy
  - Improving our road and rail connectivity to unlock economic growth
  - Working with partners to improve the A64, integrated public transport connections and station facilities
  - Supporting measures to cut congestion and improve traffic flow in our market towns
- Our Communities
  - Working with partners to ensure a fair share of infrastructure investment
  - Championing sustainable public services that continue to meet the specific needs of Ryedale's communities
- Our Environment
  - Improving air quality in our market towns by working with partners to tackle congestion and promote sustainable transport and commerce
  - Promoting sustainable transport by opening cycle routes and identifying new ways to link our communities in sustainable ways

- 5.2 The Council has obligations, under Local Air Quality Management processes to regularly review and assess air quality in the district and to take action where appropriate. Following a detailed air quality assessment in 2009, the Council declared an Air Quality Management Area (AQMA) in parts of Malton because annual mean concentrations of nitrogen dioxide (NO<sub>2</sub>) exceeded the relevant air quality objective at various locations. Whilst no exceedances of the annual mean NO<sub>2</sub> objective have occurred in the Malton AQMA since 2016, Ryedale continues to keep the AQMA under review until it can be demonstrated that compliant concentrations are stable over a sustained period.

- 5.3 Recent developments (see Background Papers further details) are considered likely to lead to the introduction of stricter national limits of air quality at some point in the future, including:

- the Coroner's report (April 2021), following the tragic death of a young child, which recognised air pollution exposure as a cause of death for the first time in the UK and called for stricter national air quality limits (specifically relating to Particulate Matter – or PM) based on World Health Organisation guidelines;
- New World Health Organisation (WHO) Global Air Quality Guidelines (Sept 2021), which:
  - reduces the guideline limit for PM<sub>2.5</sub> from 10 µg/m<sup>3</sup> to 5 µg/m<sup>3</sup>
  - reduces the guideline limit for NO<sub>2</sub> from 40 µg/m<sup>3</sup> to 10 µg/m<sup>3</sup>

- 5.4 The Council declared a Climate Emergency on 10<sup>th</sup> October 2019 and has made a commitment to building Climate Change considerations into the Council Plan and decision making processes.

- 5.5 Various stakeholder and public consultations have taken place throughout development of the initial Malton and Norton Infrastructure and Connectivity Study as well as throughout development of work under the Local Cycling and Walking

Infrastructure Plan and the Junction Signalisation and Improvement proposals. The most recent consultation was carried out by NYCC on junction signalisation and improvement proposals (set out later in this report) and closed on 30<sup>th</sup> April this year.

## REPORT

### 6.0 REPORT DETAILS

#### Background

6.1 In June 2018 NYCC and RDC published the jointly-funded 'Malton and Norton Infrastructure and Connectivity Study' ('the Study') which identified a "preferred package" of interventions that could potentially be developed and implemented to reduce levels of congestion within the two towns. The Study was reported to Members at Policy and Resources Committee on 26 July 2018 and endorsed by Council on 06 September 2018. The same meeting of Council also deferred making decisions, pending further information from NYCC, regarding:

- the Council's role in project development for, and allocation of funding towards, "Walkway & Bridge" over the railway;
- allocation of funding towards developing proposals for "Internal Junctions and Traffic Signal Strategy".

6.2 Further details of the background to the Study and detailed updates on progress to date were reported to Policy and Resources Committee on 24 Sept 2020 and Council, on 03 December 2020, made an allocation of £450k (£350k capital and £100k revenue) towards development and delivery of identified schemes.

#### Rail Service Update

6.3 Plans to introduce an additional hourly rail service between York and Scarborough were originally announced in December 2019. This has been postponed a number of times - partly due to the impacts of COVID-19. Currently Officers understand that there may be some increase in rail services from May 2022 but this is yet to be confirmed.

#### Update on Key Interventions

6.4 Local Cycling and Walking Infrastructure Plan (LCWIP): A Phase 1 report has been completed and is currently awaiting formal adoption by NYCC. This presents a long-list of evidence-based interventions to improve cycling and walking provision in the towns. Further work (Phase 2) is due to start shortly (subject to NYCC confirming budget availability) and will involve route audits, developing scheme concepts, stakeholder engagement and prioritisation resulting in a shortlist of prioritised schemes which can be used as the basis for funding bids for scheme implementation.

6.5 In parallel with this work, Ryedale Cycle Forum have continued to be very active in supporting local residents with the development of proposals for a Malton – Hovingham Cycle Path, via Broughton, Slingsby and Amotherby. Officers continue to work with colleagues at NYCC to identify funding opportunities as appropriate.

6.6 Internal Junction Improvements & Traffic Signal Strategy: Following development of a new traffic model for the towns, NYCC's consultants undertook traffic modelling on a range of options and NYCC Steering Group (made up of Local NYCC Members, Town Council representatives and an RDC representative for air quality) confirmed that the following proposal as the preferred option:

- Introducing traffic signals at the Castlegate/Church Street/Welham Rd/Norton Road junction at the level crossing, incorporating improved pedestrian crossing facilities,
- Making the eastern end of Norton Road one-way westbound,
- Improvements to traffic signals at Butcher corner - including introduction of MOVA system (Micro-processor Optimised Vehicle Actuation – to maximise the efficiency of the junction) and indicative right arrow,
- Improved pedestrian crossing facilities.

6.7 Traffic modelling of this option predicts an adverse impact upon the Malton AQMA as a result of an increase in traffic flows, queuing and lower average speeds – particularly in Castlegate in the PM peak. Air quality modelling of this option forecasts exceedances of the annual mean NO<sub>2</sub> objective adjacent to Castlegate, within the AQMA, but with some minor improvements across the wider network. The traffic modelling found that:

*“delivery of a major scheme – elsewhere on the local network such as a new junction on the A64 - would be required in order to attract vehicles away from the town centre by providing an alternative route.*

6.8 An update on A64 junctions is provided later in this report, however, any such major schemes would take several years to develop, secure Highways England support, secure funding, and implement.

6.9 In the mean-time, following consultation with their Steering Group, NYCC undertook public consultation on the above option earlier this year and the results demonstrated a broad level of support for the proposals. As a first step NYCC propose to introduce the one-way system on Norton Road as a temporary trial in order to allow detailed air quality monitoring to be undertaken to assess any impacts within the AQMA. It is expected that the trial will commence early in the New Year and last for 12 months: with 6 months of detailed baseline air quality monitoring (under existing traffic arrangements) followed introduction of the trial one-way proposal (with on-going detailed air quality monitoring). At the end of the period the results and any impacts on the AQMA will be assessed prior to making a decision on permanent changes. The cost of designing and running this trial will be significant but NYCC have committed to undertake the scheme.

6.10 NYCC have also confirmed that the proposed upgrade to Butcher Corner traffic lights could be introduced relatively quickly (within approximately four months) subject to funding being identified. NYCC Officers have provided the following information on the proposals:

*“Microprocessor Optimised Vehicle Actuation (MOVA) is an operation method developed to overcome some of the problems associated with traditional Vehicle Actuation (VA) control. MOVA is more responsive to traffic conditions and often leads to a significant increase in capacity at a junction. Unlike other traffic control strategies it continually adjusts the green time required for each approach by assessing the number of vehicles approaching the signals, whilst at the same time determining the impact that queuing vehicles would have on the overall operation of the junction. It seeks to determine a set of signal timings which will maximise the throughput of the junction under the current conditions. Consequently MOVA sites have less queuing and incur less delay to all users.*

*It is particularly well suited to sites with high traffic flows that can vary according to time of day or season and sites experiencing known capacity issues. Trials across the UK have demonstrated an average 13% delay reduction is possible.*

*The introduction of the right turn filter arrow will release vehicles currently held by oncoming vehicles.”*

- 6.11 NYCC have asked RDC for a fixed sum of £166k (based on a detailed fee proposal from NYCC’s framework consultants WSP and detailed cost estimates for implementation) to cover the costs of scheme design, project management and implementation. This report recommends that Members approve an RDC funding contribution of this amount to enable the scheme to progress, and the resulting benefits to be achieved, as soon as possible.
- 6.12 Given the uncertainties and concerns regarding potential impacts upon air quality within the towns (particularly given the Context set out in 5.3 – and pending successful implementation of new/upgraded junctions on the A64), it is possible that changes to physical infrastructure alone will not be sufficient and that greater consideration needs to be given to measures that encourage behaviour change to minimise reliance on car use, alongside appropriate infrastructure improvements.
- 6.13 Provision of second rail platform, pedestrian/cycle bridge and link path to Norton:  
Proposals are being progressed to include this scheme in a wider bid, under a second round of the Levelling Up Fund (LUF), for station improvements at Thirsk, Malton and Seamer. NYCC are leading on preparatory work for the bid and have set up an overall Project Board to oversee development of the bid and individual Working Groups to progress proposals for individual stations. RDC has officer representation on both groups, together with representation from the rail industry.
- 6.14 A second platform, together with a bridge linking the platforms, will offer a wide range of benefits, including: improved accessibility, improved safety, reduced community severance, encourage greater uptake of public transport, encouraging greater uptake of more active modes of transport (with resulting benefits to public health), improved air quality and contributing to climate change mitigation.
- 6.15 Government have not indicated when a second round of LUF will be announced, or when bids will need to be submitted, but there is a strong likelihood that bids will need to be made at short notice and so preparatory work is progressing at pace. At this stage there are no specific proposals for an RDC contribution but it is likely that match funding from local partners will significantly enhance any bid’s chances of success. It may therefore be prudent to have the flexibility to commit match funding (from the existing allocation) at short notice in order to give any bid the best chance of success. Officers therefore propose delegated authority, as set out under the Recommendations.
- 6.16 New / upgraded junctions on the A64 at Broughton Road and Musley Bank:  
Provision of all-movement junctions with the A64 at the above locations would provide alternative routes for traffic (including HGVs) to/from the A64, reducing traffic through sensitive areas such as Highfield Road and the Town Centre AQMA. This would have significant benefits including for air quality, safety as well as providing opportunities for more significant measures to encourage walking and cycling within the towns.
- 6.17 As reported previously, NYCC had committed to initial project development on these projects and initial work has considered a number of options for each location. This work has confirmed that there is significant merit in pursuing new junctions on the A64,

at Musley Bank and / or at Broughton Road. However, it should be noted that the scale and cost of works relating to a completely new junction at Broughton Road (approx. £19m) are significantly higher than for an upgraded junction at Musley Bank (approx. £9m).

- 6.18 NYCC's 2021/22 capital programme for highways development schemes is currently fully committed, however, Officers have secured a commitment from NYCC to start the next stage of project development **for the Musley Bank junction upgrade** in January 2022. This is expected to take 6 to 9 month to complete and will be aligned with Highways England's Project Control Framework.
- 6.19 NYCC colleagues will nominate further development of **Broughton Road junction proposals** for inclusion in their 2022/23 project development budget. At this stage, however, there is no formal commitment from NYCC and so no guarantee that they will cover all, or any, of the costs for this next stage of work. Officers have asked colleagues at NYCC whether a contribution from RDC would help to accelerate project development (and enable work on these proposals to progress in parallel with work for Musley Bank).
- 6.20 At this stage, it is not clear whether NYCC's consultants will have capacity to undertake project development work on Broughton Road junction in parallel with the Musley Bank junction work. If capacity is an issue then, given the timescales for implementation, NYCC may prioritise other work for now. However, should Members be minded to offer a contribution towards project development costs for the project, it is proposed that this could be finalised following further discussions with NYCC, with formal approval via the delegated authority mechanism set out below (in 6.26).
- 6.21 Due to the high costs, these projects are likely to require a partnership approach to their funding and implementation. The lengthy process of project development, assessment, approvals and securing funding for projects on the Strategic Road Network, means that implementation is expected to be beyond RDC's tenure. The projects' ultimate implementation is therefore likely to be largely dependent upon the priority afforded to them by the new North Yorkshire Council.
- 6.22 Potential longer-term intervention: Malton – Norton Link Road and Bridge: This project could significantly reduce the numbers of vehicles passing through the two main bottlenecks in the towns: the level crossing and Butcher Corner. This could provide opportunities for more significant measures to encourage walking and cycling within the towns. Alongside the above A64 junctions work NYCC have also identified some options for a link road and bridge that require further development. Further work is likely to be held until NYCC better understand the position on the above junctions work.
- 6.23 RDC Investment: Whilst NYCC are the Local Highways Authority and would normally be responsible for developing and implementing highways-related schemes, it should be recognised that, like any local authority, their budgets are limited and so their investment needs to be prioritised across the whole of the County. Without strong partnership working between RDC and NYCC, including joint funding of the initial Infrastructure and Connectivity Study, it is unlikely that the County Council would have invested, and would continue to invest, significant sums in project development and implementation in the towns.
- 6.24 To date, NYCC have invested almost £400k in schemes within Malton and Norton schemes including: the initial Study; development of new traffic model; identification of options, shortlisting and traffic modelling of options; air quality modelling of the preferred option; Local Cycling and Walking Infrastructure Plan; A64 junctions initial options; and Major Schemes work (link road and bridge). Approximately another

£300k has been committed to undertake the 12 month one-way trial and further project development on the A64 Musley Bank junction.

- 6.25 To date RDC have invested approximately £36k, with contributions to the initial Study and the air quality modelling (NB these contributions do not form part of the overall £450k allocation). Investment as outlined in this report will enable further investment from NYCC to go further and the benefits of the upgraded signals to be achieved now, rather than waiting until discretionary grants can be secured for their implementation.
- 6.26 Should the recommendations of this report be approved, there will be £184k capital and £100k revenue remaining from the previous funding allocation. In order to enable Officers to be as responsive to events and opportunities as possible, and to avoid the lengthy lead-in times involved in reporting to Committee for individual project approvals, Officers are recommending delegated approval for the Programme Director for Place and Resources, in consultation with the S.151 Officer and Chair of Policy and Resources Committee, to authorise expenditure on individual proposals from the existing allocation. Any such projects for which delegated authority is sought must contribute towards at least one (preferable more) of the Strategic Level Objectives of the Study (attached at **Appendix 1**)
- 6.27 Examples of potential projects that the remaining funding allocation could contribute towards include:
- Malton – Amotherby Cycle Route (one of the priority corridors identified in the LCWIP Phase 1 work and for which initial designs and cost estimates have already been undertaken by the community and Ryedale Cycle Forum;
  - possible minor scheme to adjust kerb build-out on Horsemarket Road to avoid pushing cyclists into on-coming traffic (subject to on-going consultation);
  - development of a strategy to support and encourage behaviour change and minimise reliance on car use within the towns;
  - electric bus ‘hopper service’ (subject to discretionary funding opportunities);
  - Malton Station 2<sup>nd</sup> platform and bridge (subject to initial project development work);
  - Implementation of shortlisted LCWIP schemes;
  - implementation of permanent scheme for one-way system on Norton Road; signalisation of the level crossing junction; and improved crossing facilities (subject to outcome of initial one-way trial).

*NB: this list is not exhaustive and other potential schemes may arise (for example in response to opportunities to bid for discretionary funding).*

- 6.28 It is difficult to predict in advance the precise split between capital and revenue because project development costs that directly relate to a capital scheme can be classed as capital, however, should the capital scheme (to which project development works directly relate) not proceed then the expenditure should be written off as revenue. It is therefore recommended that delegated authority is approved (as set out in the Recommendations) to alter the split between Capital and Revenue if necessary. This would also assist Officers to be as responsive as possible to project proposals as they arise and speed up timescales for implementation of proposals.

## **7.0 IMPLICATIONS**

- 7.1 The following implications have been identified:
- a) Financial

The recommended approvals are from within the existing budget allocation which remains the same, however, the split between Capital (£350,000) and Revenue (£100,000) is likely to shift depending on specific proposals for project

development (and whether these proceed to implementation).

As project development work progresses, there may be a requirement for Members to consider further capital contributions towards the implementation of individual schemes: reports will be brought to Committee as appropriate.

For longer term projects, implementation is likely to fall within the remit of the new North Yorkshire Council. [A summary of indicative costs of potential interventions was included in 7.1a of the previous report to Committee on 24 Sept 2020.]

b) Legal

The Council has a duty to fulfil its obligations under Part IV of the Environment Act 1995 Local Air Quality Management and continues to meet these obligations through joint work with NYCC.

There are not considered to be any other significant legal implications of the recommendations set out in this report – although legal agreements may be required on specific projects as project development progresses.

c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental and Climate Change, Crime & Disorder)

*Environmental & Climate Change:*

Major road schemes are often considered to be environmentally damaging and incompatible with targets to achieve carbon reduction targets. However, in the case of the proposals for Malton / Norton, the situation is not clear-cut. The main aim of the proposals is to provide alternative routes onto and off the A64 in order to remove traffic from a congested and constrained town centre highway network – this will lead to air quality and safety improvements, and encourage greater adoption of more sustainable and active forms of transport. The LCWIP Phase 1 study has identified that implementation of many of the more significant proposals to improve provision for pedestrians and cyclists are dependant on delivering some of the major highways interventions to remove traffic from the town centre.

There is therefore a need to balance projects' potential environmental impacts (including on carbon emissions) with improvements in air quality, safety and encouraging more active forms of travel (which in themselves have positive benefits for carbon reduction and wider public health benefits) within the towns.

All discretionary Government funding sources are likely to place a stronger emphasis on climate change impacts during the assessment process than has previously been the case. At this stage the likely carbon emission impacts of the proposed schemes are not known and will need to be established via detailed project development work in order to provide sufficient information to be able to inform a decision that seeks to balance these competing aims.

Major highways schemes are also likely to require Environmental Impact Assessments - particularly the Malton – Norton Link and Bridge – as this impacts upon the River Derwent Site of Special Scientific Interest (SSSI) and Special Area of Conservation (SAC). The requirements for this will be established during any detailed project development work.

*Equalities:* All projects are expected to have positive benefits in terms of equalities as they will be designed to improve accessibility for all.

No other implications have been identified.

**Phillip Spurr**  
**Programme Director – Place and Resources**

**Author:** Howard Wallis, Senior Economy & Infrastructure Officer  
**Telephone No:** 01653 600666 ext: 43274  
**E-Mail Address:** [howard.wallis@ryedale.gov.uk](mailto:howard.wallis@ryedale.gov.uk)

## **Appendix 1 – Strategic Level Objectives**

**Background Papers are available for inspection at:**

- [Coroner's Report to Prevent Future Deaths \(following the death of Ella Addo Kissi-Debrah\) \(20 April 2021\)](#)
- [New WHO Global Air Quality Guidelines aim to save millions of lives from air pollution \(22 Sept 2021\)](#)
- [Malton and Norton Infrastructure and Connectivity Report](#)
- [Malton Air Quality Management Area - Annual Status Report](#)

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## Appendix 1 – Strategic Level Objectives

Ref.	Strategic Level Objectives
Enhance economic performance of the study area and improve opportunities for its residents	
SO-01	Support the sustainable growth of Malton and Norton, in accordance with national, regional and local policies, plans and strategies
SO-02	Support progress towards building a more resilient economy within the towns, by making it a more attractive place for investment, particularly for high value sectors and tourism related industries
SO-03	Support the aspiration for improvements to strategic east-west connectivity within the north
Improve efficiency and resilience of the transport system	
SO-04	Improve connectivity between Malton and Norton, and also between the towns and the wider Ryedale district
SO-05	Reduce traffic congestion in the towns, particularly at the identified 'hotspots' of Butcher Corner and in the vicinity of the level crossing
SO-06	Encourage modal shift to more sustainable modes of transport
Promote and support a sustainable built and natural environment	
SO-07	Improve air quality in the study area
SO-08	Protect and enhance the historical qualities, and the built and natural environment, of the study area
Improve safety and health for residents and visitors in the study area	
SO-09	Improve safety within the study area
SO-10	Contribute to improved health, wellbeing and quality of life of residents of Malton and Norton, and the wider Ryedale District

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<b>PART B:</b>	<b>RECOMMENDATIONS TO COUNCIL</b>
<b>REPORT TO:</b>	<b>POLICY AND RESOURCES COMMITTEE</b>
<b>DATE:</b>	<b>11 NOVEMBER 2021</b>
<b>REPORT OF THE:</b>	<b>SECTION 151 OFFICER ANTON HODGE</b>
<b>TITLE OF REPORT:</b>	<b>LOCALISATION OF COUNCIL TAX SUPPORT 2022/2023 SCHEME</b>
<b>WARDS AFFECTED:</b>	<b>ALL</b>

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## **EXECUTIVE SUMMARY**

### **1.0 PURPOSE OF REPORT**

- 1.1 This reports seeks approval of the final scheme for 2022/2023 following consultation with both the major preceptors and public. There are no changes proposed to the scheme which has operated in 2021/2022.

### **2.0 RECOMMENDATIONS**

- 2.1 That members recommend to Council
- (i) a Local Council Tax Support Scheme for 2022/2023 which is unchanged from 2021/2022; and
  - (ii) to authorise the Section 151 Officer in consultation with the Chair of Policy and Resources Committee to undertake the necessary consultation work to design a scheme for 2023/2024.

### **3.0 REASON FOR RECOMMENDATIONS**

- 3.1 The Council must approve a scheme for 2022/2023.

### **4.0 SIGNIFICANT RISKS**

- 4.1 There are no significant risks in approving the scheme as recommended

## 5.0 POLICY CONTEXT AND CONSULTATION

- 5.1 **Our communities, strong, inclusive, attractive – Help for those in need.** We will tackle homelessness, rough sleeping and poverty by providing services in partnership with others to prevent homelessness. We will offer advice, support and budgeting assistance to those who need it, helping them to manage their finances, ensuring they can access Citizens' Advice services and working with the credit union to promote access to small loans. We will also act promptly to process benefit applications.
- 5.2 The Council will need to approve a Local Scheme for Council Tax Support (CTS).

## 6.0 REPORT DETAILS

- 6.1 The current Council Tax Support Scheme (CTS) is an Income Banded Scheme to help residents on low incomes and the most vulnerable to pay their Council Tax bill.
- 6.2 The Council Tax Support Scheme is the second year since the scheme was introduced and was changed from the traditional complex means tested benefit to the current more simplified scheme. The current scheme provides that all working age residents can receive a maximum award of either 100%, 75%, 50%, 25% or 0% towards their Council Tax bill.
- 6.3 The introduction of the current scheme has been successful; the simplicity of the scheme makes it easy to understand for our residents and easier to administer for Council Officers.
- 6.4 The current scheme supported residents of Ryedale during the Covid-19 pandemic, it made the application process simple for the increased number of residents who had to claim Universal Credit for the first time and for those residents who were placed on the Job Retention Scheme by their employers.
- 6.5 The scheme affects all precepting authorities (District Councils, County Councils, Fire Authorities, Police Authorities and Parish Councils) through the Council Tax Base (CTB) which is reduced by the cost of the scheme.
- 6.6 The following table sets out the current claimant breakdown of the 2021/2022 Local Council Tax Support Scheme:

Claimant Type	Number	Annual Cost	% total spend
1. Pensionable	1570	£1717k	49%
2. Passported	425	£459k	13%
3. Single	378	£516k	15%
4. Couple	79	£89k	3%
5. Family + 1	260	£260k	7%
6. Family + 2	372	£432k	13%
	3084	£3473k	

- 6.7 The Council must now consider a scheme for 2022/23. In order to inform this process a consultation has taken place on the options for changing the scheme to increase the number of children included in the household and to increase the current backdate rule. Public Consultation took place between 12 August 2021 and 12 September 2021 via the Council's website. Eighty Six responses were received to the questionnaire.

- 6.8 The consultation was published via media release, social media, advert in On Your Doorstep (delivered to 26,000 Ryedale households), information and posters provided to Community Connect partners and town/parish council clerks, and boosted social media posts.
- 6.9 The Council has undertaken a public consultation contacting key stakeholders as well as the general public through the Council's website. A total of 86 responses were received to the consultation which gave good coverage from both rural and town communities across the district. The consultation received a positive response which saw a significant increase of 54 responses (168%) more than the 32 responses received to the consultation last undertaken in 2019. The results of the consultation are attached at Annex A. The key messages of that consultation are:
- Of the 86 responses 77% were in favour of no change to the current scheme;
  - 48% of the responses were in favour of keeping the current one month backdate rule;
  - There are a number of open ended 'comments' made, the responses are available should members want to view them.
- 6.10 Work on the proposed Council Tax Support Scheme for 2022/23 has included a detailed modelling analysis of the cost implications based on the current caseload. Details of this analysis can be found at Annex B.
- 6.11 Ryedale District Council – Proposed Council Tax Support Scheme - Income Banded Scheme 2022/2023, the current income bands will be increased in line with the rate of CPI (Consumer Price Index) which is currently 1%.

<b>Council Tax Reduction Level</b>	<b>Passported</b>	<b>Single £</b>	<b>Couples £</b>	<b>Family with one Child £</b>	<b>Family with two or more Children £</b>
Band A – 100%	Relevant Benefit	0.00 to 111.00	0.00 to 162.00	0.00 to 212.00	0.00 to 263.00
Band B – 75%	N/A	111.01 to 152.00	162.01 to 202.00	212.01 to 253.00	263.01 to 303.00
Band C – 50%	N/A	152.01 to 202.00	202.01 to 253.00	253.01 to 293.00	303.01 to 343.00
Band D – 25%	N/A	202.01 to 253.00	253.01 to 303.00	293.01 to 343.00	343.01 to 384.00

- 6.12 The proposed scheme would continue to deliver many benefits to the residents of the District.
- (a) It provides a simpler scheme which can be easily understood by all applicants;
  - (b) It supports the most vulnerable within the district;
  - (c) It saves significant increases in administration costs due the increased roll out of Universal credit;
  - (d) It prevents applicants receiving multiple Council Tax demand notices during the year and prevents multiple changes to monthly instalments and
  - (e) It reduces Council Tax arrears

- 6.13 For 2022/23, year 10, there is again a mixed picture of approaches from Local Authorities across North Yorkshire. Proposed 2022-23 schemes showing the maximum support available within the North Yorkshire Districts are as follows:

Local Authority	2022/2023	2021/2022
Craven	90%	90%
Hambleton	Banded scheme 90%	Banded scheme 90%
Harrogate	100%	100%
Richmondshire	Banded scheme 100%	85%
Ryedale	Banded scheme 100%	Banded scheme 100%
Scarborough	87.5%	87.5%
Selby	Banded scheme 100%	Banded scheme 100%
York	77.5%	77.5%

- 6.14 Those with the greater cuts have generally seen the greatest impact on collection rates and increased administrative costs, as well as the impact on claimants. The billing authority (RDC) alone bears these increased administrative costs.
- 6.15 The scheme for Pension Age Applicants is set by Government.
- 6.16 Proposals within this report set the scheme for 2022/23 only. Authorities are permitted to revise their scheme no more frequently than annually. A scheme for 2023/2024 will be considered during next year.

## 7.0 IMPLICATIONS

- 7.1 The following implications have been identified:

- a) Financial  
Any risk around the cost of the scheme is shared proportionally between the major preceptors through the collection fund. If the scheme costs more than predicted the collection fund may be into deficit and this would need resolving in the 2023/2024 budget.
- b) Legal  
The scheme is a detailed legal document of the Council which will only require minor amendment as a result of changes to legislation. The amendments over which the Council has discretion are included in the report
- c) Equalities – The application process has been prepared in the context of the Equality Act 2010. The Act provides the legal framework to protect the rights of individuals and advance equality of opportunity for all.
- d) Climate Change - there are no direct Climate Change implications associated with this report.

**Anton Hodge,  
Section 151 Officer**

Author: Marcus Lee – Revenues & Benefits Manager  
Telephone No: 01653 600666 ext: 43210  
E-Mail Address: [marcus.lee@ryedale.gov.uk](mailto:marcus.lee@ryedale.gov.uk)

**Background Papers:**

<https://www.ryedale.gov.uk/resources/council-tax-reduction-scheme/>

<https://democracy.ryedale.gov.uk/documents/s53689/Part%20B%20-%20s151%20-%20Localisation%20of%20Council%20Tax%20Support%20Scheme%20Report%202021-22.pdf>

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## **Appendix A - Public consultation regarding potential amends to the scheme from April 2022**

The consultation ran from 12 August 2021 to 12 September 2021. Overall 86 responses were received.

### **Methodology**

- Online consultation survey devised with attention to Plain English standards, and launched on consultation section of RDC website
- Consultation published via media release, social media, advert in On Your Doorstep (delivered to 26,000 Ryedale households), information and poster provided to Community Connect partners and town/parish council clerks, boosted social media posts

### **Results summary**

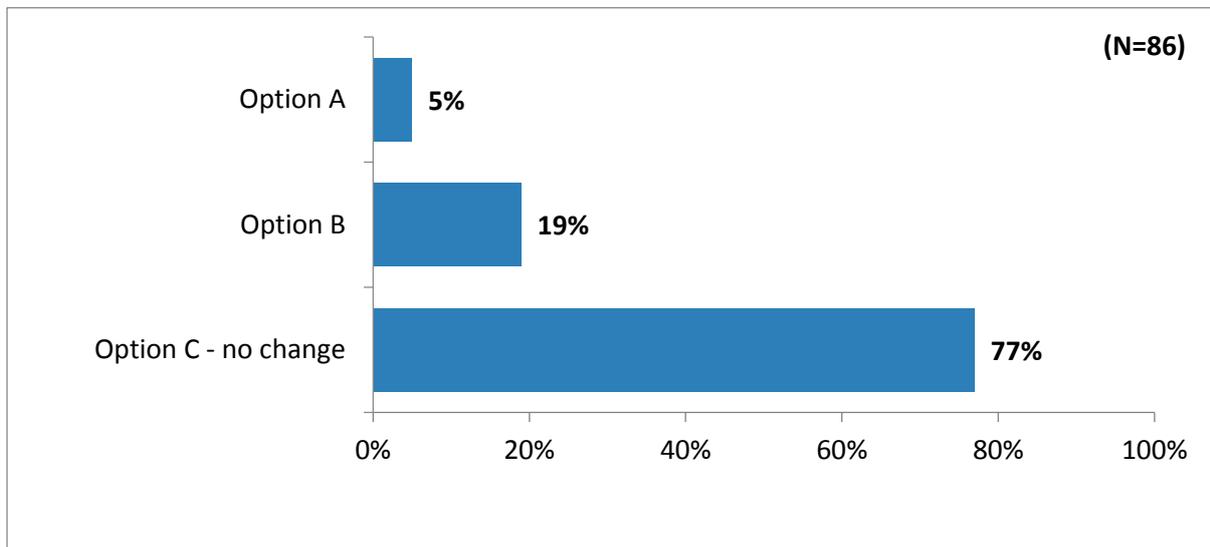
- 77% of respondents were in favour of leaving the scheme as it stands with no change
- 48% were in favour of keeping the backdate period as it stands with no change, however it should be noted that this was the majority view by a narrow margin of 3%

### **Other points to note**

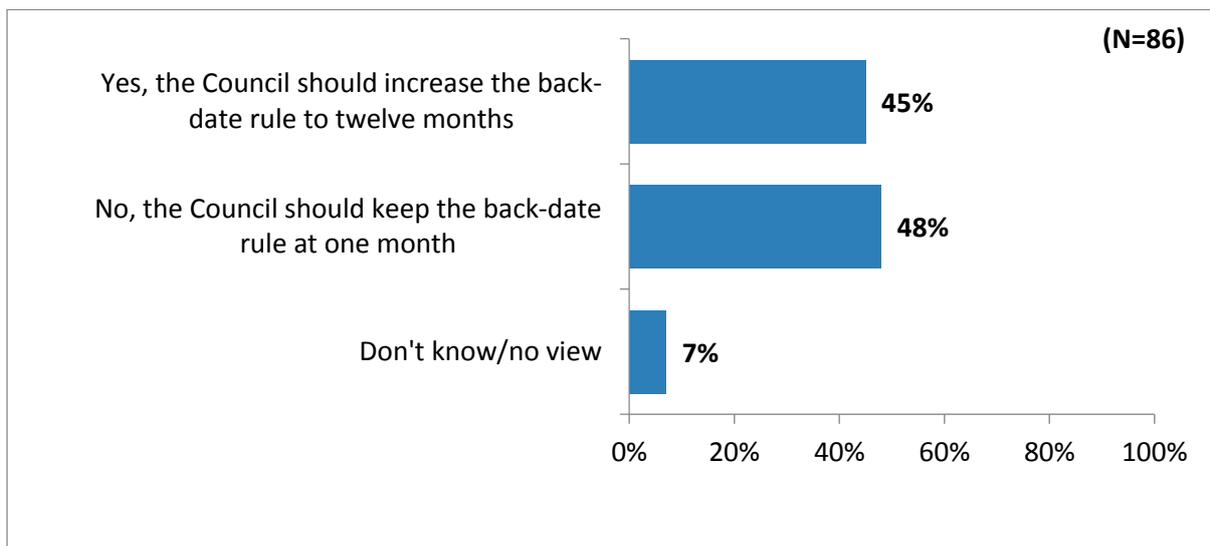
- There were a large number of free text comments. Although not all directly related to the consultation in hand, these may provide useful data on public views of Council Tax and the Benefit Scheme
- Two professional organisations provided consultation responses
  - Veritau – highlighted concerns about change from a fraud perspective and all about pass-porting of CTS claims from DWP
  - Welfare Benefits Unit – supported change, were in favour of additional support for disabled people, and gave views about the equalities aspect of Universal Credit housing costs that could be analysed further

### Consultation Results

View on options: (A = new category for 3+ children; B = new categories for 3 and 4+ children; C = no change)

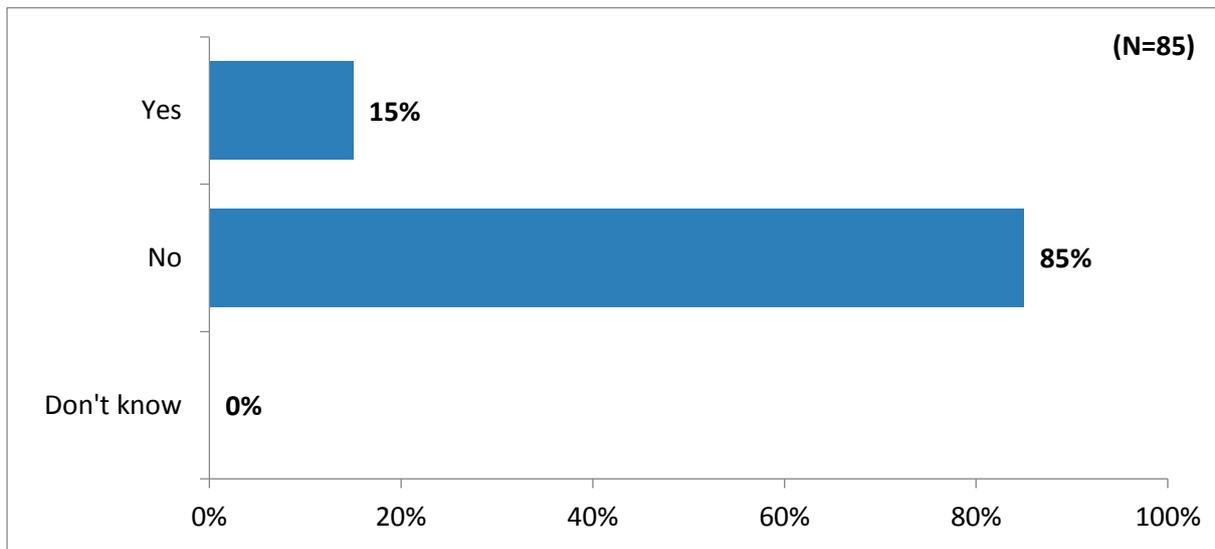


We are considering whether to increase the back-date rule from one month to twelve months. Do you support this?

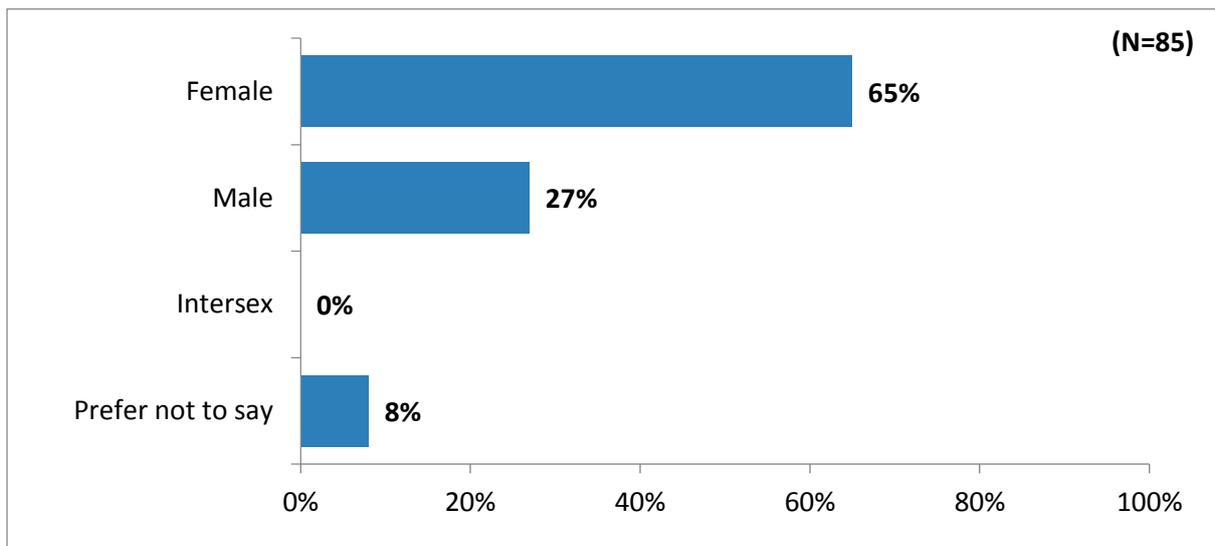


## Demographic Questions

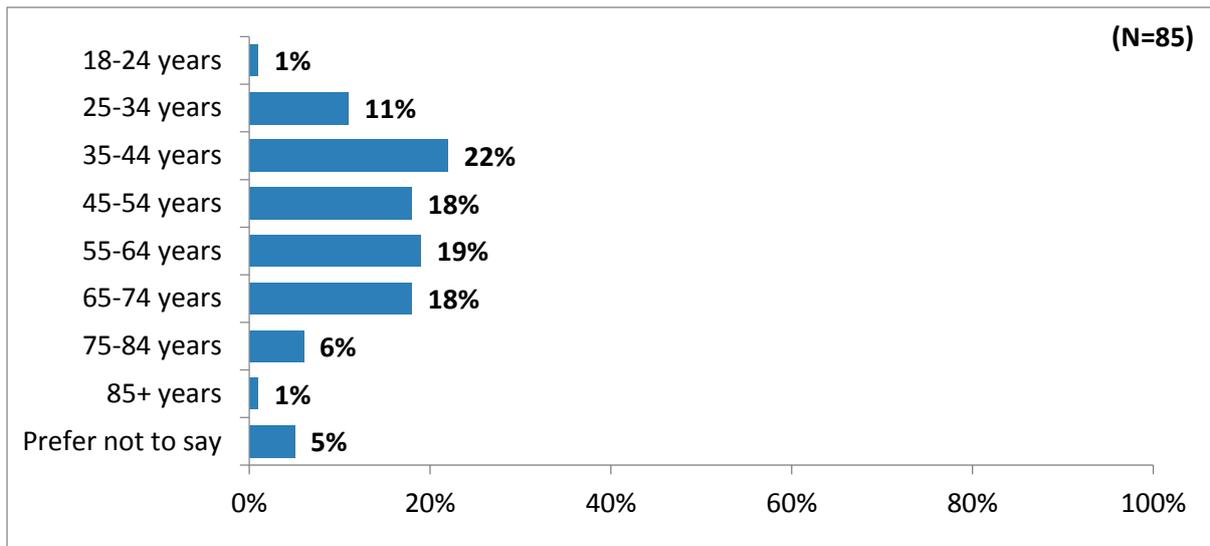
Do you, or someone in your household, receive Council Tax Support (a reduction in your Council Tax bill)?



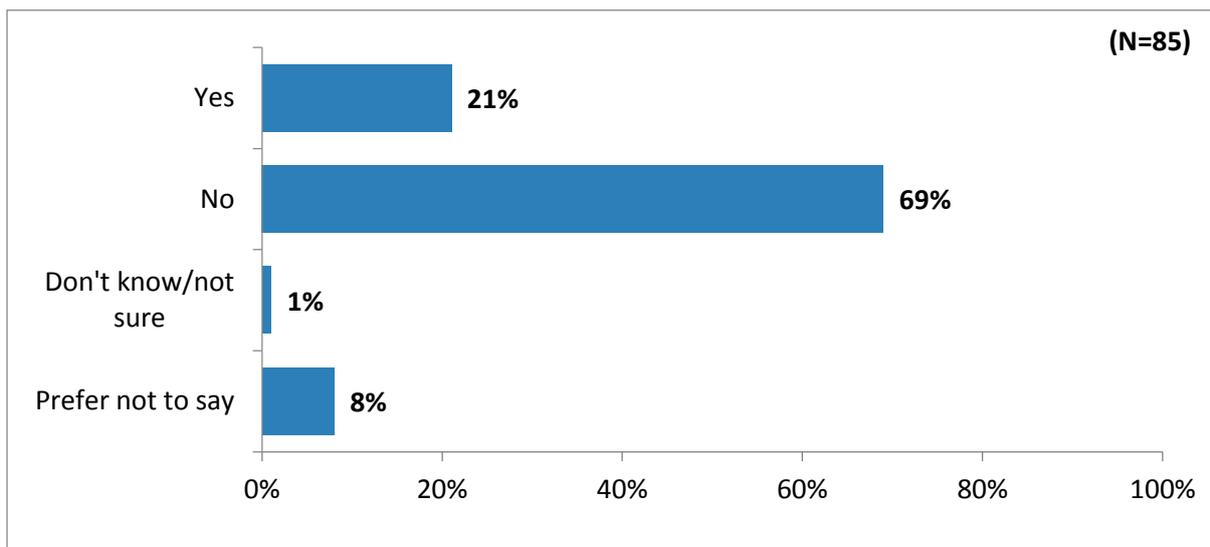
What is your sex?



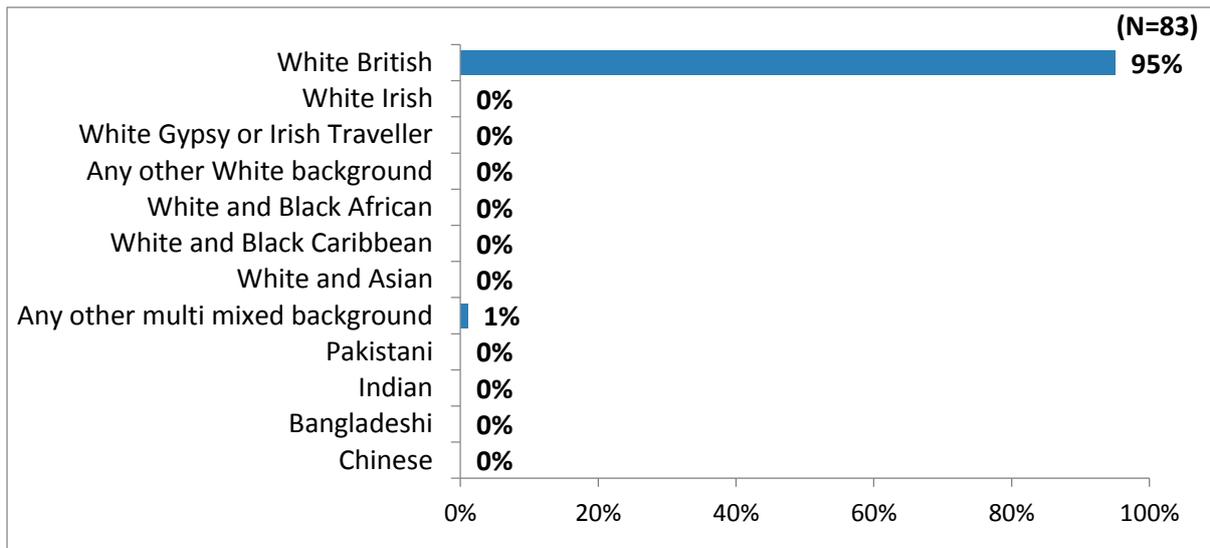
How old are you?



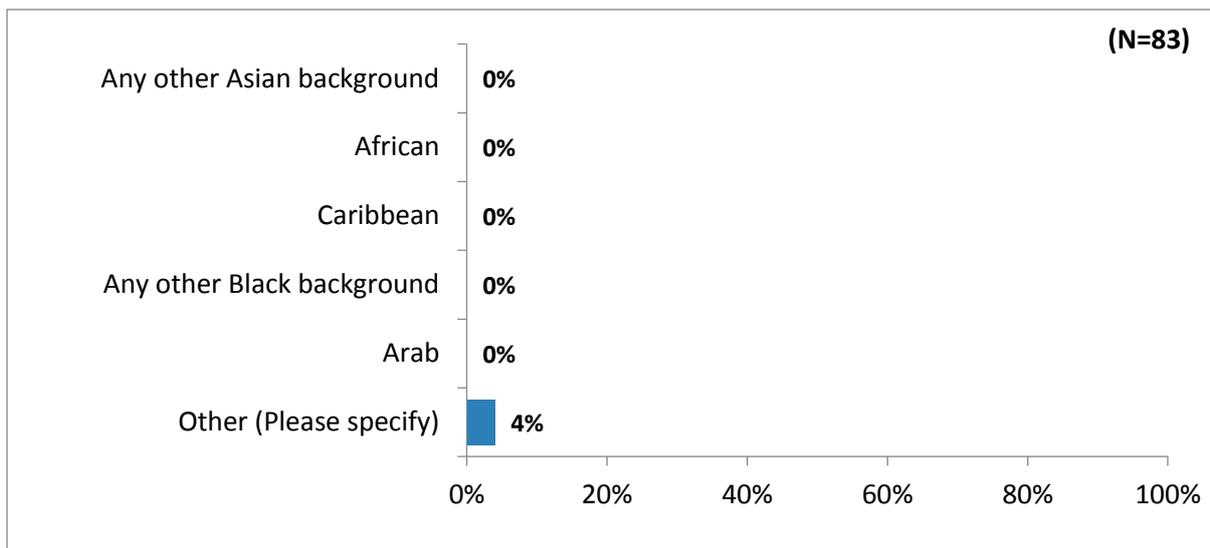
Are your day to day activities limited because of a health problem or disability which has lasted, or is expected to last, at least 12 months?



What is your ethnicity?



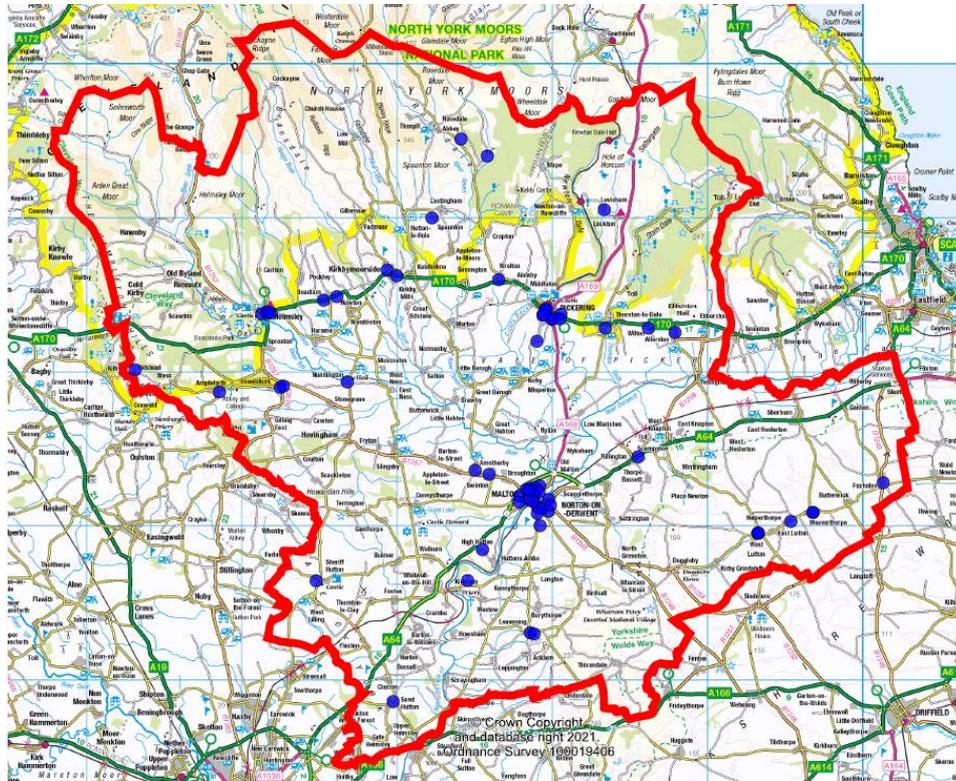
What is your ethnicity? (Continued)



## Postcodes

\*Only full postcodes could be mapped, incomplete postcodes could not be used. (N=69)

## Individual Responses Plotted



## Percentage Of Responses By Area



## Free Text Comments

\*all comments are verbatim from the consultation responses

Comments
The current scheme is easy to understand and is aligned to other welfare benefits, adding additional bands would complicate the scheme.. Increasing the current backdate rule from 1 month to a maximum of 12 months is a good idea.
I have 2 disabled people that live with me one being my husband an the other my son I also have 3 other children and find it really hard to meet ends meat as it is without having to pay full council tax
The council tax should include disabled and carers as well, Especially if you've children and disabled people within the house, the main bread winner would be the career so how can they pay council tax by living on universal credit? These need to be considered.
The newest council tax support scheme has left us paying more council tax than before, yet the overall household income has reduced significantly, even taking into consideration universal credit. We only have 2 children so the additional child aspect would not benefit us but I also do not see why more children should mean cheaper council tax considering they receive more benefits than those with 2 children. Overall, I would like to see the scheme return to its previous support which showed a fairer support for all as opposed to those with more children
Do not give any discounts for children, give a discount If no children in the household as less services used
Self employed people on low incomes, who receive tax credits, should be eligible for support, not only those on universal credit. I am really struggling to make ends meet, a lone parent with 3 kids, my business has practically collapsed over covid, and has never been very profitable....yet I pay almost the same council tax as my millionaire neighbour and am not eligible for support as I still get tax credits. Council tax is crippling me financially. I used to receive support...then it was scrapped overnight for the self employed....seems very harsh and unfair.
There should be more flexibility for people who are receiving LCWRA element of Universal Credit. Disabled and long term sick people find it harder to work and to find work. The current scheme penalising them unfairly and causes unnecessary hardship
We could only afford to have two children so I don't feel like large families should receive more benefits than those that have considered how they will pay for those children.
Maybe something like change the back date rule to 3 months
I'm a full time working 40 year old. I have a full time working partner. I have MS and only work 4 days out of a 5 day week due to ill health. Myself and my partner have no children. We scrape by on the salaries we earn... Yet we cree to pay £200 a month council tax! Yes, £200 a month. I choose not to have kids because I can't afford to! Why oh why should we continue to pay full tax just because we work full time! I'm so sick of having to pay full whack and literally being crippled every month because the tax is so high. Not to mention God forbid there was an emergency because it would take police, fire and ambulance an extended time to get out here! We also have no footpath outside our house and no street lights. The bins do get emptied but they could be more frequent for the about of money we pay! It's infuriating when others get concessions, others that are already getting benefits that add up to more than I earn! We've also enquired about the banding we're on as this ia 2 bedroom house, but we've been told because there's a dining room downstairs it's classed as a 3bed,hence the extortionate council tax bill each year. It's just rediculous!

Having large families is a choice, and responsibility for their provisions is entirely the parents. I don't see why the majority of us, who act with consideration for our finances, etc., should be burdened by the irresponsible few.

With the impending move to a new authority, before changing the scheme and giving these families more support, I think you should take into account what will happen when the new authority is in place.

Non of this benefits the majority. Rather the majority have to support those that are better off not working and therefore no incentive to get a job. If you can't afford the children you want DONT HAVE THEM.

This will ultimately result in council tax payers having to pay more if they aren't in receipt of benefits.

If the scheme is altered who's going to make up the difference. ???? People with families are already subsidise, single parents job seekers not all genuine as many get more on social benefits one way or another and too idle to go back to work and there are many of those ... Do who pays the IDIOT LIKE ME WHO HAS NO DEPENDANTS WORKS FOR THE COMMUNITY 50 TO 70 HOURS A WEEK TO KEEP A ROOF OVER MY HEAD AND MY BILLS PAID. REALLY TIME COUNCIL CAME BAVK TO THE REAL WORLD ..

My income a week is 114.10 p contributions esa I still have to pay full council tax 25 percent discount I'm disabled and live alone so I give you 96 pound a month for twelve months back ? I live with no heating and no TV ..you almost take quatre of my income each month ...I then have no basic necessities ?no carers no nothing ...I'm paying for others to have a good life and carers ????

Help people who are poorly

Everyone should pay the same - don't penalise those without children

I believe this should stay as it is. Council tax has risen and risen and no support is ever available for working couples with only two people in the household that pay a lot more than others who get more benefits. No help, leniency or rewards/change is ever considered for people who work hard and pay their bills. Just because people have jobs and pay their bills doesn't mean they don't deserve a break from the ever rising cost of living!

I don't think the disabled discount by a band is enough

Why should people with 1 or no children be discriminated against??? Some people can't have children so your saying they have to pay full and people with more children (own choice) get a discount?! If they can't afford the children they shouldn't have them. I find this absolutely disgusting that this is even being considered. Our family would be 1 of these families that wouldn't get a discount as we don't have enough children and this is NOT our choice but life!

I cannot answer question 2 as I do not know the likely. Cost to Ryedale Council.

The Council's scheme should align to the governments benefits rules.

I will not benefit, but the changes could help hard pressed families at very little cost to me and other council taxpayers.

Its a balancing act to make Council Tax more affordable for people on lower incomes with larger families together with making the administration of the system easy. How does this fit with the local government reorganisation? Does any of the district councils also offer this type of scheme? Could it be reverted in 2023 with families having got used to the discount then finding that this changes to bring into line with the rest of the districts and NYCC's views.

Why should we pay for people who have more children. They are being irresponsible . I am a single pensioner paying £103 per month to have one very small bag of rubbish collected once a fortnight and a small amount of recycling. I have no children in education, the streets in Norton/Malton are filthy so please explain to me why my council tax is so high when other feckless people pay nothing.

From a senior citizens point of you I think the council tax should be left as it is.

Having children is a personel choise, why should people with no children have to supserdise them.

With due respects, I disagree with helping families any more, I see it as encouraging people to turn down lower paid work, which may take them over the threshold. We are both pensioners and have 6 children and 8 grand children between us , when we were bringing our children up we got very little help. I feel there is plenty of help being handed out

From a counter fraud perspective, having tiered support depending on the number of children could encourage people to provide false information or fail to update changes in circumstances. It can be hard for the council to verify the number of children living in a property. Similarly with the backdate. Allowing a 12 month backdate could open the council to fraud by people falsely claiming the backdate. Better to put additional resource into informing residents of the CTS scheme as they fall into arrears versus allowing arrears to build up and then applying retrospective reductions. A major issue with the CTS scheme from my perspective is the passporting of CTS claims from DWP benefits (e.g. UC). Passporting is no doubt an efficient way to manage the scheme, however there should be a clauses that allow the council to make changes to CTS claims if the council has evidence that the member of the public shouldn't be receiving the DWP benefit (e.g. excess capital or income). The current passporting provisions assume that the DWP is functional organisation that will process information passed to it by councils or residents in an efficient way. Tying the Council's hands to DWP decisions results in the loss of council funds. This is not a radical concept, councils had the right to remove Housing Benefit regardless of DWP passporting. **(This view was supplied by the fraud lead at Veritau who chose to be named)**

Welfare Benefits Unit are concerned about the impact of Council Tax Reduction banding schemes on families with more than two children. Altering the Scheme will support families in poverty and have positive social and health outcomes. We strongly support this change. WBU would like to see a similar change for disabled people as currently extra elements on Universal Credit to meet associated costs reduce the amount that disabled people receive. WBU are very concerned that Universal Credit housing costs are taken into account when assessing entitlement (if other income). UC is calculated using 'living costs' elements (taking into account the claimant's household) and housing costs. Someone on legacy benefits, or UC who owns their own property, receives far greater entitlement than someone in rented accommodation because Ryedale DC take UC housing costs into account. This is clearly irrational and unfair, against basic principles in public law requirements, as claimants in the same position are treated differently. Taking UC housing costs into account puts tenants on UC at risk of severe hardship and eviction. The Scheme allows UC housing costs to be disregarded (criteria states 'may') - in always taking them into account the Council are fettering discretion. Taking UC housing costs into account is also discriminatory as many claimants with protected characteristics are more likely to be in rented accommodation (ie. disabled people, women and ethnic minority groups). WBU suggests that the UC housing costs can be disregarded without a change to the Scheme criteria, and therefore could be implemented immediatly without consultation thereby greatly improving the lives of vulnerable Ryedale residents. **(View of a professional organisation providing benefits advice to those who work with members of the public - chose to be named)**

There should be at least some council tax support for families with low income.

I don't agree with the argument that people are more likely to pay their council tax if it is lower. Firstly, if they have worked out they can get away with not paying, they won't do so now. Secondly, the council should better enforce collecting council tax rather than reward people who don't pay with lower bills. It's for services for everyone, which should be paid for by everyone who stands to benefit.

Adults should decide if they can afford having two or more children, before they go down that route and shouldn't depend or expect reductions in taxes etc to support them. By reducing Council tax further for those having more than 3 children it takes away funding from other in Ryedale who have no control of their circumstances, i.e. the disabled or even those on very low income with one child!!

I don't understand why there is a need for people who have 3 or more children should get additional support when I presume people in the scheme already get a reduced rate. We have two children and have chosen to keep it this way as that is what we can afford. We don't get any reduction in our council tax, which I find ridiculously expensive as it is. Families should not get more help just because they have more children, they should budget for such.

The Councils are always saying they do not have enough funds. Everybody is having to pull together to get through these difficult times. Perhaps people need to think seriously if they can afford large families

If people can't afford more children may I respectfully suggest that they stop having them.

Why should everyone else have to pay for people who chose to have loads of kids. If they can't support them then don't have them. SIMPLE!! To many lazy people who get everything handed to them on a plate whilst normal working people get penalised for them.

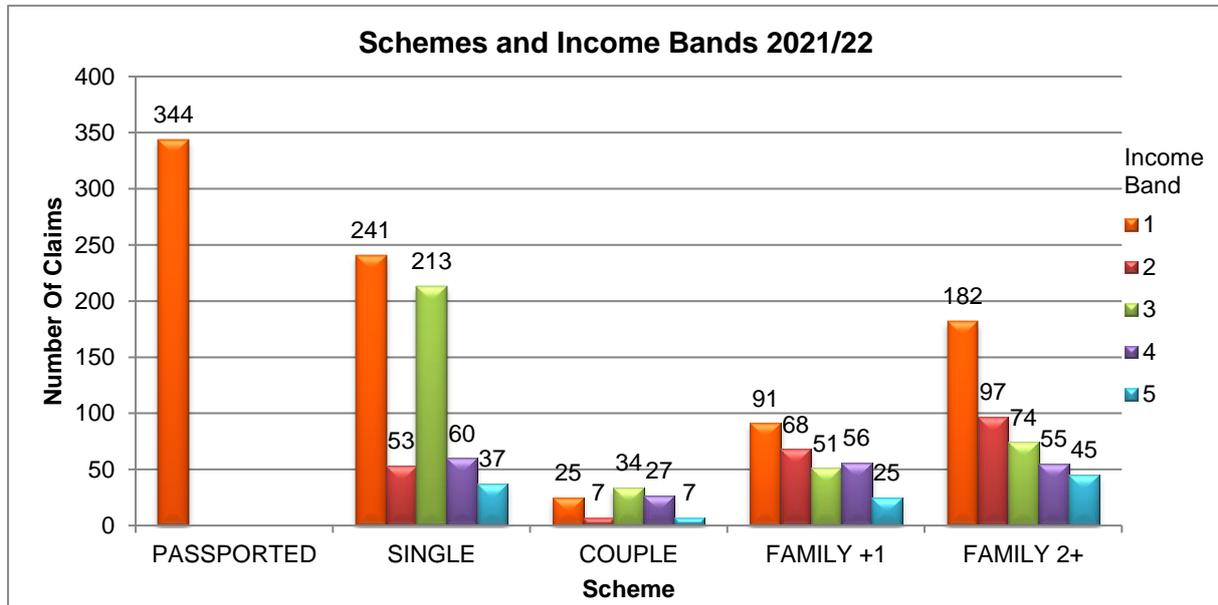
If people choose to have 3 or more children they should be able to support themselves financially. This would just encourage people to have more children to increase their benefits. There are better things the council could be spending this money on.

## Appendix B

### Analysis Of All Considered Schemes

An analysis of the current CTR scheme has been undertaken which shows a breakdown of the 2021/22 caseload.

#### Current Scheme - 2021/22

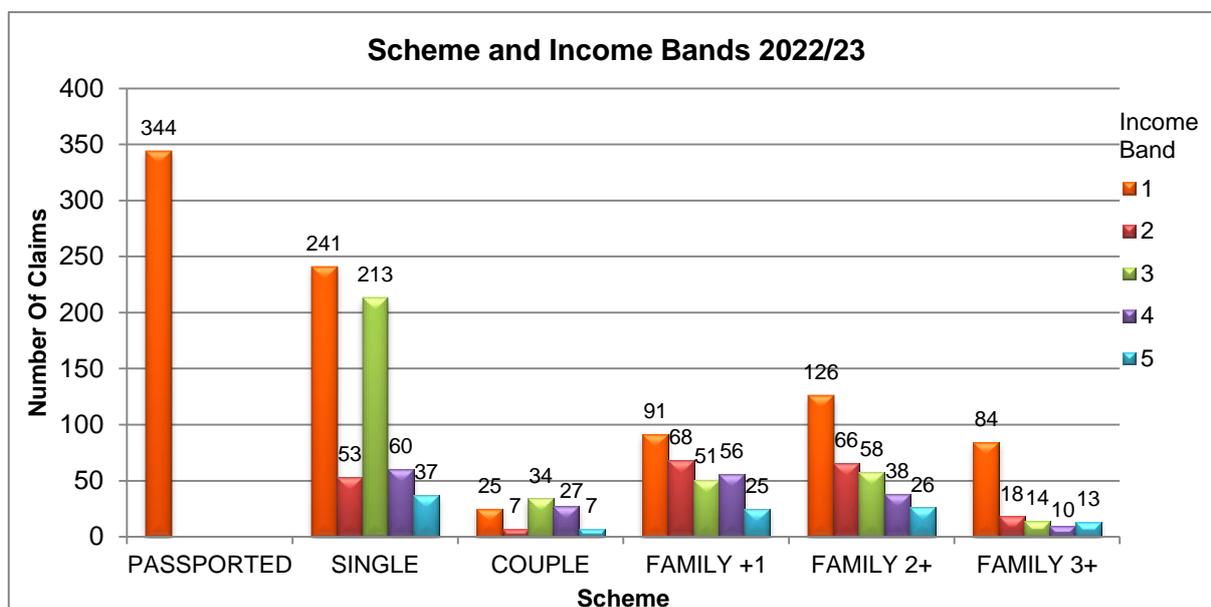


#### Number Of Households In Each Income Band

CTR Scheme Name	Net Weekly Income Band - % Reduction					Grand Total
	1 - 100%	2 - 75%	3 - 50%	4 - 25%	5 - 0%	
PASSPORTED	344					344
SINGLE	241	53	213	60	37	604
COUPLE	25	7	34	27	7	100
FAMILY +1	91	68	51	56	25	291
FAMILY 2+	182	97	74	55	45	453
<b>Grand Total</b>	<b>883</b>	<b>225</b>	<b>372</b>	<b>198</b>	<b>114</b>	<b>1792</b>

## Extending The Scheme To Include Family 3+

If the scheme was amended to include Family 3+ from April 2022, a detailed analysis is shown below.



## Number Of Households In Each Income Band

CTR Scheme Name	Net Weekly Income Band - % Reduction					Grand Total
	1 - 100%	2 - 75%	3 - 50%	4 - 25%	5 - 0%	
PASSPORTED	344					344
SINGLE	241	53	213	60	37	604
COUPLE	25	7	34	27	7	100
FAMILY +1	91	68	51	56	25	291
FAMILY 2+	126	66	58	38	26	314
FAMILY 3+	84	18	14	10	13	139
<b>Grand Total</b>	<b>911</b>	<b>212</b>	<b>370</b>	<b>191</b>	<b>108</b>	<b>1792</b>

## Impact Of The Potential Change

The table below details how the amended scheme would impact on the current caseload's level of reduction. Out of 139 households that have 3 children or more, 60% (83 households) will remain the same, 36% (50 households) improve by one income band and 4% (6 households) by two income bands. Those households coming from a nil entitlement will be invited to reclaim.

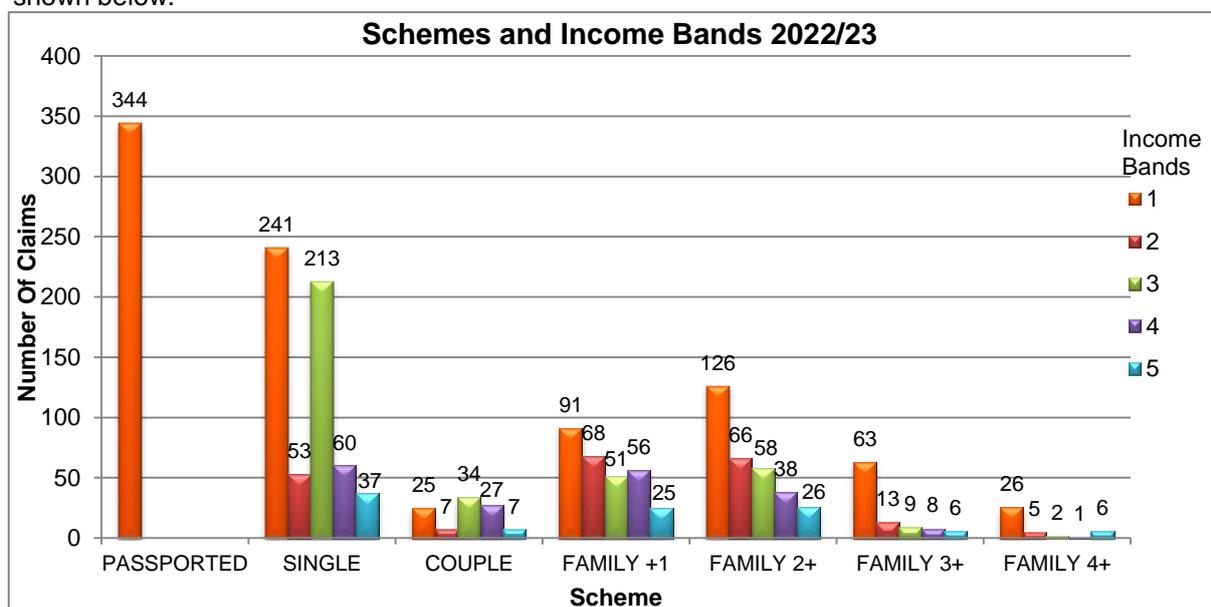
Family 3+	Net Weekly Income Band - % Reduction					Total
	1 - 100%	2 - 75%	3 - 50%	4 - 25%	5 - 0%	
Remain in the Same Band	56	4	5	5	13	83
Improve By One Income Band	27	10	8	5		50
Improve By Two Income Bands	1	4	1			6
<b>Grand Total</b>	<b>84</b>	<b>18</b>	<b>14</b>	<b>10</b>	<b>13</b>	<b>139</b>

## **Financial Impact**

<b>Family 3+</b>		
<b>Household Yearly Saving</b>	<b>Number Of Households</b>	<b>Additional Cost Of Scheme</b>
£0	83	£0.00
£0.01 - £100	0	£0.00
£100.01 - £200	0	£0.00
£200.01 - £300	16	£4615.63
£300.01 - £400	23	£7890.13
£400.01 - £500	9	£3949.92
£500.01 - £600	4	£2268.24
£600.01 - £700	1	£603.05
£700.01 - £800	2	£1456.43
£800.01 - £900	1	£804.06
<b>Total</b>	<b>139</b>	<b>£21587.46</b>

## Extending The Scheme To Include Family 3+ And Family 4+

If the scheme was amended to include Family 3+ and Family 4+ from April 2022, a detailed analysis is shown below.



## Number Of Households In Each Income Band

CTR Scheme Name	Net Weekly Income Band - % Reduction					Grand Total
	1 - 100%	2 - 75%	3 - 50%	4 - 25%	5 - 0%	
PASSPORTED	344					344
SINGLE	241	53	213	60	37	604
COUPLE	25	7	34	27	7	100
FAMILY +1	91	68	51	56	25	291
FAMILY 2+	126	66	58	38	26	314
FAMILY 3+	63	13	9	8	6	99
FAMILY 4+	26	5	2	1	6	40
<b>Grand Total</b>	<b>916</b>	<b>212</b>	<b>367</b>	<b>190</b>	<b>107</b>	<b>1792</b>

## Impact Of The Potential Change

The table below details how the amended scheme would impact on the current caseload's level of reduction. Out of 139 households that have 3 children or 4 children or more, 58% (81 households) remain the same, 31% (43 households) improve by one income band, 9% (13 households) by two income bands and 2% (2 households) improve by 3 income bands. Those households coming from a nil entitlement will be invited to reclaim.

Family 3+ Family 4+	Net Weekly Income Band - % Reduction					Total
	1 - 100%	2 - 75%	3 - 50%	4 - 25%	5 - 0%	
Remain in the Same Band	56	3	5	5	12	81
Improve By One Income Band	28	7	4	4		43
Improve By Two Income Bands	4	7	2			13
Improve By Three Income Bands	1	1				2
<b>Grand Total</b>	<b>89</b>	<b>18</b>	<b>11</b>	<b>9</b>	<b>12</b>	<b>139</b>

## **Financial Impact**

<b>Family 3+ Family 4+</b>		
<b>Household Yearly Saving</b>	<b>Number Of Households</b>	<b>Additional Cost Of Scheme</b>
£0	81	£0.00
£0.01 - £100	0	£0.00
£100.01 - £200	0	£0.00
£200.01 - £300	15	£4326.64
£300.01 - £400	22	£7452.75
£400.01 - £500	4	£1750.49
£500.01 - £600	4	£2269.08
£600.01 - £700	1	£603.05
£700.01 - £800	4	£3007.48
£800.01 - £900	5	£4252.09
£900.01 - £1000	3	£2704.87
<b>Total</b>	<b>139</b>	<b>£26366.45</b>

This is the current income band grid for the 2021/22 scheme. From April 2022 the figures will be increased by either 1% or CPI whichever is the greatest increase.

<b>Council Tax Reduction Level</b>	<b>Passported</b>	<b>Single £</b>	<b>Couples £</b>	<b>Family with One Child £</b>	<b>Family with Two or more children £</b>
<b>Band A - 100%</b>	Relevant Benefit	0.00 to 111.00	0.00 to 162.00	0.00 to 212.00	0.00 to 263.00
<b>Band B - 75%</b>	N/A	111.01 to 152.00	162.01 to 202.00	212.01 to 253.00	263.01 to 303.00
<b>Band C - 50%</b>	N/A	152.01 to 202.00	202.01 to 253.00	253.01 to 293.00	303.01 to 343.00
<b>Band D - 25%</b>	N/A	202.01 to 253.00	253.01 to 303.00	293.01 to 343.00	343.01 to 384.00

Below are the proposed income bands for an amended scheme to include Family 3+. If this amendment was implemented from April 2022 the figures would be increased by either 1% or CPI whichever is the greatest increase.

<b>Council Tax Reduction Level</b>	<b>Passported</b>	<b>Single £</b>	<b>Couples £</b>	<b>Family with One Child £</b>	<b>Family with Two children £</b>	<b>Family with Three or more children £</b>
<b>Band A - 100%</b>	Relevant Benefit	0.00 to 111.00	0.00 to 162.00	0.00 to 212.00	0.00 to 263.00	0.00 to 313.00
<b>Band B - 75%</b>	N/A	111.01 to 152.00	162.01 to 202.00	212.01 to 253.00	263.01 to 303.00	313.01 to 353.00
<b>Band C - 50%</b>	N/A	152.01 to 202.00	202.01 to 253.00	253.01 to 293.00	303.01 to 343.00	353.01 to 393.00
<b>Band D - 25%</b>	N/A	202.01 to 253.00	253.01 to 303.00	293.01 to 343.00	343.01 to 384.00	393.01 to 434.00

Below are the proposed income bands for an amended scheme to include Family 3+ and Family 4+. If this amendment was implemented from April 2022 the figures would be increased by either 1% or CPI whichever is the greatest increase.

<b>Council Tax Reduction Level</b>	<b>Passported</b>	<b>Single £</b>	<b>Couples £</b>	<b>Family with One Child £</b>	<b>Family with Two children £</b>	<b>Family with Three children £</b>	<b>Family with Four or more children £</b>
<b>Band A - 100%</b>	Relevant Benefit	0.00 to 111.00	0.00 to 162.00	0.00 to 212.00	0.00 to 263.00	0.00 to 313.00	0.00 to 363.00
<b>Band B - 75%</b>	N/A	111.01 to 152.00	162.01 to 202.00	212.01 to 253.00	263.01 to 303.00	313.01 to 353.00	363.01 to 403.00
<b>Band C - 50%</b>	N/A	152.01 to 202.00	202.01 to 253.00	253.01 to 293.00	303.01 to 343.00	353.01 to 393.00	403.01 to 443.00
<b>Band D - 25%</b>	N/A	202.01 to 253.00	253.01 to 303.00	293.01 to 343.00	343.01 to 384.00	393.01 to 434.00	443.01 to 484.00



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<b>PART B:</b>	<b>RECOMMENDATIONS TO COUNCIL</b>
<b>REPORT TO:</b>	<b>POLICY AND RESOURCES COMMITTEE</b>
<b>DATE:</b>	<b>11 NOVEMBER 2021</b>
<b>REPORT OF THE:</b>	<b>ENVIRONMENTAL HEALTH SERVICES MANAGER ROBERT ROBINSON</b>
<b>TITLE OF REPORT:</b>	<b>REVIEW OF RYEDALE DISTRICT COUNCIL AIR QUALITY STEERING GROUP TO INVESTIGATE OPTIONS AND OPPORTUNITIES FOR MEMBER INVOLVEMENT</b>
<b>WARDS AFFECTED:</b>	<b>ALL – AIR QUALITY MANAGEMENT AREA AFFECTING MALTON &amp; NORTON ONLY</b>

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## EXECUTIVE SUMMARY

### 1.0 PURPOSE OF REPORT

- 1.1 The report provides a response to a motion referred to this Committee by Council. The motion relates to the consideration of options for member involvement in the Air Quality Steering Group in liaison with the North Yorkshire County Council.
- 1.2 The current motion is:

*“This Council requires officers to investigate options and opportunities for Member engagement on air quality work (including the work of the Ryedale District Council Air Quality Steering Groups) in liaison with the County Council and report back to the next meeting of P&R Committee.”*

### 2.0 RECOMMENDATION

- 2.1 It is recommended that:
- (i) Policy and Resources Committee approve Option 2 as set out in Paragraph 6.7 of this report and Recommend to Council that a Local District Councillor be appointed to attend future meetings of the Air Quality Steering Group.
- 2.2 The suggested recommendation is:
- That Policy and Resources Committee support Option 2 as set out in Paragraph 6.7 of this report and recommend to Council that the motion be amended as follows:

To delete

*“requires officers to investigate options and opportunities for Member engagement on air quality work (including the work of the Ryedale District Council”*

To add

*“agrees to appoint a Local District Councillor to attend future meetings of the”*

To delete

*s) in liaison with the County Council and report back to the next meeting of P&R Committee.”*

The motion would then read:

*“This Council agrees to appoint a Local District Councillor to attend future meetings of the Air Quality Steering Group.”*

### **3.0 REASONS FOR RECOMMENDATION**

- 3.1 To ensure that Members are aware at an early stage of any developments associated with the work of the Air Quality Steering Group.

### **4.0 SIGNIFICANT RISKS**

- 4.1 No operational significant risks have been identified with this recommendation.

### **5.0 POLICY CONTEXT AND CONSULTATION**

- 5.1 Managing air quality is an integral part of the Council’s approach to development in the district and in particular in the towns of Malton and Norton. Policy SP17 of the Local Plan Strategy seeks to protect and improve air quality. The cutting of congestion and improving traffic flow is also an integral part of the Council Plan which seeks to deliver a connected rural economy as set out in the Council Plan
- 5.2 The Environment Act 1995 requires local authorities to review and assess air quality in their areas and to determine whether or not air quality objectives are likely to be achieved. There is an Air Quality Management Area (AQMA) in Malton which was first designated in 2012 and this is also the subject of an Action Plan. An Annual Status Report (ASR) is produced which sets out the strategies employed and any progress that has been made during the year.

### **6.0 REPORT**

#### **Background**

- 6.1 At the meeting of Council on the 9 September 2021, a motion proposed by Cllr Paul Andrews and seconded by Cllr Burr was referred to this Committee. The motion reads as follows:

*“This Council requires officers to investigate options and opportunities for Member engagement on air quality work (including the work of the Ryedale District Council air Quality Steering Groups) in liaison with the County Council and report back to the next meeting of P&R Committee.”*

- 6.2 Following the acceptance of the motion by Council (and its referral to P&R Committee) officers held a meeting with senior officers from North Yorkshire County Council who have previously been engaged with the Air Quality Steering Group. These include the local Area Manager and the Local Improvement Manager together with the Assistant Director for Highways and Transportation. Following an initial meeting NYCC officers undertook to have further internal discussions in relation to the motion which included discussions the County Council executive member for Access.
- 6.3 On 28<sup>th</sup> September 2021 the NYCC Assistant Director responded in writing to confirm that following the conclusion of those discussions NYCC considered that they had a preference for the Air Quality Steering Group to remain as an officer group only. It was however acknowledged that dealing with air quality is a district council function and that if Ryedale District Council resolves to have a district member on the group then that would be acceptable. It was confirmed that there would however be no requirement for a County Council member to attend future meetings of the Air Quality Steering Group.
- 6.4 As mentioned earlier in this report the Council has had a designated Air Quality Management Area at Malton and Norton since 2012. The work of the steering group has concentrated on the AQMA since that time. An Annual Status report ASR is produced and the most recent ASR was published in June 2021. The executive summary is appended for Members information which sets out useful background information in relation to the AQMA. It confirms that air quality has improved significantly within the AQMA since its designation in 2012 in relation to the monitoring of NO<sub>2</sub>. Indeed there have been no exceedances in the annual mean NO<sub>2</sub> objective since 2016. Additional monitoring also takes place out other locations in the district outside the AQMA and these too show no exceedances above the annual mean objective.
- 6.5 The ASR does however take a precautionary approach to the issue of air quality notwithstanding the progress that has been made. Air Quality monitoring is therefore continuing into 2021 and beyond. With regard to the AQMA there is uncertainty around increased rail crossing ‘down time’ that has yet to be fully experienced. In addition there are potential changes to the road system locally arising from the work of the Infrastructure and Connectivity Study and the introduction by the County Council of a trial one-way system on Norton Rd. with associated improvements to the traffic controlled junction at Butcher Corner.

## Options

- 6.6 **Option 1.** Members will appreciate that to date the AQSG has operated as an officer level group only and that following consultation with NYCC officers (as partners to this group) a preference had been expressed that the group should remain so.
- 6.7 **Option 2.** The matter of air quality remains a district function. Notwithstanding the view expressed in Option 1 it remains a decision of the District Council whether or not there is Member attendance at future meetings of the Air Quality Steering Group. Whilst much of the work is technical in nature it is acknowledged by officers that the matter is

sensitive locally (particularly within and close to the AQMA) and that the appointment of a local District Councillor to the group has the potential to assist with links to the community that resides within and close to the designated AQMA in Malton and Norton.

- 6.8 Officers at NYCC have confirmed that an upgrade to the traffic controlled system at Butcher Corner is due in the New Year (January 2022) and that following those works the County Council will commence activity on the introduction of the one way trial shortly afterwards. The next Air Quality Steering Group is to be arranged to coincide with this activity. A decision on this matter should therefore ideally be made at 2<sup>nd</sup> December Council in order ensure that all parties are aware and are able to attend the next meeting of the Air Quality Steering Group.

## **7.0 IMPLICATIONS**

- 7.1 The following implications have been identified:
- a) Financial – None. The monitoring of air quality and production of the ASR is budgeted for. No additional expense is anticipated based on the current monitoring and reporting arrangements
  - b) Legal - No legal implications anticipated arising from the motion.
  - c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental and Climate Change, Crime & Disorder) – None arising from the motion

**Robert Robinson**  
**Environmental Health Services Manager**

**Author:** Robert Robinson  
Telephone No: 01653 600666 ext: 43300  
E-Mail Address: robert.robinson@ryedale.gov.uk

**Background Papers:**  
Council Meeting 9 September 2021

**Background Papers are available for inspection at:**  
<https://democracy.ryedale.gov.uk/ieListDocuments.aspx?CIId=114&MIId=3449&Ver=4>



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<b>PART B:</b>	<b>RECOMMENDATIONS TO COUNCIL</b>
<b>REPORT TO:</b>	<b>POLICY AND RESOURCES COMMITTEE</b>
<b>DATE:</b>	<b>11 NOVEMBER 2021</b>
<b>REPORT OF THE:</b>	<b>PLANNING SERVICES MANAGER JILL THOMPSON</b>
<b>TITLE OF REPORT:</b>	<b>YORKSHIRE WOLDS DESIGNATION PROJECT</b>
<b>WARDS AFFECTED:</b>	<b>DERWENT, WOLDS, RILLINGTON, SHERBURN, NORTON EAST AND NORTON WEST</b>

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## EXECUTIVE SUMMARY

### 1.0 PURPOSE OF REPORT

1.1 Natural England has announced that it is to consider the designation of the Yorkshire Wolds as a new Area of Outstanding Natural Beauty (AONB). This report:

- updates Members on the current position in relation to the designation of the Yorkshire Wolds as an AONB
- addresses an outstanding motion on this matter which has been referred to this Committee by Council (April 2021)
- seeks agreement on which RDC Councillors should represent Ryedale at a forthcoming information meeting for local politicians

### 2.0 RECOMMENDATIONS

2.1 It is recommended that Councillor Middleton's motion be supported, subject to the following amendments:

To delete the wording in the second sentence after "Ryedale District Council" and replace with:

*"Therefore resolves*

- Ryedale District Council support in principle, the designation of a new AONB covering the Yorkshire Wolds.*
- Ryedale District Council note the purpose and key stages of the 'Yorkshire Wolds Designation Project'.*

- (iii) *Local affected ward members represent Ryedale District Council at consultation meetings and briefings which will be held specifically for local politicians.”*

### **3.0 REASON FOR RECOMMENDATIONS**

- 3.1 To address an outstanding motion referred to this Committee by Council. To ensure members are aware of the project and to ensure that Ryedale District Council is represented at a political level at information/consultation meetings held specifically for local politicians.

### **4.0 SIGNIFICANT RISKS**

- 4.1 There are no significant risks associated with the recommendations of this report.

### **5.0 POLICY CONTEXT AND CONSULTATION**

- 5.1 National Government has pledged to increase the number of nationally protected landscapes in England, including additional Areas of Outstanding Natural Beauty. (AONB)
- 5.2 The statutory purpose of an AONB is set out in the Countryside and Rights of Way Act 2000. It is to conserve and enhance the natural beauty of the area. Once designated, the legislation currently places a general duty on all relevant authorities to have regard to the purpose of conserving and enhancing the natural beauty of an area when carrying out their activities in an AONB. For example, Local Planning Authorities will take the purpose of the designation into account when considering development proposals within an AONB. The Local Highway Authority will take the designation into account in considering new road improvements or public access/ Public Rights of Way improvements.
- 5.3 The planning system plays a key role in the conservation and enhancement of the natural beauty of an AONB. Permitted development rights are more restricted in an AONB and major development proposals are subject to a national ‘major development’/public interest test in national planning policy.
- 5.4 Enhanced landscape protection is often seen as the main advantage of the designation. In addition, within AONB’s, DEFRA has also historically supported agri-environmental schemes with additional landscape protection and enhancement support grant schemes for use within an AONB. This is now covered by the Farming in Protected Landscapes Programme which has been recently introduced as part of DEFRA’s Agricultural Transition Plan.
- 5.5 In terms of potential disadvantages, the designation can sometimes be perceived by landowners as being overly restrictive in terms of the use of land or in terms of requirements for high design standards. Nationally protected landscapes can be attractive places for people to move to and that this can result in competition in the housing market and increased house prices and affordability issues. In addition, whilst national policy does allow for some major development in a nationally protected landscape that is in the national public interest, some forms of development, including renewable energy generation may be less easy to accommodate in a nationally protected landscape.

- 5.6 The statutory responsibility for the management of an AONB sits with the local authority/ies which cover the designated area. Governance arrangements are provided through an AONB committee or Joint Advisory Committee in partnership with a range of other stakeholders. Alternatively, the statutory responsibility for management of the area can be transferred to a Conservation Board where this is agreed by the Secretary of State.
- 5.7 The designation of new nationally protected landscapes is covered by legislation. There are specific legislative requirements covering the stages in the process and consultation. Natural England and DEFRA are responsible for the designation and confirmation of a new AONB.

## **6.0 REPORT**

### **Background**

- 6.1 On 24<sup>th</sup> July 2021, Natural England announced that the Yorkshire Wolds was one of four areas that would be considered for designation as a new AONB. Members may be aware that this is largely in response to the independent ‘Glover review’ into nationally protected landscapes. The findings of the review which were published in 2019 recommended an increase the number of protected landscapes in England for a range of reasons including addressing climate change, biodiversity loss/nature recovery and increasing access to nature.
- 6.2 The other areas prioritised for consideration as new AONB’s at the same time include the Cheshire Sandstone Ridge, an extension to the Surrey Hills AONB and an extension to the Chilterns AONB.

### **Motion to Council**

- 6.3 In April of this year, Councillor Middleton proposed the following motion which was seconded by Cllr Garbutt-Moore:

*“East Riding Council wants to see the Wolds recognised as part of the Government’s 2020 pledge to increase the number of Areas of Outstanding Natural Beauty (AONB) and National Parks in England.*

*As a large part of the Wolds sits within in Ryedale, Ryedale District Council fully endorse the bid by East Riding Council and RDC Officers will work with East Riding to ensure the bid is successful which will have benefits protecting the environment while supporting the economy.”*

- 6.4 The East Riding of Yorkshire Council (ERYC) has been keen for the Yorkshire Wolds to be designated as an AONB for a number of years and has been proactive in making a bid to Natural England to have the area prioritised for designation. The ERYC proposal was for a new AONB to cover the existing footprint of the Yorkshire Wolds National Character Area, as defined by Natural England.
- 6.5 The announcement that the Wolds has now been prioritised for designation post-dates the motion. In this respect, the purpose and intention of the motion have been superseded by events.
- 6.6 Notwithstanding this, the District Council could agree to support the designation of the Wolds landscape as an AONB in principle. Members are aware that within Ryedale,

the Wolds are locally designated as an Area of High Landscape Value. Designation as an AONB would ensure a greater level of protection against changes that would be detrimental to the area's natural beauty. Support in principle would not prevent the Council clarifying its position in the future when more details, including the views of wider stakeholders and options for future management arrangements are known. Clarification of the Council's position in principle would help Natural England understand the local political appetite for the designation at this stage.

### **Yorkshire Wolds Designation Project**

- 6.7 Natural England will now undertake the work required to support the designation of the Yorkshire Wolds as an AONB and have termed this work the 'Yorkshire Wolds Designation Project'. It has prepared a high level project plan to cover key stages in the process. After the project initiation these are as follows:
- Detailed Assessment and Consultation – including assessment and evaluation of natural beauty and evaluation of the desirability of designation informed by consultation and engagement. This informs the extent of the area and the decision to designate the area
  - Designation Stage – a formal stage/s during which Natural England makes a statutory order to designate the area which is subject to formal publicity, submission to the Secretary of State (DEFRA) and a formal public inquiry if required.
  - Confirmation Stage – formal process by which the Secretary of State confirms an order to designate a new nationally protected landscape.
- 6.8 The high level project plan estimates that the assessment and consultation phase will cover the period to summer 2023. If an order to designate the area is subsequently made, it is anticipated that this will be submitted to the Secretary of State (DEFRA) in the winter of 2024. It is estimated that the process will take a minimum of four years to complete from this point.
- 6.9 Officers from East Riding of Yorkshire Council, Ryedale District Council, Scarborough Borough Council and North Yorkshire County Council were recently invited to an initial designation project meeting by Natural England. At the meeting Natural England provided a brief overview of the process for designation. An officer level management project group and technical project groups are to be established to include representatives of each of the local authorities within the area. It is the intention that both of these groups will meet monthly.
- 6.10 At the initial project meeting, Natural England also confirmed that the starting point for considering designation would be the area covered by the current National Character Area (NCA). This is not mapped on a detailed scale. However, as well as covering the Wolds ward, the NCA area also covers parts of Derwent, Rillington, Sherburn, Norton East and Norton West wards in Ryedale.
- 6.11 Natural England confirmed an intention to run an online information meeting for local councillors from each of the affected local authorities in late October/November this year. At this stage there is no indication whether there would need to be a restriction in the numbers attending this event. To that end it is considered that it would be appropriate for the local ward members of each of the affected wards in Ryedale to be

invited to attend this meeting on behalf of the District Council.

### **Summary**

6.12 In view of the above, the report recommends that Cllr Middleton's motion is supported subject to amendments to reflect the current position.

6.13 The amended motion would therefore read:

*“East Riding Council wants to see the Wolds recognised as part of the Government's 2020 pledge to increase the number of Areas of Outstanding Natural Beauty (AONB) and National Parks in England.*

*As a large part of the Wolds sits within in Ryedale, Ryedale District Council therefore resolves*

- (i) Ryedale District Council support in principle, the designation of a new AONB covering the Yorkshire Wolds.*
- (ii) Ryedale District Council note the purpose and key stages of the 'Yorkshire Wolds Designation Project'.*
- (iii) Local affected ward members represent Ryedale District Council at consultation meetings and briefings which will be held specifically for local politicians.”*

## **7.0 IMPLICATIONS**

7.1 The following implications have been identified:

a) Financial

Financial implications are unknown at this stage. However it is possible that the council will be asked to make an annual contribution to the AONB as it does to support staff costs at the Howardian Hills AONB staff team. The contribution to the Howardian Hills AONB is £6.5k per annum, but this should be read as no more than a guide.

b) Legal

None identified at this stage. Once an AONB is designated all relevant authorities are under a statutory duty to have regard to the conservation and enhancement of the area.

c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental and Climate Change, Crime & Disorder)

Nationally protected landscapes are given specific protection in the planning system. It is the Government's intention that nationally protected landscapes will play an enhanced role in addressing environmental objectives in the future. It is anticipated that specialist staff at North Yorkshire County Council will take a lead role in the staffing of the Technical Group with some contribution from Ryedale's Heritage Officer.

## **8.0 NEXT STEPS**

8.1 Contact details of councillors for wards affected by the designation proposal will be

provided to Natural England.

**Gary Housden**  
**Head of Planning and Regulatory Services**

**Author:** **Jill Thompson. Planning Services Manager**  
Telephone No: 01653 600666 ext: 43327  
E-Mail Address: [jill.thompson@ryedale.gov.uk](mailto:jill.thompson@ryedale.gov.uk)

**Background Papers:**  
Natural England press release 24 July 2021

**Background Papers are available for inspection at:**

<https://www.gov.uk/government/news/natural-england-announces-landmark-new-programme-for-protected-landscapes>



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<b>PART B:</b>	<b>RECOMMENDATIONS TO COUNCIL</b>
<b>REPORT TO:</b>	<b>POLICY AND RESOURCES COMMITTEE</b>
<b>DATE:</b>	<b>11 NOVEMBER 2021</b>
<b>REPORT OF THE:</b>	<b>SERVICE MANAGER PLANNING AND DEVELOPMENT JILL THOMPSON</b>
<b>TITLE OF REPORT:</b>	<b>REPORT ON A MOTION REFERRED FROM COUNCIL. RYEDALE LOCAL PLAN REVIEW.</b>
<b>WARDS AFFECTED:</b>	<b>ALL</b>

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## **EXECUTIVE SUMMARY**

### **1.0 PURPOSE OF REPORT**

1.1 The report provides a response to a motion referred to this Committee by Council. The motion relates to the delivery of the Local Plan review.

### **2.0 RECOMMENDATION**

2.1 It is recommended that:

- (i) The motion is not supported and that the Local Plan review continues to be undertaken in-house with consultancy support for the production of technical evidence, as and when required.

### **3.0 REASONS FOR RECOMMENDATION**

3.1 The Council has invested in increased staffing in the planning service to support the review; the work is already well underway and on track to agreed submission for examination at the end of 2022. At this stage:

- the actual/ detailed financial implications of outsourcing the plan review are not known
- the availability of consultants to do this work is not known
- the time required to establish detailed costs, secure authorisation to proceed and procure consultants would represent a significant proportion of the time that is available for the review
- the compilation of this information would divert existing staff resources from the review process
- the HR implications for existing staff are uncertain

3.2 Given all of these factors the recommendation is to continue to lead the work in house; there is no need to outsource the work.

## **4.0 SIGNIFICANT RISKS**

- 4.1 The Council has experienced officers leading the review with a good understanding of the issues that matter to local members and communities. Members are aware that there are a range of risks inherent in the Local Plan process. These are recognised in the Council's Local Development Scheme and include for example, changes in national policy. The Council has made resources available to commission the necessary technical work. In addition, there has been investment in staff to resource delivery of the plan review. This together with the more limited scope of the review, means that the risk to delivery is mitigated in this respect.
- 4.2 At this stage, Officers are of the view that a decision to outsource the review work would represent a greater risk to delivery and a potential wider risk organisationally. The focus of activity would be diverted from the substantive work required to make progress on the review to the procurement of consultants. Officers would not be able to maintain substantive progress at the same time as undertaking all of the work required to successfully procure and appoint work from consultants. In the event that there is no appetite to do the work by consultants in the time available, or that detailed costs, once known are prohibitive, time will be lost and the review will not be completed in the time available.

## **5.0 POLICY CONTEXT AND CONSULTATION**

- 5.1 The Local Plan review is a corporate priority for the Council and a service specific priority.

## **6.0 REPORT**

### **Background**

- 6.1 At the meeting of Council on 9 September 2021, a motion proposed by Cllr Paul Andrews and seconded by Cllr Burr was referred to this committee. The motion reads as follows:

*"The Council resolves to engage consultants to take the Council and the public through the revision of the Ryedale Plan, the consultant to be appointed by the Programme Director (Economic Development, Business and Partnerships) in consultation with the Chairs of Planning and P&R"*

- 6.2 Members are aware that the Council is undertaking a partial review of the Local Plan. Two additional members of staff have been appointed to progress this work in house and resources are available to appoint consultants to prepare technical evidence. More recently additional resources have been made available to support the appointment of additional staff to increase capacity in Development Management in order to release the existing capacity to focus on the plan review. A new Senior Planning Officer and Planning Officer have accepted positions and will be in post before the end of the year.

### **Local Plan Review – Progress and key timeline**

- 6.3 The partial review of the plan will focus on the identification of a future supply of housing land. Members will recall that the scope of the plan review was considered at a meeting of this Committee on 4 February 2020 and a targeted focussed review was considered to be appropriate in the context of local government reform. The key aim is to ensure that a planned housing land supply is maintained to the point that the new unitary authority is in a position to adopt its new development plan.

6.4 A summary of progress to date and forthcoming work is listed below.

To date:

- Consultation database completed
- 'Call for sites' consultation completed. 279 sites have been submitted for consideration.
- All sites mapped against constraints
- Strategic Flood Risk Assessment completed in draft form
- In-house evidence – Village Services Audit and Strategic Housing Land Availability Assessment (SHLAA) Part 1.
- Sustainability Appraisal Framework (update of supporting data)

Forthcoming work will include:

- On-going meetings with Duty to Co-operate bodies
- Commissioning of further evidence – including: Strategic Housing Market Assessment; Gypsy and Traveller Assessment; Viability Assessment; Habitat Regulation Assessment
- In –house evidence – SHLAA Part 1; Site Assessment; Infrastructure requirements and delivery
- Sustainability Appraisal Framework (consultation with specific bodies)
- Public Consultation – Strategic Option and initial sites consultation

6.5 Key milestones in the process relate to key decision making points and periods of public consultation. These are summarised as follows:

Public consultation (6 weeks) Strategic Options and initial sites consultation: November /December 2021.

Consultation material to be agreed at P&R: 11 November 2021

P&R: Agree key strategic decisions: March/April 2022

P&R: Agree site allocations and plan revisions for formal publication and submission for examination. September 2022

Publication Consultation: September/ November 2022

Submission: December 2022

6.6 The above timetable is ambitious and tight but it is not unrealistic in relation to the scope of the review. Members are aware that there are a range of risks to progress, including the ability of consultees to engage in the process; the appetite of consultants to undertake the necessary technical work and changes in national policy. Risk to progress internally can be mitigated with some flexibility over report lead in times and/or the use of special meetings of the Policy and Resources Committee if required.

6.7 The review process, whether undertaken in- house or led by consultants will not result in a revised plan progressing through the formal examination process before the new unitary council comes into being. Officers are working to a timetable which would allow this Council to agree the formal version of the document for submission for examination prior to the new authority. As part of Local Government Reform process, it will be important that agreements are in place to progress those plans that are well advanced through the process.

## **Outsourcing the Local Plan review to consultants**

- 6.8 The motion seeks agreement to ‘outsource’ the review of the Local Plan. Any decision to outsource has resource, legal/procurement and HR implications. These matters are addressed in turn below, in so far as it is possible to do so at this stage.

### Resources

- 6.9 Current staff resources committed to the Local Plan include x2 Planning Officers, x1 Senior Planning Officer and approximately one third of the time of the Service Manager. Three new additional posts have been agreed to increase capacity in development management. These include an additional Senior Planning Officer and two Planning Officer posts.
- 6.10 The Local Plan review was approved by Full Council in February 2020 as a growth item in the budget setting process and part of medium term financial plan. A revenue resource of £500k is in place to cover additional staffing resources (£79k pa for the x2 Planning Officers) and the costs of producing the plan – most notably the costs of required technical studies and the costs charged by the Planning Inspectorate for conducting the formal examination of the plan while noting that additional support from reserves would be required. The revenue funding has been allocated to the budget as a broadly profiled increase to the base of £125k per annum over four years.
- 6.11 Very few Local Authorities have outsourced plan making work in its entirety and there are no recent local examples to reference. In addition, it is difficult to source estimates from consultancy firms in the absence of a detailed specification of the work required. Officers have contacted the Planning Advisory Service, the Royal Town Planning Institute and the Planning Officers Society to source examples which would provide an indicative cost for the work. In addition, a number of consultancy firms have been approached. An update will be provided at the meeting if responses are received.
- 6.12 In the meantime, Officers are aware of only one council in North Yorkshire that has recently used consultants to lead on a specific development plan document – an area action plan. The work covered a similar time frame and costs included some technical work, including viability and design, together with consultation and engagement. It is understood that the initial estimated cost of the contract was in the region of £100,000 although it is understood that a greater amount was subsequently required and the project was brought back in house to complete.
- 6.13 If the Council outsources its plan work, funding would be needed to cover the consultant’s time (this would be at least one senior consultant and two consultants overseen by a director with average hourly rates varying from circa £95 per hour - £135 per hour). This would also need to cover the costs of technical evidence work that would otherwise be completed in house. This includes the Sustainability Appraisal, Strategic Housing Land Availability Assessment and Site Selection. The consultants would also need to quote for or commission the wider range of technical evidence that is needed to support the plan. These are the technical studies that will be commissioned in any event and which have been budgeted for.

### Procurement

- 6.14 Advice has been sought from NYCC in terms of the procurement process. The Procurement Officer has estimated that the procurement process for a programme of work such as this would take between 3-6 months once a detailed specification has been compiled. A detailed specification for this work would need to be prepared and it is estimated would take up to 1-2 months to prepare.

- 6.15 The detailed cost of the work would not be known in advance of tenders being received. The timescale for procuring consultants would also need to factor in Council approval for the expenditure.
- 6.16 It is not unrealistic to assume that it would be towards the spring of 2022 before consultants would be in place to progress the work. That would leave approximately nine months for the work to be completed. Officers are of the view that this would not be sufficient time for the required work to be undertaken.

#### HR Implications

- 6.17 Outsourcing of the work will have implications for the existing staff within the team which would need to be properly costed and factored into the project if the Council decided to pursue this approach. Whilst there will be a need for RDC staff to oversee and manage the work of consultants this will not require all of the staff resources currently available. This may result in potential staff redundancies, occurring additional costs for the organisation, adding to overall expenditure.
- 6.18 Redeployment within the planning service or elsewhere in the Council would need to be considered in the first instance to mitigate any potential redundancies. Redeployment across the 7 other authorities that will form the new unitary would be a further option, in line with the agreed recruitment protocols introduced on 1<sup>st</sup> October 2021.
- 6.19 There may also be potential TUPE implications for existing staff, which would need to be identified before consultants were engaged. Associated works, such as due diligence, around any such TUPE transfer would need to be factored into the impact on delivering against the plan.
- 6.20 In addition, there would undoubtedly be a significant impact on the mental health and wellbeing of staff members within the team and the wider message that this would send across the organisation by reducing staff numbers in this area and replacing this internal resource with consultants.

#### Summary

- 6.21 Officers understand that the Local Plan review is a priority for the Council and fully appreciate the need for substantive progress to be made before the new Unitary Council comes into being. It is considered that continuing to undertake the review in house would ensure that progress continues to be made.

## **7.0 IMPLICATIONS**

- 7.1 The following implications have been identified:
- a) Financial  
Addressed in the main body of the report.
  - b) Legal  
Addressed in the main body of the report
  - c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental and Climate Change, Crime & Disorder)  
Addressed in the main body of the report

**Phillip Spurr**  
**Programme Director for Place and Resources**

**Author:** Jill Thompson, Service Manager Planning and Development  
**Telephone No:** 01653 600666 ext: 43327  
**E-Mail Address:** [jill.thompson@ryedale.gov.uk](mailto:jill.thompson@ryedale.gov.uk)

**Background Papers:**  
Council Meeting 9 September 2021

**Background Papers are available for inspection at:**  
<https://democracy.ryedale.gov.uk/ieListDocuments.aspx?CId=114&MId=3449&Ver=4>

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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