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1 December 2010

POLICY AND RESOURCES COMMITTEE

Thursday 9 December 2010 at 6.30 pm
Council Chamber, Ryedale House, Malton

Agenda

1 Emergency Evacuation Procedure

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

2 Apologies for absence

3 Minutes of the Meeting Held on 30 September 2010

(Pages 1 - 8)

4 Urgent Business

To receive notice of any urgent business which the Chairman 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.

5 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.

6 Minutes of a Meeting of the Resources Working Party held on 23 November 2010

(Pages 9 - 14)

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

- 7 **The Development Plan and the Decision Making Process** (Pages 15 - 20)
- 8 **Delivering the Council Plan** (Pages 21 - 28)
- 9 **Future Internal Audit Provision** (Pages 29 - 32)
- 10 **Revenue Budget Monitoring** (Pages 33 - 38)
- 11 **Sale of Land at Ampleforth** (Pages 39 - 42)

PART 'B' ITEMS - MATTERS REFERRED TO COUNCIL

- 12 **Householder Flood Resistance Grant Scheme** (Pages 43 - 46)
- 13 **Items Referred from the Commissioning Board**
 - (a) Malton Museum Future Options
 - (b) Replacement Recycling Vehicles and Kerbside Recycling OptionsResolutions to follow.
- 14 **Any other business that the Chairman decides is urgent.**

Background Papers

Reports to the Commissioning Board on 2 December 2010:

- (c) Malton Museum Future Options
- (d) Replacement Recycling Vehicles and Kerbside Recycling Options

Policy and Resources Committee

Held at Council Chamber, Ryedale House, Malton
on Thursday 30 September 2010

Present

Councillors Wainwright (Chairman), Legard (Vice-Chairman), Acomb, Arnold, Bailey, Mrs Hodgson, Keal, Knaggs and Woodward

By Invitation of the Chairman: Councillor Mrs E Shields

Overview & Scrutiny Committee Observers: Councillors Clark and Raper

In Attendance

Trevor Anderson, Simon Copley, Paul Cresswell, Fiona Farnell, Gary Housden, Julian Rudd, Louise Sandall, Jill Thompson, Janet Waggott and Anthony Winship

Minutes

18 Apologies for absence

There were no apologies received.

19 Minutes of the Meeting Held on 24 June 2010

The minutes of the meeting held on 24 June 2010 were submitted.

A typographical error was noted at Minute 14 under Resolved ii. The sum of money should read £800,000.

Resolved

That the minutes of a meeting held on the 24 June 2010 be approved with an amendment to the resolution of minute 14 ii stating £800,000 be approved and signed by the Chairman as a correct record.

20 Urgent Business

The Chairman reported that there were no items of urgent business to be considered at the meeting.

21 Declarations of Interest

In accordance with the Member's Code of Conduct Councillor Knaggs declared a personal interest in Item 15 having been in correspondence with Hartoft Parish Meeting.

22 **Minutes of a Meeting of the Resources Working Party held on 14 September 2010**

The minutes of a meeting of the Resource Working Party held on 14 September 2010 were presented.

Resolved

That the minutes of a meeting of the Resource Working Party held on 14 September 2010 as submitted be endorsed.

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

23 **Auditors Report to Members on the 2010 Audit (Deloittes)**

The Corporate Director (s151) submitted a report, which set out the 2010 auditors report. Jon Ritchie and Alistair Lince from Deloittes were present for this item.

Councillor Mrs Shields was invited to the table.

It was moved from the Chair that the report be received and that the Letter of Management Representations be signed.

Resolved

That the report be received and that the Letter of Management Representations be signed by the Corporate Director (s151).

24 **Annual Report**

The Annual report was submitted and summarised the Council's achievements and the impact of its services in Ryedale. The Chief Executive said that the presentation of the annual report had altered after taking account of Members comments. In addition the audience for the report had changed, last year it was the Auditors, this year it was Members and the general public. The report would be published on the website with relevant weblinks.

It was moved from the Chair that Members receive the annual report and note the achievements against the priorities of the Council Plan for 2009/10.

Resolved

That Members receive the annual report and note the achievements against the priorities of the Council Plan for 2009/10.

25 **Treasury Management Monitoring Report**

The Corporate Director (s151) submitted a Treasury Management Monitoring report which the Financial Services Manager presented.

It was moved by the Chair and seconded by Councillor Legard that the recommendations in the report be approved.

Resolved

- i. Members receive this report; and
- ii. The current investments and performance in 2010/11 be noted.

PART 'B' ITEMS - MATTERS REFERRED TO COUNCIL

26 **Minutes of a Meeting of the Senior Management Contracts Working Party held on 14 September 2010**

The minutes of a meeting of the Senior Management Contracts Working Party held on the 14 September 2010 were submitted.

The Chief Executive noted that item 6 was a decision for Council.

Councillor Woodward asked that it be recorded that he did not attend the meeting.

Resolved

That the minutes of a meeting of the Senior Management Contracts Working Party held on the 14 September 2010 be endorsed and that Council be recommended to approve minute 6 (Corporate Management Team – Future Arrangements) of the Senior Management Contracts Working Party held on the 14 September 2010.

27 **The Implications of the Revocation of the Regional Spatial Strategy**

The Forward Planning Manager submitted a report on the implications of the revocation of the Regional Spatial Strategy (RSS) and noted that the report should be a Part B item on the agenda.

The Officer informed Committee that in general terms before a policy can be regarded as a planning policy, it has to be included in the Local Development Scheme and go through rigorous formal processes including particular forms of consultation, sustainability appraisal and, often, Strategic Environmental Assessment.

The Officer also informed Members that the abolition of the RSS meant that the current situation was not clear in a number of planning policy areas, particularly

in relation to housing and renewable energy targets. Other material considerations would be used to inform the Council's position in relation to these issues. Officers were of the view that the retention of the RSS housing figures was supported by a range of considerations and in particular by PPS3 and the Government's letter to Local Authorities following the revocation of the RSS. However, the position in relation to renewable energy targets is not as explicit and the former RSS policy was becoming superceded by national policy. On that basis, Officers were not recommending the use of an interim policy for renewable energy as no consultation exercise had taken place and advised that if introduced and a planning application was refused on the basis of the interim policy it would be likely that the legal basis of the policy would be challenged and there would be a risk of a costs award against the Council in an appeal situation. It was also possible for the Council to be challenged by a judicial review.

Councillor Keal moved the Officer's recommendation and this was seconded by Councillor Bailey.

Councillor Legard, seconded by Councillor Acomb moved an amendment to the motion by the deletion of recommendation ii and the insertion of a new paragraph ii as follows:

"ii Members agree to the use of an interim renewable energy policy in the determination of planning applications pending the adoption of the Core Strategy, namely that set out at paragraph 5.2."

Upon being put to the vote the amendment was carried.

Upon being put to the vote the substantive motion was carried.

Councillor Woodward asked that it be recorded that he did not support recommendation iii.

Resolved

That Council is recommended that:

- i. Members note the implications of the revocation of the RSS as they are known and interpreted by officers at this stage.
- ii. Members agree to the use of an interim renewable energy policy in the determination of planning applications pending the adoption of the Core Strategy, namely that set out at paragraph 5.2.
- iii. Members agree to use the former RSS housing provision rates as a basis for managing housing supply in the decision making process prior to the adoption of the Core Strategy.

28 **Budget Strategy 2011/2012**

The Corporate Director (s151) submitted a report on the budget strategy for 2011/12.

The Director noted that the Council was still awaiting the outcome of the coalition government's comprehensive spending review. Key decisions on the Council's budget could only be taken once the draft formula grant announcement had been received in late November/early December. Other key issues were the transfer of Concessionary Fares responsibility, the pension fund triennial review and potential Government support for a freeze in Council Tax. A report on the sale of the trade waste service would be considered by Full Council having been presented to the Commissioning Board, which carried a significant financial implication. A pay freeze for 10/11 and 11/12 was likely to be implemented and the Council had been through a voluntary redundancy process.

It was moved by Councillor Keal and seconded by Councillor Legard that the recommendations in the report be approved.

Resolved

That Council is recommended to approve the following parameters for the preparation of the 2011/2012 budget:

- i. Proposals be brought forward for a 2.5 % increase in Council tax;
- ii. Increases in fees and charges to be 3.5% - 4.5% on a cost centre heading basis excluding VAT and only those charges officers recommend above or below this figure to be considered by the relevant policy committee; and
- iii. Efficiencies to be maximised and identified together with any potential cuts required to services once the draft grant settlement is announced in November/December. These proposals will be considered by the Resources Working Party.

29 **Charging for Street Naming and Numbering**

The Head of Planning submitted the report on charging for street naming and numbering which was presented by the Corporate Director (s151).

It was moved by Councillor Legard and seconded by Councillor Woodward that the recommendation in the report be approved.

Resolved

That Council is recommended to approve the fees and charges as set out in the attached sheet, Annex A for the period 1 January 2011 to 31 March 2012.

30 **A64 Brambling Fields Junction Improvement**

The Head of Economy and Housing submitted a report on a project to upgrade the A64 Brambling Fields Junction and to seek additional funding to cover an anticipated increase in scheme costs as a result of required design changes.

The Officer reported that recommendation (i) b be removed as the County Council had resolved to withdraw funding for the Vivis Lane junction scheme at Pickering.

The Officer noted that the project design and costs would be further refined and that a further report would be brought before the committee.

It was moved by Councillor Keal and seconded by Councillor Legard that recommendations (i)a., (ii) and (iii) be approved.

Resolved

That Council is recommended to:

- i. Include in the Council's capital programme an increase of £420K in this Council's agreed contribution to the Brambling Fields junction upgrade to give a maximum Ryedale District Council contribution of £2.73m – subject to the agreed contribution from NYCC, to be financed from the borrowing approval for the Vivis Lane junction scheme (now withdrawn);
- ii. Endorse the seeking of appropriate developer contributions towards the entire Ryedale District Council costs and appropriate North Yorkshire County Council costs incurred through the Brambling Fields scheme. However, the situation will be reviewed once the specified level of developer contributions (as detailed within this report) has been received towards the local authority contributions; and
- iii. Consider a further report regarding the conclusion of the detailed design stage, including the public consultation, before proceeding to formal legal agreement to implement upgrading of the A64 Brambling Fields Junction.

31 **Special Expenses**

The Corporate Director (s151) submitted a report to consider the charging of special expenses to the parishes which were formally part of Pickering Rural District Council.

It was moved by Councillor Woodward and seconded by Councillor Legard that the recommendation in the report be agreed.

Resolved

That Council is recommended to approve the removal of Parishes from the Special Expenses where no street lighting provision presently exists from the 1 April 2011.

32 **Any other business that the Chairman decides is urgent.**

The Chair reported that there was no other business.

The Meeting closed at 8.30pm

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Resources Working Party

Held at Members' Lounge, Ryedale House, Malton
on Tuesday 23 November 2010

Present

Councillors Mrs Cowling, Hope, Keal, Knaggs, Wainwright (chairman), Clark (as substitute for Woodward) and Mrs De Wend Fenton (as substitute for Mrs Hodgson)

In Attendance

Paul Cresswell, Marie-Ann Jackson and Beckie Bennett, Suzanne Dewsnap, Jos Holmes and Fiona Farnell

Minutes

20 **Apologies for absence**

No apologies for absence were received.

21 **Minutes of the Meeting held on 14 September 2010**

The minutes of the last meeting of the Resource Working Party held on 14 September 2010 were presented.

Resolved

That the minutes of the meeting of the Resources Working Party held on 14 September 2010 be approved and signed by the Chairman as a correct record.

22 **Urgent Business**

There were no items of urgent business.

23 **Declarations of Interest**

In accordance with the Member's Code of Conduct Councillor Knaggs declared a personal interest in Item 6 as he had been lobbied and met people affected by the relocation.

Councillor Keal declared a personal interest in Item 6 as he had been lobbied.

Councillor Clark declared a personal interest in Item 6 as a member of North Yorkshire County Council and being lobbied.

Councillor Mrs De Wend Fenton declared a personal interest in Item 6 as a representative of RVA.

Councillor Wainwright declared a personal interest in Item 6 as a representative of RVA.

24 **Financial Update**

Members received a financial update report presented by The Corporate Director (s151).

The Economy and Community Services Manager briefed Members on ideas with regards to the windfall receipt.

- Restart grant scheme to support businesses, the Manager noted however that no detailed analysis had yet taken place with regards to the business support which had already been undertaken.
- Tackle skills issues in Ryedale, the Manager noted that several businesses had been unable to fill apprenticeship places as applicants did not have basic literacy and numeracy skills.

Councillors noted that an analysis of the previous 'support business' scheme needed to be done before a decision could be taken as to whether to restart the project. Councillors indicated that they felt inclined to help young people get the necessary skills to gain apprenticeships. Councillors noted that consideration of the windfall at this time, ahead of the impact of the spending review on the Council and other public bodies was too early. It should be considered in the new year.

Resolved

That Members noted the financial projections and implications for Ryedale District Council and that proposals for the use of the windfall be deferred until the new year when the impact of the spending review on the public sector in Ryedale is known.

25 **Relocation of Wentworth Street Car Park Tenants (verbal)**

A verbal report was given by the Corporate Director updating Councillors on the relocation of Wentworth Street Car Park Tenants. A recommendation was circulated at the meeting.

- Malton Rifle and Gun Club – The current lease runs out at the end of September 2011 but could be extended on a monthly basis after that time. The current building cannot be moved and there are very specific requirements when looking at relocation. Two potential sites have been located – one to build a pod inside the currently underused Bowling Centre, estimated cost £60 - £100k; the other site is on the perimeter of the Bowling Centre land, to build a purpose built building, there are issues with regards to flooding which need to be explored with the

Environment Agency, the cost at this site is estimated at £130k. Both options have been put to the club who are due to have their annual general meeting in the near future and feedback is awaited.

- Malton Scouts – The current lease runs out at the end of March 2011, discussions have taken place with Malton School who are keen to house the Scouts at the school, again there are two options – one to use part of an old gym; the other is to build a purpose built building on a current car parking area. The Head Master is currently looking at undertaking a feasibility study.
- RVA and CAB – Officers are looking at ‘Stanley Harrison House’ adjacent to the railway station. This would provide enough space to house the RVA, CAB and library service for North Yorkshire County Council and includes 60 car parking spaces. It is available on a long lease hold for approximately £1m.

The Director noted the Council had no legal obligation to assist with the relocation at the end of the leases if redevelopment is to take place.

The recommendation tabled at the meeting is as follows:

It is recommended that Members:

- i) Note the position in relation to the relocation of the tenants on Wentworth Street Car Park; and
- ii) Endorse the outline relocation proposals with a view to receiving a further report with detailed proposals for consideration by Council.

Councillors had mixed views with regards to assisting the relocation of Malton Rifle and Gun Club due to the fact that their lease would soon be expiring and the club had to date made no attempt to find alternative arrangements and that there were several other clubs within a reasonable distance.

Councillors fully supported assisting the relocation of Malton Scouts and noted that Malton School seemed an ideal location.

Again Councillors fully supported the purchase of Stanley Harrison House and indicated that they would prefer for the Council to purchase the property and lease out a section to North Yorkshire County Council for the library service. Members expressed a view that if an extraordinary meeting of the Council was needed to obtain approval to proceed that this should be arranged.

Resolved:

That Members

- i) Noted the position in relation to the relocation of the tenants on Wentworth Street Car Park; and
- ii) Endorsed the outline relocation proposals with a view to receiving a further report with detailed proposals for consideration by Council.

26 **Parks and Open Spaces Improvements**

Members received a report from the Streetscene Manger on Parks and Open Spaces Improvements. The Manager noted that funding was available for all Phase 1 projects but that Phase 2 projects were not presently in the Capital programme and would be brought for consideration next year.

Members were broadly supportive of all the projects in Phases 1 and 2.

Resolved:

Members noted the projects as detailed in the report to be funded by the current capital programme budget of £32, 000 in 2010/11. Members views on second phase capital investment as detailed in paragraph 8.5 were sought and a report to Policy and Resources would be submitted in due course seeking approval to include Phase 2 in the capital programme.

27 **Capital Programme Progress Report**

The Corporate Director (s151) outlined the report.

Councillors discussed both the Capital Programme Progress Report and the Capital Programme Financial Schedule together.

Councillor Clark noted that:

- Flooding issues in Sinnington still needed to be addressed and were not part of the existing capital scheme.
- The management of the new sports hall at Malton School needed clarification to ensure appropriate arrangements for the Council revenue funding for the public use on an evening and weekend were in place.

Resolved:

That Councillors noted the report.

28 **Capital Programme Financial Schedule**

The Corporate Director (s151) outlined the report.

Resolved:

That Councillors noted the report.

29 **EMIS**

The Corporate Director (s151) outlined the report.

Resolved

That Councillors noted the report.

30 **ICT Programme Update**

The Corporate Director (s151) outlined the report.

The Director confirmed current problems with the intranet would soon be resolved.

Resolved

That the report be noted.

31 **Any other business that the Chairman decides is urgent.**

The Chairman noted that there was no other business.

The meeting closed at 4.50pm.

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PART A:	MATTERS DEALT WITH UNDER DELEGATED POWERS
REPORT TO:	POLICY AND RESOURCES COMMITTEE
DATE:	9 DECEMBER 2010
REPORT OF THE:	HEAD OF PLANNING GARY HOUSDEN
TITLE OF REPORT:	THE DEVELOPMENT PLAN AND THE DECISION MAKING PROCESS
WARDS AFFECTED:	ALL

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

- 1.1 To consider a motion moved at Council on the 4 November 2010 which has been referred to this Committee.

2.0 RECOMMENDATION

- 2.1 It is recommended that no further action be taken.

3.0 REASON FOR RECOMMENDATION

- 3.1 Legislation, national planning policy and planning case law provide an appropriate context to inform the (planning) decision making process in the absence of an up to date Development Plan.

4.0 SIGNIFICANT RISKS

- 4.1 All planning decisions should be made in a way which take account of and give appropriate weight to relevant material considerations. To agree a course of action that would, in effect, commit the Local Planning Authority to determining planning applications without having full and proper regard to all material planning considerations would place the authority at risk in an appeal situation and possible award of costs. Moreover, it would also increase the risk of formal legal challenges to the planning decisions made by this Authority.

REPORT

5.0 BACKGROUND AND INTRODUCTION

- 5.1 Members are aware that the District does not have an up to date local Development

Plan. Whilst much of the policy framework of the Ryedale Local Plan remains relevant and can be used until it is fully replaced by policies in the Local Development Framework, the Plan does not have an up to date and planned supply of land to accommodate the development requirements for each of the main land uses, in particular, housing and employment.

- 5.2 At the meeting of Council on the 4 November 2010, a motion was moved by Councillor Woodward and seconded by Councillor Clark as follows:

“This Council resolves that:

Until the LDF is in place all development (except in exceptional circumstances of a particular case) is within development limits of the settlements of Ryedale”.

- 5.3 The Chairman announced that the motion would be referred to a meeting of this Committee as, under Council Procedure Rule 11.4, the motion fell within the purview of the Policy and Resources Committee.

6.0 POLICY CONTEXT

- 6.1 Local Planning Authorities are required by law to make planning decisions in accordance with the statutory Development Plan unless material considerations indicate otherwise. (Section 38(6) of The Planning and Compulsory Purchase Act, 2004). In Ryedale, the Development Plan consists of saved Ryedale Local Plan policies and the Yorkshire and Humber Plan – the Regional Spatial Strategy. (Members will recall that whilst the latter was revoked by the Secretary of State for Communities and Local Government in July 2010, it has been subsequently ‘reinstated’ following a successful High Court challenge by Cala Homes.) The Government has stated that it will continue to progress the abolition of Regional Strategies through the forthcoming Localism Bill.

- 6.2 The courts have held that in principle, any consideration which relates to the development and use of land is capable of being a material planning consideration. As well as covering fundamental planning factors (such as design for example), national planning policy statements are material considerations which must be taken into account in decisions on planning applications. Additionally, emerging national and local policies may also be regarded as material considerations, although as with any material consideration, the weight which may be attached to these will depend on a particular context.

- 6.3 In the absence of an up to date Development Plan, planning applications in Ryedale will need to be determined on their merits and in the light of all material considerations.

7.0 CONSULTATION

- 7.1 The report is a technical report. Consultation is not required to inform or accompany the recommendation.

8.0 REPORT DETAILS

- 8.1 Members will be aware that developers have submitted and continue to submit planning applications for development, mainly, although not exclusively for housing development, in advance of the Local Development Framework. A number of these applications propose the development of sites that lie outside of the current

Development Limits. Clearly this is of concern to a number of local communities, particularly in those areas where proposals for new housing development on green field sites are coming forward.

- 8.2 However, it is important to reiterate that all Local Planning Authorities have a duty to consider and determine the planning applications that they receive, irrespective of whether an up to date development plan is in place. Such applications need to be determined in the light of all material planning considerations.
- 8.3 National planning policies embodied in Planning Policy Statements are important material considerations. Many of these were updated/revised by the previous Government and have been issued following the production and adoption of the Local Plan. In many instances national Planning Policy Statements provide a more recent policy context and this should be reflected in the weight which needs to be attached to them as material considerations in the decision making process.
- 8.4 Members are aware, for example, that Planning Policy Statement 3 (Housing) which was issued in 2006 and updated in 2010, makes it clear that Local Planning Authorities should maintain a five year supply of deliverable housing land. It states that in situations where “ *Local Development Documents have not been reviewed to take account of policies in this PPS or there is less than five years supply of deliverable sites, they should consider favourably, planning applications for housing having regard to the policies in this PPS, including considerations in paragraph 69*”.
- 8.5 Paragraph 69 of PPS 3 states that –
- “In general, in deciding planning applications, Local Planning Authorities should have regard to :*
- *Achieving high quality housing*
 - *Ensuring developments achieve a good mix of housing reflecting the accommodation requirements of specific groups, in particular families and older people*
 - *The suitability of a site for housing, including it’s environmental sustainability*
 - *Using land effectively and efficiently*
 - *Ensuring the proposed development is in line with planning for housing objectives, reflecting the need and demand for housing in and the spatial vision for, the area and does not undermine wider policy objectives eg addressing housing market renewal issues”*
- 8.6 In combination with allocated development sites, the Development Limits of the Local Plan were drawn to ensure that the plan provided sufficient land to address development requirements over its planned shelf life. As the document is no longer fully up to date, the Council, as Local Planning Authority must take account of more recently produced national policy as a key material consideration in the decision making process. The requirement of PPS3 to maintain a five year supply of housing land clearly has significant weight in the decision making process. As Ryedale does not currently have such a supply, planning decisions need to be determined taking full account of the requirements of PPS3.
- 8.7 The motion as written, effectively seeks a policy position which would commit the authority to determining planning applications outside of Development Limits without full regard to all relevant material considerations. As outlined in paragraph 4.1, it is considered that this would place the authority at significant risk in an appeal situation or at risk of legal challenge.

- 8.8 It should be noted that Planning Policy Statement 4 (Planning for Sustainable Economic Growth), issued in 2009, provides a recent and up to date policy context for the consideration of planning applications relating to proposals for economic development. This covers, for example, the release of employment land and the provision of additional retail space.
- 8.9 It is also considered that the motion, as written, would introduce a policy position which would be contrary to existing adopted and saved policies of the Ryedale Local Plan. The Local Plan supports in principle, many types of development outside of existing Development Limits, including rural exceptions housing; agricultural workers dwellings; farm buildings; tourist related development; replacement dwellings; the conversion of buildings; small-scale employment facilities; community facilities and renewable energy development, for example. These types of development are not supported as an exception to the Plan or in exceptional circumstances. They are supported in principle by the Plan and are integral to the policy approach of the Plan as a whole.
- 8.10 The motion would effectively, introduce a new policy approach. Members are reminded of an earlier report to the last meeting of this Committee which made it clear that the introduction of policy outside of the correct procedures could not be considered lawful policy for the purposes of making planning decisions.

9.0 IMPLICATIONS

- 9.1 The following implications have been identified:
- a) Financial
Significant risk of costs on appeal or the costs associated with any legal challenge.
 - b) Legal
Failure to take full account of all material considerations in the decision making process would increase the risk of legal challenges to the decisions made by the Planning Committee.
 - c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental, Crime & Disorder)
No direct implications.

Gary Housden
Head of Planning

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Background Papers:

Policy and Resources Committee Agenda 30 September 2010
Planning Policy Statements

Background Papers are available for inspection at:

<http://democracy.ryedale.gov.uk/ieListDocuments.aspx?CId=119&MId=654&Ver=4>

<http://www.communities.gov.uk/planningandbuilding/planningsystem/planningpolicy/planningpolicystatements/>

The Development Plan and the decision making process.
RISK MATRIX – ANNEX A

Issue/Risk	Consequences if allowed to happen	Likelihood	Impact	Mitigation	Mitigated Likelihood	Mitigated Impact
Risk of Costs on appeal if planning decisions are made on the basis of the proposed motion	Financial and reputation implications	5	D	If implemented the risk associated with the motion cannot be mitigated against		
Risk of legal challenge if planning decisions are made on the basis of the proposed motion	As above	5	D	As above		

Score	Likelihood	Score	Impact
1	Very Low	A	Low
2	Not Likely	B	Minor
3	Likely	C	Medium
4	Very Likely	D	Major
5	Almost Certain	E	Disaster

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Council Aim	Aim 1: Housing Need To meet housing need in the Ryedale District Council area			
Strategic Objectives	1. To change and add to housing stock to meet the local housing needs 	2. To support people to access a suitable home or remain in an existing home 		
Council Aim	Aim 2: Economic Success To create the conditions for economic success			
Strategic Objectives	3. Place of opportunity – economic structure and supporting infrastructure 	4. Opportunity for people – increasing wage and skills levels 		
Council Aim	Aim 3: High Quality Environment To have a high quality, clean and sustainable environment.			
Strategic Objectives	5. Reducing waste and CO2 emissions 	6. Planning to adapt to climate change 	7. To maintain the quality of our local environment 	
Council Aim	Aim 4: Active Communities To help all residents to achieve a healthy weight by encouraging an active lifestyle, in communities where everyone feels welcome and safe			
Strategic Objectives	8a. Safe Villages and Towns 	8b. Healthy Villages and Towns 		
Council Aim	Aim 5: To Transform the Council			
Strategic Objectives	9. To know our communities and meet their needs 	10. To develop the leadership, capacity and capability to deliver future improvements 		

Performance Narrative:

Housing

Even though housing market conditions are still very difficult the Council would still expect over 60 new affordable homes will be delivered this year with additional 22 to be delivered in spring which will take the total to over 80 in April 2011.

The Council currently can demonstrate a 4.15 years supply of available housing sites. It is noted however that developers are still looking to bring forward housing in Ryedale despite the wider economic conditions. Planning permission has recently been authorised for 186 dwellings in Norton (69 of these are affordable) and other major housing applications are under consideration in Norton (Cheesecake Farm- 89 dwellings), Malton (Broughton Rd circa 300 dwellings) and Pickering (Whitby Rd and Thornton Rd- 87 and 110 dwellings respectively).

Economy

The Ryedale Business Forum has held its inaugural meeting involving business chiefs in Ryedale with the aim of improving the way the Council and local businesses work together. The Forum will meet quarterly.

The Council is working with the Castle Howard Estate to utilise the Nynet point of present at Ryedale House to provide an improved broadband service at Castle Howard Rural Business Park. The Council is also investigating making this service available more widely to the business community in Ryedale.

Both North Yorkshire County Council and Ryedale District Council have agreed to increase funding contributions to the Brambling Fields project for design changes.

In a recent analysis of the labour market nationally, using a residence based indicator which provides the proportion of people aged 16-59/64 (men/women) in employment in each local authority area, Ryedale comes top as the area with highest level of employment in England.

Environment

Ryedale continues to perform well in delivering waste management services. The Rural Services Network have recently published data comparing the performance of all districts and Ryedale continues to achieve top quartile performance, being 2nd in our family group and top performer in Yorkshire and Humber region for the 5th consecutive year. The ranking for Ryedale is not as high nationally because other authorities are now catching up. However the Council aspires to improve its performance in the area of waste reuse, recycling and composting and in order to achieve this will need to increase the range of materials included in its recycling service. This would also address the low levels of satisfaction with this service which are due to the lack of availability of kerbside plastic and cardboard recycling.

Good progress is being made regarding the 'slowing the flow' scheme above Pickering and channel management improvements in Sinnington. A recent public consultation event was well attended and received. The 'slowing the flow' scheme is on track for work to start early next year and should help to alleviate a significant proportion of the flooding issues in Pickering.

Council investment into carbon reduction initiatives have exceeded target expectation with a 3% reduction last year by comparison to the 2009/10 base year. Arising from the Planning Service review (and following withdrawal if NYCC from the jointly funded countryside management post) the Council has engaged a part time countryside management advisor to take forward work in respect of the Biodiversity Action Plan. The role in addition to responding to individual application responses will involve active engagement with landowners to promote improvements and the completion of management plans for sites of importance for nature conservation.

Safe Active Communities

The vision for strong safe communities in Imagine Ryedale... states that in 2013... Ryedale is home to welcoming and familiar neighbourhoods, where people and friendships are valued. Community spirit is strong, underpinned by security and safety. There is mutual trust between local people and the organisations that exist to help, support and serve them.

A national survey has recognized that Ryedale is the 4th most friendly place to live, with high levels of social cohesion and good neighbours. All the partners involved in the Ryedale Strategic Partnership have contributed towards this achievement and particularly Safer Ryedale. Already one of the safest places to live in England, the figures for year 2009 - 2010 for Ryedale showed crime has dropped by over 16%, which equates to 340 fewer victims of crime.

Information gathered from the active people survey is showing an improvement in levels of satisfaction with local sport and leisure provision in Ryedale. In 2008 satisfaction levels in Ryedale were the same as those for the whole of England and showing a downward trend however this trend has reversed for 2009 and the Council are now exceeding both the national and Yorkshire and Humber results by over 3%. Participation in active recreation has similarly improved exceeding national and Yorkshire and Humber results by 2-3% in the 1-3 and 4-7 day categories.

Transformation

Over 80% of population of Ryedale have had the opportunity to participate in community led planning. Communities are being encouraged to develop local community resilience plans.

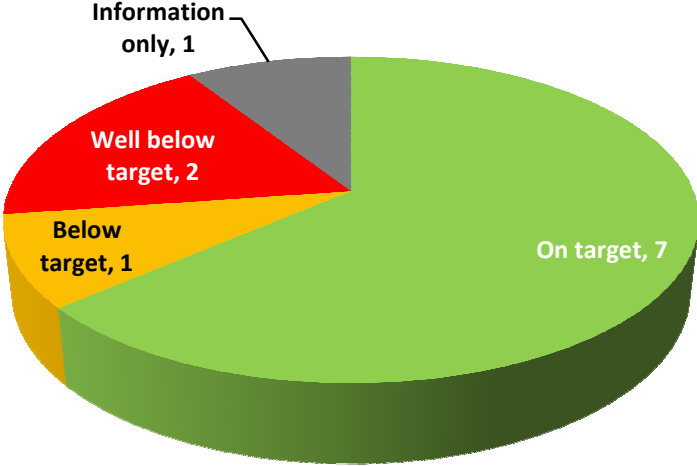
Two surveys have been undertaken with the citizens panel, the first on general levels of satisfaction with Council services and the current one on the Council's budget. Levels of satisfaction with the councils services were good overall with the highest levels being expressed in relation to Customer services, Ryecare and elections services. Areas for improvement included the Local Development Framework and Public conveniences. Feedback has been provided to all members of the panel on the action being taken by the council in these areas, and in response to any comments made.

The general election was successfully delivered despite the postponement and plans are now underway for the District elections on 5th May 2011, which will run alongside parish elections and the national referendum on voting reform.

The one-11 programme is almost fully delivered with efficiency savings achieved so far of £700k towards the target of one million pounds.

Aim 1. Housing Need – Performance Indicators

Status	Performance Indicator
🔴	Net additional homes provided
🔴	Supply of ready to develop housing sites
🟡	Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating: (i) Low energy efficiency
✅	Additional extra care units occupied



Status	Performance Indicator
✅	Homeless applications on which RDC makes decision and issues notification to the applicant within 33 working days
✅	Time taken to process Housing Benefit/Council Tax Benefit new claims and change events
✅	Tackling fuel poverty – % of people receiving income based benefits living in homes with a low energy efficiency rating: (ii) High energy efficiency
✅	Percentage of vulnerable people achieving independent living
✅	Number of affordable homes delivered (gross)
✅	The extent to which older people receive the support they need to live independently at home
✅	Prevention of Homelessness through Advice and Proactive Intervention

Aim 1. Housing Need - Actions

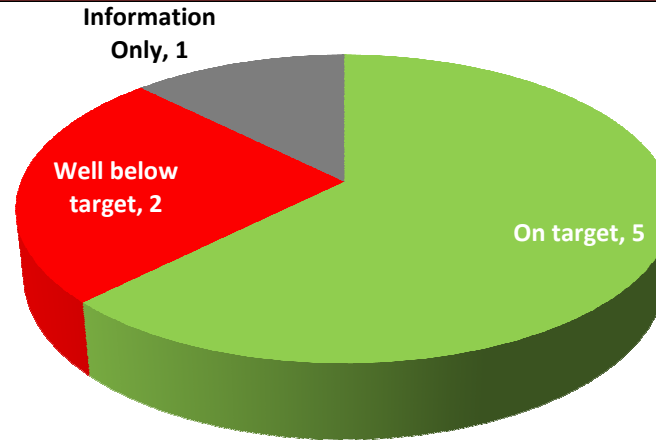
Target	Title
✅	Private Sector Energy Efficiency Grants
▶	Exception Sites Land Purchase
▶	Planning Gain
▶	Registered Social Landlord/Other Funded
▶	Homelessness applications & acceptances
▶	Provision of a Mortgage rescue scheme in partnership
▶	Temporary Accommodation & Bridge House



On Target	Title
▶	Homelessness - Projects & Initiatives
▶	Homelessness Strategy Action Plan
▶	Empty Homes Strategy
▶	Home Repair Loans 2010-11
▶	Decent Home Loans 2010-11
▶	To deliver an LDF for Ryedale
✅	Empty Property Grants 2010-11

Aim 2. Economic Success – Performance Indicators

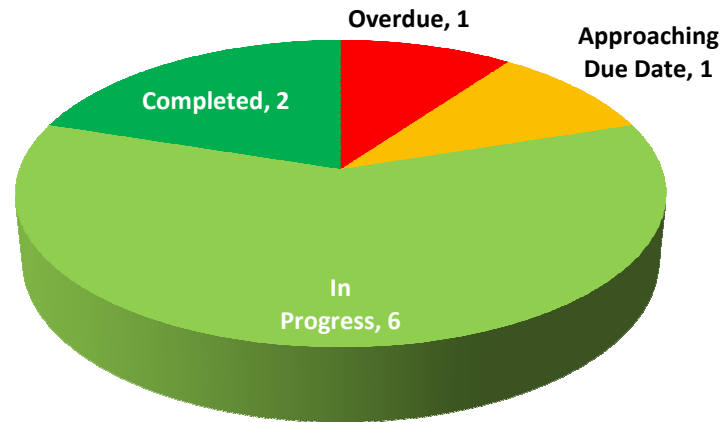
Status	Performance Indicator
🔴	Average household earnings in Ryedale
🔴	Gross weekly earnings by workplace
✅	Total Job Seeker Allowance Claimants
✅	% Ryedale population qualified - NVQ1



Status	Performance Indicator
✅	% Ryedale population qualified - NVQ2
✅	% Ryedale population qualified - NVQ3
✅	% Ryedale population qualified - NVQ4
⚠️	Number of new business start ups

Aim 2. Economic Success - Actions

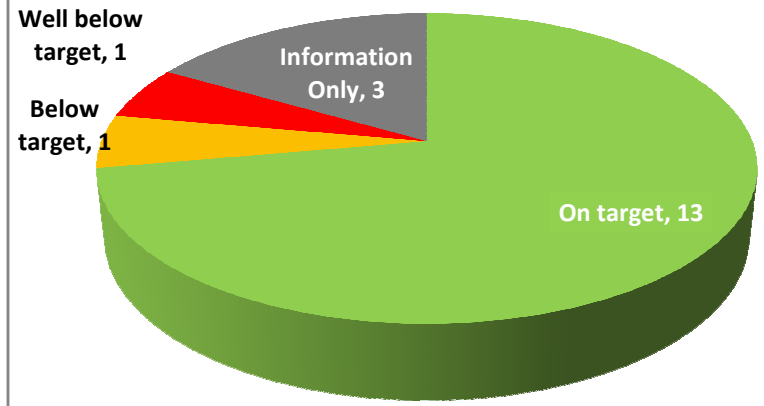
Target	Title
🔴	Adopt Benefits KLOE self assessment improvement plan
⚠️	Improve Skills and Knowledge of the workforce
▶️	Northgate Project Implementation
▶️	Enable economic activity through supporting projects
▶️	Provision in Capital Programme for an Economic Development Scheme



On Target	Title
▶️	Support local businesses
▶️	A64 Brambling Fields Junction Upgrade
▶️	To deliver an LDF for Ryedale
✅	Review benefits system & where feasible implement new system
✅	Review & develop effective fraud partnership with Scarborough

Aim 3. High Quality Environment – Performance Indicators

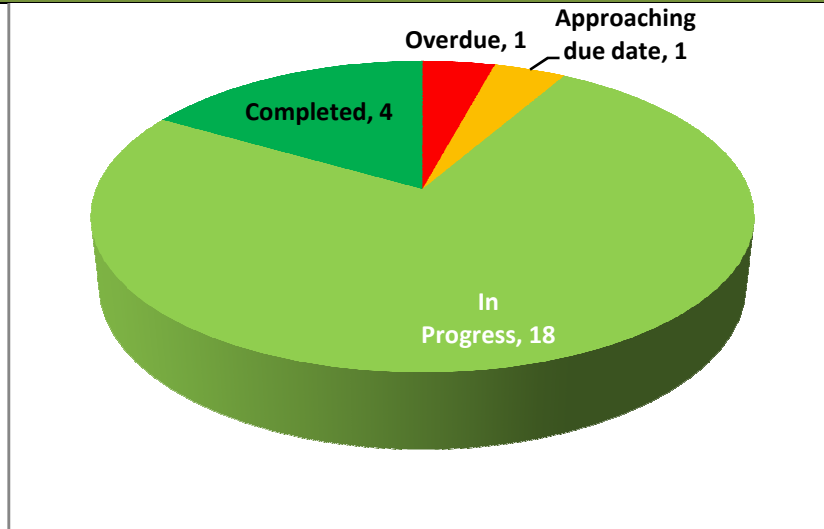
Status	Performance Indicator
🚫	Improved street and environmental cleanliness: Detritus
⚠️	Residual household waste - kg per household
✅	New homes built on previously developed land
✅	Improved street and environmental cleanliness: Fly tipping
✅	CO2 reduction from LA operations
✅	Planning to Adapt to Climate Change
✅	Flood and coastal erosion risk management
✅	Percentage of municipal waste land filled
✅	% of household waste sent for reuse, recycling and composting



Status	Performance Indicator
✅	Improved street and environmental cleanliness: Litter
✅	Overall/general satisfaction with local area
✅	Awareness of civil protection arrangements in the local area
✅	Satisfaction of people over 65 with both home and neighbourhood
✅	Improved street and environmental cleanliness: Graffiti
✅	Improved street and environmental cleanliness: Fly-posting
🚫	Per capita reduction in CO2 emissions in the LA area
🚫	Air quality – % reduction in NOx & primary PM10 emissions through LA's estate & operations
✅	Improved Local Biodiversity

Aim 3. High Quality Environment – Actions

On Target	Title
	Implement Biodiversity Action Plan
	Increased recycling of road cleansings/leafall for composting during off season Oct-March
	Deliver capital schemes contained in Capital Programme
	Vale of Pickering Channel Management Pilot
	Air Quality Assessment of AQMA
	Set up group to develop an Air Quality Action Plan.
	To deliver an LDF for Ryedale
	Increased capture of additional recycle when vehicle fleet falls out 2010/2011
	Enhanced monitoring of crews regarding side waste
	Review of the waste collection service with the partnership
	Consideration of commercial viability/cheaper service provision for customers
	Consideration of enhanced recycling service
	Increased monitoring of performance - street & environmental cleanliness



On Target	Title
	Increased cleansing utilizing a second sweeper
	Enhance stakeholder participation re volunteer groups
	Greening fleet with consideration of expanding bio diesel trial
	Introduction of energy efficient boilers in RDH and also Ryedale pool
	Develop Travel plan for RDC
	Round review re waste management to ensure optimum efficiency
	Work with local groups through Britain in Bloom, Parish Councils, Tidy Britain
	Strategic Flood Risk Assessment
	Prioritize flood risk areas and implement local catchment's of sandbags for immediate self help
	Air Quality Progress report to be submitted to Defra
	Consideration of selling off the service with trade recycling to be provided by private company

Aim 4. Active Safe Communities – Performance Indicators

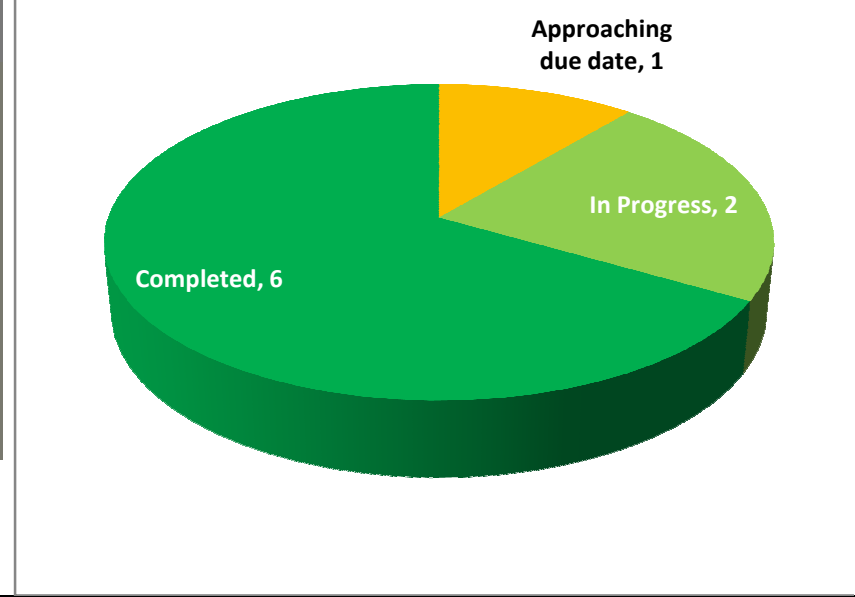
On Target	Title
●	Residents satisfied with sports/leisure facilities
●	Adult participation in sport and active recreation
●	Repeat incidents of domestic violence
▲	Perceptions that people in the area treat one another with respect and consideration
▲	% of people who believe people from different backgrounds get on well together in their local area
▲	Self-reported measure of people's overall health and wellbeing



On Target	Title
✔	% of people who feel that they belong to their neighbourhood
✔	Perceptions of anti-social behaviour
✔	Perceptions of drunk or rowdy behaviour as a problem
✔	Children & Young People's Participation in high quality sport
✔	Obesity in primary school age children in Year 6
✔	Children and young people's satisfaction with parks and play areas
✔	People killed or seriously injured in road traffic accidents

Aim 4. Active Safe Communities – Actions

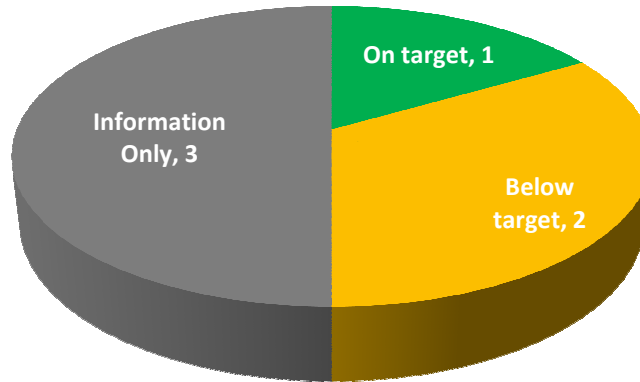
On Target	Title
▲	Review the Sports Strategy with a vision towards 2012 Olympics
▶	Grant to Malton School for dry sports centre
▶	Grant for the redevelopment of existing sports facilities in Helmsley
✔	Continue to provide Multi Agency intervention to incidents of domestic abuse through the provision of Making Safe
✔	Identify main groups for targeted education initiatives ie Drive Alive, Drive Wise. Learner Drivers, Youth Groups, Elderly, Migrant workers, local business



On Target	Title
✔	Deliver 8 Operation Siren events at venues informed by intelligence gained from ATC deployments/community feedback
✔	Address the issue of dog fouling already identified by street surveys, through a system of education and rigorous enforcement. Monitor success by public reaction
✔	Maintain proven diversionary activities for young people in Ryedale ie Dry Bars, YCV, LIFE, Skate Park
✔	Produce a continuation strategy for the Alcohol Respect Campaign to maintain its momentum

Aim 5. To Transform the Council – Performance Indicators

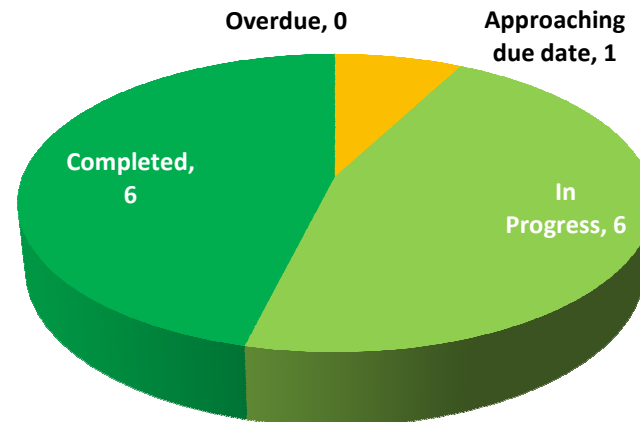
Status	Performance Indicator
⚠	Equality Standard for Local Government
⚠	% of adults surveyed who feel they can influence decisions affecting their local area
✅	Civic participation in the local area



On Target	Title
✅	% of population within 5 miles of a Joint Access Centre
✅	Top priorities for local people
✅	Avoidable contact: the proportion of customer contact that is of low or no value to the customer

Aim 5. To Transform the Council – Actions

On Target	Title
⚠	Service Equality Monitoring
✅	One-11 Programme Plan
✅	A Plan for Every Parish
✅	Deliver the Corporate efficiency programme
✅	Value for Money
✅	Shared Services
✅	Engage our communities through the Ryedale Citizen's Panel



On Target	Title
✅	Formulate an action plan for maintaining IIP accreditation
✅	Deliver European and County Council election 2009
✅	Deliver General Election 2010
✅	Single Equalities Scheme
✅	CAA self assessment - area and organisational
✅	Partnership Protocol



PART A:	MATTERS DEALT WITH UNDER DELEGATED POWERS
REPORT TO:	POLICY AND RESOURCES COMMITTEE
DATE:	9 DECEMBER 2010
REPORT OF THE:	CORPORATE DIRECTOR (s151) PAUL CRESSWELL
TITLE OF REPORT:	INTERNAL AUDIT
WARDS AFFECTED:	ALL

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

- 1.1 This report sets out a proposal for the future provision of Internal Audit at Ryedale District Council and to secure committee agreement to the principle of merger of the North Yorkshire Audit Partnership (NYAP) with Veritau Limited effective at the end of the present partnership agreement on 31 March 2012. Veritau is a company wholly owned by North Yorkshire County Council and the City of York Council for the provision of internal audit and fraud services.

2.0 RECOMMENDATION

- 2.1 It is recommended that members note the progress and support in principle the merger of NYAP with Veritau effective from the 1 April 2012 subject to a satisfactory business case.

3.0 REASON FOR RECOMMENDATION

- 3.1 This report updates members on officer discussions on the provision of internal audit services to the current NYAP partner Councils. This matter has already been discussed at the Partnership Management Board. Final decision on future service delivery will be a decision of Full Council.

4.0 SIGNIFICANT RISKS

- 4.1 There are no risks in considering this recommendation. Full risk assessment will form part of any business case to proceed.

REPORT

5.0 BACKGROUND AND INTRODUCTION

- 5.1 All Councils are required to have internal audit (IA); the method of service provision is for the individual council to determine. Ryedale were in the vanguard of councils providing IA through collaborative means. The North Yorkshire Audit Partnership was created in 1999 using existing provisions of the Local Government Act 1972.
- 5.2 Initially this was for the three councils: Ryedale, Scarborough and Selby. More recently it expanded and now also incorporates Hambleton and Richmondshire Councils.
- 5.3 The current Partnership agreement runs to the 31 March 2012. The Partnership operates as a semi-autonomous trading concern managed by the Partnership Management Board which has representation from all the Partner Councils.
- 5.4 The partnership has delivered significant savings to all partner authorities over the years, together with providing a more comprehensive, resilient and expert service than could be achieved by each Authority on their own. It is not considered that further significant efficiencies are possible with the service in its present form, with over 90% of costs being staff related.
- 5.5 RDC currently pays £62,275 for its internal audit service, this presently represents 265 audit days. Regular benchmarking has identified this charge is below that which would be achieved if the service were outsourced to the private sector. The Chief Finance Officer has responsibility for the proper administration of the financial affairs of the Council and a duty to ensure that there is an adequate system of internal control. It is the Chief Finance Officer who determines the level of audit provision for the Council.
- 5.6 North Yorkshire County Council and City of York Council currently procure their internal audit service from Veritau. Veritau is a company wholly owned by the two Councils. It operators autonomously, however the Board representation is from the two councils. It employs staff directly, procuring support services from the two Councils. Veritau staff were, in the main, transferred from the two Authorities under TUPE. Veritau has admitted body status to the North Yorkshire pension scheme. It has 38 employees (plus a further 4 trainees who are seconded from the two Authorities) and operates across the whole County. The company also provides internal audit services under contract to a number of other public sector bodies.

6.0 POLICY CONTEXT

- 6.1 Merger with Veritau would represent a policy change and would be a decision for Full Council at the appropriate time. The matter would be considered by the Policy and Resources Committee prior to Council.

7.0 CONSULTATION

- 7.1 Consultation has been undertaken with the relevant client and management staff in all the partner councils to NYAP. Their views support the merger of NYAP into Veritau and all would be protected under TUPE regulations.
- 7.2 All the staff of the Partnership (and Veritau) have been involved in discussions and are working jointly on the business case to create the expanded Veritau.

8.0 REPORT DETAILS

- 8.1 Whilst the provision of Internal Audit through the partnership route has delivered savings to the Council, the current economic environment and spending review predictions dictate that all areas of spend need to be scrutinised to identify potential efficiencies. The scope within the existing partnership for further savings is limited, with 90% of spend being staff related costs.
- 8.2 The current five Authority partnership agreement ends in 2012 and in accordance with that agreement a review of potential service delivery options is underway at officer level, with the approval of the Partnership Board.
- 8.3 There are potential for economies of scale in the delivery of internal audit, however Craven District Council and Harrogate Borough Council have both indicated that they do not want to join a partnership at this time. Officers have therefore engaged with Veritau to identify whether the district councils could join the company and deliver cashable efficiency savings.
- 8.4 A merger would allow the benefits of a larger team. Authorities would have access to staff with wider experience and who have professional and sector specific training. For the staff of NYAP transferring to Veritau this represents an opportunity to develop their skills in a team that has sufficient work volumes and career development chances for all. Remaining in NYAP will limit those opportunities and, as the Partnership has already experienced, results in staff retention issues.
- 8.5 Access to audit management software which is currently used by Veritau will improve the efficiency of audit reporting, especially the follow up aspects which are becoming increasingly important. Veritau, being larger, is better placed to absorb the potential changes in the demand for internal audit work that may ensue as a result of spending cuts.
- 8.6 The quality and innovation of Veritau has been recognised in their success in winning the Cliff Nicholson award, the national award for Internal Audit excellence and innovation. Furthermore they are currently pursuing IIP accreditation to further reinforce their current robust internal management and customer care procedures.
- 8.7 This option also retains for Ryedale (and the other Partner Councils to NYAP) control and influence over the company and the services it provides to its owners. Any surpluses that are generated will be owned by the company for the benefit of its shareholders, the Councils. In a contracting environment any private sector firm seeking to provide IA services will have the requirement to make profits which would not benefit Ryedale.
- 8.8 Work is ongoing with Veritau to produce a detailed business case and proposals for the Authorities as part of a potential merger. A further report for decision would be brought before members at the appropriate time.

9.0 IMPLICATIONS

- 9.1 The following implications have been identified:
- a) Financial
There are no significant financial issues in considering this report.
 - b) Legal

There are no significant legal issues in considering this report. The Council solicitor is included in the team considering the form and substance of the proposed agreement for the NYAP to merge with Veritau.

c) Other

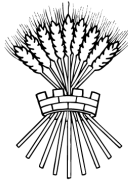
There are no significant other issues in considering this report.

Paul Cresswell
Corporate Director (s151)

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Background Papers:

None.



PART A:	MATTERS DEALT WITH UNDER DELEGATED POWERS
REPORT TO:	POLICY AND RESOURCES COMMITTEE
DATE:	9 DECEMBER 2010
REPORT OF THE:	CORPORATE DIRECTOR (s151) PAUL CRESSWELL
TITLE OF REPORT:	REVENUE BUDGET MONITORING
WARDS AFFECTED:	ALL

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

1.1 To present to members a revenue budget monitoring report for 2010/2011.

2.0 RECOMMENDATION

2.1 It is recommended that members note the content of the report.

3.0 REASON FOR RECOMMENDATION

3.1 To ensure Members are kept regularly informed of the Council's financial position (in year).

4.0 SIGNIFICANT RISKS

4.1 There are no significant risks in receiving this report.

REPORT

5.0 BACKGROUND AND INTRODUCTION

5.1 Members regularly receive in year monitoring of part of the council's financial position. This is important as part of the budget monitoring process and also allows member to be aware of potential issues in setting subsequent budgets. This report provides an in year position as at the 30 October 2010.

6.0 POLICY CONTEXT

6.1 This report is in line with existing policies.

7.0 CONSULTATION

7.1 No further consultation has taken place on the content of this report.

8.0 REPORT DETAILS

8.1 Attached at Annex A is a summary of the significant variances within the Council's revenue accounts in the current year, 2010/2011. This report is derived from the information contained within the EMIS reports plus additional significant budgets within the Authority. EMIS reports are considered at each Resources Working Party meeting.

8.2 Members will see that overall to date there is a net increase in costs of £92k with a projection for the full year of £129k. Of this £29k is planned to come from funding in specific Council reserves and £100k relates to funding of the Council's capital programme.

8.3 The following are additional comments on the Annex:

- (i) The salary savings are significant, however must be reviewed in conjunction with the additional costs relating to the voluntary redundancy programme. This programme will be broadly self financing in year, with significant base budget savings for the 2011/2012 budget;
- (ii) There are pressures on some income budgets and some realignment of income estimates may be required as part of the budget strategy for 2011/2012, it is of note that fee income from Development Control offsets some of this shortfall;
- (iii) A one-off significant rates refund has been obtained of £70k. The Resources Working Party discussed this on the 23 November and agreed to consider potential uses of this once the 2011/2012 financial settlement and implications are better known;
- (iv) In year Government cuts has resulted in projected income from the Local Authority Business Grants Incentive Scheme (LABGI) not now being received. An adjustment to the base budget will be required for 2011/2012.

8.4 Other significant budgets including Concessionary Fares and vehicle lease costs are all expected to be within budget.

9.0 IMPLICATIONS

9.1 The following implications have been identified:

- a) Financial
There are no financial implications arising out of this report.
- b) Legal
There are no new legal issues arising out of this report.
- c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental, Crime & Disorder)
There are no significant issues arising out of this report.

Paul Cresswell
Corporate Director (s151)

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Background Papers:

None

Background Papers are available for inspection at:

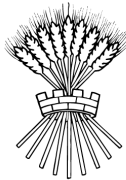
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SUMMARY OF REVENUE BUDGET MOVEMENTS 2010-11

Service Area	Over / (Under) Spend		Details
	Actual for Period Ended 30-Oct-2010 £'000	Forecast for Full Year £'000	
Additional Costs			
Planned Expenditure with Earmarked Funding			
Various Services - Voluntary Redundancies	183	207	One -11 Programme. Net of £100 k budget provision. Funding through salary savings
Various Services - Early Retirement	109	130	One -11 Programme. Funding through salary savings
Economic Development Support	18	26	Business grants scheme. Funding by ICE Fund
	<u>310</u>	<u>363</u>	
Unplanned Additional Expenditure			
Trade Waste	33	33	Loss of Income from clients
Car Parks	34	40	Loss of Income from ticket sales and permits
Economic Development Properties	10	10	Loss of Income from rent on industrial units
Land Charges	11	11	Loss of Income
	<u>88</u>	<u>94</u>	
Total Additional Costs	<u>398</u>	<u>457</u>	
Additional Savings			
Net Salary Savings in Various Service Areas	-246	-400	Includes saving from One-11 Programme. Adjusted for 1% pay award provision
<u>Less</u> Original Savings Target	34	58	Includes 3 month moratoria
<u>Less</u> Original Savings Programme	11	18	Shortfall on Corporate Efficiency Programme
	<u>-201</u>	<u>-324</u>	
Development Control	-49	-49	Increase in fee income
Various RDC Properties	-45	0	Repairs and maintenance budgets for council property. To spend in year.
Various Services	-10	0	Other employee related costs
Ryecare	-5	-5	Increase in income
Various RDC Properties	-70	-70	Business Rates refund
Total Additional Savings	<u>-380</u>	<u>-448</u>	
Net Increase/(Reduction) in Cost of Services	<u>18</u>	<u>9</u>	
Other Financial Costs			
Investment Interest	64	110	Low rate of return will reduce the availability of funds for capital purposes
Interest payments	-10	-10	No temporary borrowing
Government Grant	20	20	Withdrawal of LABGI Scheme
	<u>74</u>	<u>120</u>	
Net Increase in Cost / (Savings) on Revenue Budget	<u>92</u>	<u>129</u>	
SUMMARY OF MOVEMENT ON FUNDS			
Decrease in Revenue Reserves	38	29	Increase in contribution to cover net additional cost of services
Decrease in Capital Funds	54	100	Reduction in contribution to Capital Fund due to interest shortfall
	<u>92</u>	<u>129</u>	

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PART A: MATTERS DEALT WITH UNDER DELEGATED POWERS

REPORT TO: POLICY AND RESOURCES COMMITTEE

DATE: 9 DECEMBER 2010

**REPORT OF THE: HEAD OF ECONOMY AND HOUSING
JULIAN RUDD
HEAD OF ENVIRONMENT
PHIL LONG**

TITLE OF REPORT: SALE OF LAND AT AMPLEFORTH

WARDS AFFECTED: AMPLEFORTH

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

- 1.1 To consider selling an area of land at Ampleforth to Yorkshire Housing at below market value for the construction of affordable houses utilising Homes and Community Agency funding.

2.0 RECOMMENDATION

- 2.1 That the Committee approve the sale of Council owned land at Ampleforth to Yorkshire Housing for £20,000 to enable the construction of four affordable dwellings.

3.0 REASON FOR RECOMMENDATION

- 3.1 Affordable housing is a priority for Ryedale. The Council has assessed the various means by which provision can be increased in order to help those in housing need and has identified the provision of suitable land as an appropriate means.

4.0 SIGNIFICANT RISKS

- 4.1 If the land is not sold the allocated £260,000 funding from the Homes and Communities Agency (HCA) and the potential to develop 4 affordable homes would be lost. This may affect future funding from the HCA.
- 4.2 The Council needs to maintain good working relationships with Registered Social Landlord (RSL) partners and where possible work together to find solutions to make developments work.

REPORT

5.0 BACKGROUND AND INTRODUCTION

- 5.1 The Council has worked closely with the (HCA) and partner RSLs to progress a development programme for RSLs to deliver 45 new affordable homes in Ryedale in the period to 2011. This principally involves land owned by RSLs.

6.0 POLICY CONTEXT

- 6.1 The recommendation is in line with the Council's aim to meet the housing need in the Ryedale area that sits within the Corporate Plan. The proposed action is also consistent with the Sub-Regional Housing Strategy and Ryedale's Housing Strategy Action Plan.

7.0 CONSULTATION

- 7.1 Consultation on the 2007 Ryedale Housing Market Assessment showed a shortfall of 26 affordable homes needed in Ampleforth over the next five years, with five elderly households showing that they required accommodation. Consultation has taken place with the ward member for Ampleforth.

8.0 REPORT DETAILS

- 8.1 The Council has worked with its RSL development partners to identify a range of proposals in the District and has secured funding of £2.557m from the HCA for schemes to start on site prior to March 2011. This equates to 45 new affordable homes. The majority of the sites are already in the ownership of the RSLs.
- 8.2 The proposed site in Ampleforth is in Council ownership and has a market value of £120-£150k. Yorkshire Housing has expressed an interest in developing the site to provide 4 affordable two bedroom bungalows, utilising £260K of HCA funding. Members should note that in addition to the local shortfall of affordable homes that was demonstrated through the 2007 Housing Market Assessment there are currently 48 households on the waiting list with Yorkshire Housing for elderly person's accommodation in the Ampleforth area. The land owned by the Council is located next to a development of bungalows; all previously Council owned and the development will compliment the scale and use of the surrounding development.
- 8.3 The area of land being considered was retained by the Council at the time that its dwellings were transferred to the Ryedale Housing Association (now Yorkshire Housing). The land, which amounts to some 1600m², is level and located towards the southern edge of Ampleforth village. The site stands in the north eastern corner of St Benedict's Close to the edge of main area of former Council housing, which is well planned and with an open aspect. The site is currently grassland and Ampleforth is a popular village with a reasonable range of local amenities and services.
- 8.4 To be included in the development programme, and to secure the HCA grant of £260k, the Council would have to release the land for the below market value. Instead the Council would receive a total of £20,000 as the current grant available per plot is £5000.

9.0 IMPLICATIONS

- 9.1 The following implications have been identified:

- a) Financial
The capital receipt from the sale would be applied to the Council's capital programme.
- b) Legal
There are no significant legal decisions arising from this report.
- c) Other
There are no other significant implications arising from this report.

Julian Rudd
Head of Economy and Housing

Phil Long
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Background Papers:
None

Background Papers are available for inspection at:
n/a.

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PART B:	RECOMMENDATIONS TO COUNCIL
REPORT TO:	POLICY AND RESOURCES COMMITTEE
DATE:	9 DECEMBER 2010
REPORT OF THE:	CORPORATE DIRECTOR (s151) PAUL CRESSWELL
TITLE OF REPORT:	HOUSEHOLDER FLOOD RESISTANCE GRANT SCHEME
WARDS AFFECTED:	ALL

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

- 1.1 To enable members to consider allocating the Council's capital resources to facilitate householders undertaking small scale works to reduce the impact of flooding on their property.

2.0 RECOMMENDATIONS

- 2.1 That Council is recommended to approve:
- (i) the establishment of a Householder Flood Resistance Grants Scheme which:
 - (a) is eligible to all Domestic Properties within the District which have previously suffered flooding from rivers or surface water and continue to be classified as "at risk within the defended situation" by the Environment Agency;
 - (b) provides 50% of eligible expenditure up to a maximum grant of £2,500 per property;
 - (c) provides grants towards flood resistance works;
 - (d) is administered by the North Yorkshire Building Control Partnership; and
 - (e) ensures all products must be in accordance with BSI Kitemark or equivalent.
 - (ii) an initial £50k be allocated from unapplied capital resources in 2011/2012; and
 - (iii) an evaluation report be brought back on the scheme to members once the majority of funding is committed.

3.0 REASON FOR RECOMMENDATIONS

- 3.1 Members have indicated support of domestic flooding protection. This report provides

a cost effective pilot scheme.

4.0 SIGNIFICANT RISKS

- 4.1 The significant risk is that the scheme is oversubscribed and the Council the needs to significantly increase its capital commitment. This is mitigated by the part funding of the works, the establishment of a cap on individual grants and limiting works in the first phase to flood resistance.

REPORT

5.0 BACKGROUND AND INTRODUCTION

- 5.1 At Council on the 28 July 2010 members approved the Pickering Flood Storage Proposals and additionally resolved:

‘in principle, the establishment of a grant scheme for property owners affected by flooding anywhere in Ryedale, to help fund flood protection or mitigation for their property.’

- 5.2 This report outlines a pilot scheme to address the above.
- 5.3 Members will be aware of the significant flood issues around the District. Nationally over 5.5 million properties in England and Wales are at risk of flooding from rivers, the sea and surface water.
- 5.4 DEFRA has previously had pilot areas for a grants scheme and £500k was allocated to six pilot areas. This scheme has now closed and there are no reported plans to roll it out nationally. Other alternative sources of funding are not presently available.
- 5.5 The pilots were across the following locations:
- Bleasby, Nottingham
 - Sandside, Kirkby-in-Furness, Cumbria
 - Sunderland Point, Morecambe, Lancashire
 - The Dunhill Estate, Halton, Leeds
 - The Sands, Appleby, Cumbria
 - Uckfield, East Sussex
- 5.6 In total 177 residential properties were assisted with the average cost of works per property was about £2,900, in a range from £300 to £13,000. Only in some cases were contributions sought from the property owners, however it should be noted that none of the Authorities involved in administration provided any of their own funding. 173 out of the 177 were towards flood resistance works (preventing water from entering the property) rather than flood resilience works (making property easier to bring back into use where floodwater has entered).
- 5.7 Administration costs in these pilot schemes were significant. Originally they were targeted to be no more than 20%, however in some pilots they were as high as 63%.
- 5.8 The cost of purchasing and installing products to keep floodwater out of a property will depend on the size of the property and the type of flood to protect against. According to the Association of British Insurers (ABI), to protect a property against shallow flash floods could cost between £2k and £6k.

6.0 POLICY CONTEXT

6.1 This proposal is in line with existing Council policy.

7.0 CONSULTATION

7.1 Discussions have taken place with the County Council Officers and the Environment Agency on the outline proposals.

8.0 REPORT DETAILS

8.1 In considering a scheme a key issue is whether grants to properties are provided solely for flood resistance or whether flood resilience is also included.

8.2 Flood resistance is work to keep flood water out:

- Doors: buy purpose built flood doors/gates that can be installed when flooding is imminent.
- Walls and Floors: raise damp proof brick courses and sealing floors (tanking)
- Air Bricks: buy specially designed covers that are easy to place over ventilation bricks
- Drains and Pipes: fit non-return valves to drains and water inlet and outlet pipes.

8.3 Flood resilience includes:

- Home entertainment: fix audio visual equipment at 1.5m above floor level
- Skirting: fit water resistant skirting boards
- Pump: fit a pump in a basement or under-floor void to extract water
- Walls: dry line. Use horizontal plasterboard, or lime based plaster instead of Gypsum. Obtain a special draining system for cavity walls.
- Flooring: lay tiles with rugs rather than fitted carpets
- Doors and Windows: install synthetic or waxed windows and doors, or varnish.
- Kitchen and Bathroom: use water-resistant materials such as stainless steel, plastic or solid wood rather than chipboard.
- Electricals: raise electrical sockets, control and wiring to at least 1.5m above floor level.

8.4 It is likely that properties which have previously suffered flooding and had insurance related remedial work will already incorporate some of the above resilience measures. It is proposed that for the pilot scheme only flood resistance works are considered.

8.5 There are a variety of products available which can be found in 'The Blue Pages' directory on the National Flood forum's website www.floodforum.org.uk. The Blue Pages is an independent directory of products, builders suppliers and insurers. It is designed to provide information on all aspects of flood protection and resilience products.

8.6 It is proposed that all flood products eligible for grant should display the British Standards Institution (BSI) Kitemark or equivalent accreditation for the national quality standard PAS 1188. The (BSI) maintains a list of all manufacturers of flood protection products that have been tested and achieved the Kitemark accreditation (further information at www.Kitemark.com). The Flood Protection Association represents manufacturers and designers of flood defence products (www.floodprotectionassoc.co.uk).

- 8.7 Clearly the levels of administration seen in the national pilots should be avoided where possible. Following discussions within the Council the Building Control Partnership has been identified as the most appropriate service to manage a grants scheme. It is anticipated that administration costs would not exceed 10% of the budget.
- 8.8 A number of places within Ryedale now have flood defences. However in terms of the flood map (which is one of the documents used by the insurance companies when considering risk) these areas will still be classed as being at flood risk as the flood map is based on an undefended situation (as if the defences were not in place). It is therefore proposed that those eligible properties take into account the defences now in place.
- 8.9 It is therefore proposed that the scheme:
- Is eligible to all Domestic Properties within the District which have previously suffered flooding from rivers or surface water and continue to be classified as “at risk within the defended situation” by the Environment Agency;
 - Provides 50% of eligible expenditure up to a maximum grants of £2,500 per property;
 - Provides grants towards flood resistance works;
 - Is administered by the North Yorkshire Building control Partnership; and
 - Ensures all products must be in accordance with BSI Kitemark or equivalent

9.0 IMPLICATIONS

- 9.1 The following implications have been identified:
- a) Financial
This scheme is proposed to use £50k of unallocated capital resources (presently approximately £1.7m). There are no revenue costs to the proposal.
 - b) Legal
There are no significant legal issues arising from this recommendation.
 - c) Other
There are no significant other issues arising from this recommendation.

Paul Cresswell
Corporate Director (s151)

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Background Papers:
None.

Background Papers are available for inspection at:
n/a



PART A:	MATTERS DEALT WITH UNDER DELEGATED POWERS
REPORT TO:	COMMISSIONING BOARD
DATE:	25 NOVEMBER 2010
REPORT OF THE:	HEAD OF ECONOMY AND HOUSING JULIAN RUDD
TITLE OF REPORT:	MALTON MUSEUM - FUTURE OPTIONS
WARDS AFFECTED:	MALTON

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

- 1.1 To consider and support the relocation of the Malton Museum to the Derventio Fort site adjacent to Orchard Fields. To support this relocation and associated activity, it is recommended that the Commissioning Board request that the Council's Policy and Resources Committee considers financial support for the relocation. If agreed, this will be a Part B referral at Policy and Resources Committee.

2.0 RECOMMENDATIONS

- 2.1 It is recommended that Members:

- i) endorse the relocation and associated activity by Malton Museum Foundation (MMF); and
- ii) request the Policy and Resources Committee to consider including the Malton Museum Relocation Project in the Council's capital programme, with an allocation of £60,000, subject to an appropriate investment contract with the Foundation.

3.0 REASON FOR RECOMMENDATIONS

- 3.1 The project would enable the community to retain the Museum collection in Malton. The project would also release the Council from the burden of current leases and lead to a long term financial saving despite the proposed financial contribution towards the project.

4.0 SIGNIFICANT RISKS

- 4.1 The most significant risk to this project is that Heritage Lottery funding is not secured, the risk to the Council's investment is low however as the contribution is subject to a successful lottery grant being secured. The risk assessment is at Annex A.

REPORT

5.0 BACKGROUND AND INTRODUCTION

5.1 A report was considered by the Community Services Committee on 25 March 2010 outlining a large scale project that the MMF were embarking on in partnership with Yorkshire Archaeological Trust. This involved an application to the Heritage Lottery Fund (HLF). The resolution of the Committee (minute 70) was:

- (a) *That the relocation of Malton Museum as part of the Derwentio Fort project be endorsed; and*
- (b) *That the Community Services Committee requests that the Policy & Resources Committee recommends to full Council that the Malton Museum Relocation Project be included in the Council's capital programme, with an allocation of £50,000, subject to an appropriate investment contract with the York Archaeological Trust. The investment contract should require the development of links with Castle Gardens and it should also specify that the racing and brewing industries be fully represented in the Museum."*

5.2 Unfortunately the bid to HLF was unsuccessful, leaving the Foundation with decisions to make regarding their future, and this was reported to P&R Committee on 1 April 2010, which subsequently resolved (Minute 80):

- (a) *That the relocation of Malton Museum as part of the Derwentio Fort Project be endorsed;*
- (b) *That any funding decision be deferred until a new funding package has been identified for the project."*

5.3 The Council currently leases the Old Town Hall site which houses the Malton Museum and Tourist Information Centre from the Fitzwilliam Estate. This lease ends in 2012 and as such, both the Museum and TIC must find alternative premises.

5.4 The TIC relocation is being reviewed by the Commissioning Board as part of the tourism commissioning process. The TIC may move out of the building before 2012.

6.0 POLICY CONTEXT

6.1 The project forms part of the 'Heart of Malton' programme that this Council has promoted in partnership with Yorkshire Forward to improve the visitor economy and to free up space for commercial activity in the town centre. The Council is working with partners to deliver elements of this programme despite the loss of anticipated large scale regeneration funding from Yorkshire Forward.

6.2 The project is consistent with the following Council aims and objectives:
Aim 2: to create the right conditions for economic success in Ryedale;
Strategic Objective 3: Place of opportunity – to have the economic structure and supporting infrastructure in place;
Service objective 3 : Strengthen the role of the market towns;
Strategic Objective 4: Increasing wage and skill levels;
Aim 4: To have active communities where everyone feels welcome and safe; and
Service Objective 3: Improving the cultural offer in Ryedale.

7.0 CONSULTATION

7.1 Consultation has taken place with Malton Museum Foundation. Consultation on the wider project has taken place with the wider community by Yorkshire Archaeological Trust earlier in the year.

8.0 REPORT DETAILS

8.1 Following the rejection of the Heritage Lottery Fund Phase 1 Application for the project that was outlined in the 25 March 2010 Committee Report, Malton Museum has reviewed its position regarding current lease arrangements; low visitor numbers and potential reduction in public funding support. In depth discussions have also been held with Heritage Lottery Fund and Yorkshire Archaeological Trust (YAT) to ascertain the reasons for the failure of the previous submission. Several options have been considered.

8.2 At an additional meeting of the MMF on 23 October 2010, the Committee agreed to:

- Proceed with the planned move to the Orchard Fields site and the refurbishment of the building within the Estate yard. MMF will be the lead organisation, with support from YAT as required.
- The revised plans will still include additional space for educational facilities however will no longer include the commercially allocated space and the historic gardens aspect, on the recommendation of HLF. The outdoor space will be used for events such as re-enactments or themed weekends in partnership with YAT.
- It is not anticipated that MMF will proceed with the lease of Orchard Fields.
- During the relocation period, the Museum's collections will be housed in community locations around Malton to maintain and improve the links with the community until the new premises are completed.
- Excavations on the ploughed area of the Roman Fort Site are undertaken – this area of work has been agreed by English Heritage as the ploughed area is considered 'at risk'.
- The Fitzwilliam Estate has indicated it will lease the Estate Yard and Walled Gardens for this purpose and will invest the cost of refurbishment of the main structures to facilitate the project, in return for an annual 'storage level' rent.

8.3 In addition, the MMF are aware of the requirements previously made by the Council in relation to the project including:

- the development of links with Castle Gardens;
- Malton's social history to be maintained, including the racing and brewing industries be fully represented in the Museum.

8.4 In addition to these requirements, the investment contract with MMF will require that the educational links with local primary and secondary schools should be strengthened and built into the project in the planning phase.

8.5 It is anticipated that the Arts and Heritage Officer will maintain close links with MMF project group to ensure that the Council's requirements are adhered to.

8.6 A capital contribution of £60,000 is recommended at this stage towards the total cost of the project. This includes £50,000 towards the cost of the main relocation project. This contribution is subject to a successful 'phase 2' HLF application. The remaining £10,000 will be utilised for the interim measure of locating the museum's collections within community buildings in Malton and Norton.

9.0 IMPLICATIONS

9.1 Financial

It is recommended that the capital investment would be included in the Capital Programme in 2011/12 financed from unallocated capital resources currently £1.7m. Total revenue savings of £13,000 per annum are anticipated once Malton Museum has vacated the Old Town Hall.

9.2 Legal

An 'investment contract' or similar legal agreement would be drawn up between MMF and the Council in order to safeguard the capital investment. Similar agreements exist with other capital schemes previously funded. Funding would be dependant upon a successful HLF Phase 2 application and the initiation of the relocation project on the ground.

10.0 NEXT STEPS

10.1 Officers will continue to work with the MMF to encourage and enable the application to HLF. This may include a small grant to assist with the costs of putting the application together. The previous application was developed by YAT, an organisation with significant experience and reserves. MMF is not in this position. This is the first time that MMF has developed a large scale application of this nature and it is appropriate to support them to a successful conclusion.

10.2 Officers will also continue a dialogue with HLF representatives to ascertain what input is required by the District Council in support of the application.

10.3 This project is currently not funded in the Council's Capital Programme and as such it is suggested that the Policy and Resources Committee is asked to consider including a provision of £60,000 at its meeting on 9 December 2010.

Julian Rudd

Head of Economy and Housing

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Background Papers:

Annex A – Malton Museum Risk Matrix

Background Papers are available for inspection at:

Economy and Community Unit, Ryedale House.

MALTON MUSEUM FUTURE OPTIONS RISK MATRIX. ANNEX A

Issue/Risk	Consequences if allowed to happen	Likelihood	Impact	Mitigation	Mitigated Likelihood	Mitigated Impact
Project is not managed by RDC and is therefore outwith RDC's direct control.	Project may not proceed as planned.	3	C	Terms and conditions will be applied to the RDC capital investment in the project via an investment agreement. A robust project plan will also be required.	2	B
The project is delayed due to external factors – it is reliant upon receiving HLF grant	The project will not proceed	3	D	Our investment is time limited and linked to the success of the HLF bid.	2	B
MMF may not prioritise the 'non Roman' collection	The local social history collection will not be displayed	3	C	A condition of investment will be to ensure social history of Malton collection is adequately displayed.	1	A
The project does not proceed	The MMF collection will be dispersed	3	D	The Arts & Heritage Officer will work with MMF on contingency plans to ensure that the collection is retained in Ryedale, in the event of Malton Museum not being able to continue.	2	B

1	Very Low	A	Low
2	Not Likely	B	Minor
3	Likely	C	Medium
4	Very Likely	D	Major
5	Almost Certain	E	Disaster

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PART B:	RECOMMENDATIONS TO COUNCIL
REPORT TO:	COMMISSIONING BOARD
DATE:	25 NOVEMBER 2010
REPORT OF THE:	HEAD OF ENVIRONMENT PHIL LONG
TITLE OF REPORT:	REPLACEMENT RECYCLING VEHICLES AND OPTIONS FOR KERBSIDE RECYCLING COLLECTIONS
WARDS AFFECTED:	ALL

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

- 1.1 To recommend to Members further expansion of recycling within the District.

2.0 RECOMMENDATIONS

- 2.1 That Council is recommended to approve:
- a) the introduction of the collection of plastic bottles and cardboard from the kerbside of every domestic property in the District as part of their multi-material recycling collection service, utilising a three box/bag system at an estimated additional net ongoing full year annual revenue cost ranging from £64k to £88k;
 - b) the Revenue cost implication above be managed through the budget strategy process for 2011/2012 and 2012/2013;
 - c) to approve inclusion of £135k in the Council's Capital Programme for 2011/12 for additional recycling equipment;
 - d) that the policy be revised for extra residual refuse capacity only be provided for a family of over seven plus all replacement bins for residual refuse would be changed to a smaller bin; and
 - e) further consultation is carried out on the possibility of applying an annual charge for the kerbside collection of garden waste from domestic properties and a report be brought back to members following that consultation.

3.0 REASON FOR RECOMMENDATIONS

- 3.1 Most local authorities are now collecting plastic bottles and many collect cardboard as part of their multi material kerbside recyclable collection schemes. All of the other local authorities in the York and North Yorkshire Waste Partnership except Harrogate are collecting plastic bottles from the kerbside.
- 3.2 There is an increasing demand from residents for plastic bottle and cardboard recycling and many are confused as to why Ryedale District Council (RDC) does not collect them as part of their fortnightly kerbside recyclable collection service. Analysis

of Place Survey statistics indicates that the main causal factor in reduced levels of customer satisfaction in Waste services is failure to provide kerbside plastic and card recycling.

- 3.3 Any decision on changing the current kerbside collection arrangements will influence the procurement of replacement vehicles for the entire fleet of recycling vehicles and lock the Council into a system of kerbside collections for 6 years.
- 3.4 The Capital Programme includes for the replacement of 3 recycling vehicles and 1 relief recycling vehicle: £170,000 in 2010/11 and £240,000 in 2011/12. In addition, there is a revenue budget for the replacement of 1 recycling vehicle. One old recycling vehicle has recently been returned at the end of its lease period following route efficiency changes.
- Replacement of the recycling vehicle has been put on hold pending decisions regarding potential changes to existing kerbside recycling collections.
 - Typically procurement and build time for vehicles of this type is between 6-12 months depending on demand.
 - The vehicle saving from the current system equates to around £30K p.a. which helps towards reducing the increased costs of the recommended scheme.
- 3.5 The above factors mean that the time has arrived where there is now the opportunity for a decision on future recycling and extensions to the offer to Ryedale residents needs to be made.

4.0 SIGNIFICANT RISKS

- 4.1 Notwithstanding Ryedale's top quartile recycling performance (2009/2010 51.9%), there is a risk of continued public dissatisfaction if RDC fails to offer residents plastic and cardboard recycling. Approving the proposal within this report would mitigate this risk.
- 4.2 There is a significant financial consequence to offering additional kerbside recycling currently not included with the budget. The current budgetary projections for the forthcoming spending review will mean the scope for accommodating increasing spend on services is extremely limited. It is probable that approving the growth as identified will impact on 2 years budget and may necessitate cuts to other services to be delivered. Subject to approval of this at the Commissioning /Board the matter will be considered by Full Council on the 13 January 2011 when the Local Government Finance Settlement plus implications will be known. The Risk Matrix is at Annex A.

REPORT

5.0 BACKGROUND AND INTRODUCTION

- 5.1 RDC has been collecting glass, cans and paper from the kerbside since 2003, using toploader recycling vehicles which were originally funded through DEFRA grant. This system of source separation by the householder provides high quality recyclate which has a better value to the industry compared to a fully co-mingled collection system. Households receive an alternate weekly collection on the same day as their garden waste collection which is a simple user-friendly system and the success of Ryedale's recycling arrangements is demonstrated by the high level of recycling performance that has been achieved to date.
- 5.2 Rather than local authorities collecting waste solely on the basis of increased tonnage (in order to attain tonnage based recycling targets) the Government has been encouraging local authorities to collect a wider stream of materials. Although

plastic bottles and cardboard are not particularly heavy materials, they do represent a significant volume within the bin.

5.3 WRAP (Waste & Resources Action Programme) is a government funded organisation which assists individuals, local authorities and businesses to reduce and recycle more waste. WRAP has been encouraging more local authorities to collect plastic bottles at the kerbside and where possible to collect mixed plastics. WRAP has a 'Target 10' campaign for plastic bottles, to try and get every authority recycling 10kgs of plastic bottles per household per year. Case studies conducted by them show figures of 11 kgs and 12 kgs per household per year for Vale Royal and Pendle Councils, respectively, when plastic bottle collections were introduced at the kerbside. Currently, through the bring bank system in Ryedale, a figure of 2.5 kgs per household per year is being achieved.

5.4 Residents are continually contacting the Council to ask why plastic bottles and cardboard are not being collected. There is a considerable degree of frustration and dissatisfaction among residents, particularly after they have visited friends or relatives in other Council areas where collections of these materials have been undertaken for some years. This is reflected in lower customer satisfaction levels for waste management.

6.0 POLICY CONTEXT

6.1 Council Priorities 2009-13:

- Aim 3: To have a high quality, clean and sustainable environment.
- Increasing the rate of recycling and reducing the amount of waste collected.

Imagine Ryedale

Let's Talk Less Rubbish (York & NY Municipal Waste Management Strategy)

Ryedale District Council Recycling Plan

7.0 CONSULTATION

7.1 Although no specific consultation exercise has been carried out, the feedback from the recent Citizen's Panel Survey reflected the increasingly raised question that residents, community groups and parish councils always ask which is why RDC doesn't recycle cardboard and plastic bottles. This is largely due to their perception that their wheeled bins are too full.

8.0 REPORT DETAILS

8.1 It is widely accepted that to collect more materials locally for recycling is a better practical environmental option than disposal to landfill and most Councils try to include as many materials for recycling as possible.

8.2 Most local authorities now collect plastic bottles as part of their kerbside collection schemes and some Councils (including Selby District Council) have introduced a mixed plastic collection. Cardboard is also widely collected as part of multi-material kerbside schemes across the country.

8.3 The current recycling targets are as follows:

Government targets for recycling are set out in the 'Waste Strategy for England 2007' These are as follows:			
	<u>2010</u>	<u>2015</u>	<u>2020</u>
Household waste to be recycled or composted	40%	45%	50%
Municipal waste to be recovered	53%	67%	75%

York & N. Yorkshire Waste Partnership targets are as follows:			
	<u>2010</u>	<u>2013</u>	<u>2020</u>
Household waste to be recycled or composted (Minimum)	40%	45%	50%
Municipal Waste to be diverted from landfill		75%	

- 8.4 RDC has been very successful at attaining recycling targets issued by the government achieving over 50% since 2007/08. The targets are weight based and consequently the materials chosen for recycling were the heavier ones: garden waste, glass, cans and paper.
- 8.5 In 2009-10 the tonnage of garden waste collected by RDC was around 8,000 tonnes, compared to just over 4,000 tonnes for all the dry recyclables combined (including tonnages from the bring bank system), giving RDC a 51.9% recycling rate for 2009-10.
- 8.6 Whilst a considerable amount of weight has been removed from residual waste bins, there are still issues regarding volume, particularly from plastic bottles and cardboard, causing residents some problems.
- 8.7 As a result, families of 5 and above are entitled to an extra residual waste bin and currently there have been over 600 second bins issued. Furthermore complaints received from residents regarding their waste collection service are regarding overfull residual waste bins, as RDC operates a no side waste policy.
- 8.8 Plastic Bottles are a very light, but bulky material, compared to glass, cans and paper. However, as far as many residents are concerned they would prefer to have their plastic bottles collected in preference to other materials, as the bottles are taking up a considerable proportion of space in their bin. Cardboard, whilst not quite as problematic from a volume point of view as plastic bottles, is significant in terms of its biodegradability. Cardboard is a more active material than plastic bottles when considering methane generation at landfill sites.
- 8.9 The Council has been delivering alternate weekly kerbside residual and recycling collections since March 2003 and the replacement of the recycling vehicles has been restricted by lease termination dates and budget provision within the capital programme. The current recycling fleet profile is provided at Annex B.

Options

- 8.10 The key element, from both the environmental and cost perspective is to collect more materials, but not to add multiple vehicles to the fleet and make the cost prohibitive. Annex C provides details of all the options which have been investigated and a summary of these options is given below for consideration. Options have been costed annually. Clearly with vehicle delivery times and the necessary changes which will need to be made to introduce any changes, there will only be a part year impact in 2011/2012, with the full impact being part of the 2012/2013 budget.
- 8.11 A number of assumptions have been made regarding vehicle costs, vehicle capacities, impacts to rounds, requisite staffing levels and vehicle numbers. As such further detailed financial analysis would be required if further kerbside recycling was being considered and this would be undertaken to inform both the 2011/2012 and 2012/2013 budget.

DOMESTIC KERBSIDE RECYCLING – SUMMARY OF OPTIONS

OPTION	BRIEF DESCRIPTION	ADDITIONAL EQUIPMENT PER HOUSEHOLD	CAPITAL COST £	NET ANNUAL INCREASE TO REVENUE BUDGET £
(A)	No change giving a saving of one vehicle	0	0	£30,000 saving
(B)	Increase recycling to include plastic bottles	1 x 40 litre box for glass	£59k	range from £80k to £105k
(C)	Increase recycling to include plastic bottles and cardboard	1 x 40 litre box for glass 1 55 litre bag for paper/card	£70k	range from £64k to £88k
(D)	Similar to (C) but using 3 boxes/stronger bag not 2 boxes and 1 bag	1 x 40 litre box for glass 1 x 55 litre box or bag for paper/card	£135k	range from £64 to £88k
(E)	Complete system change 3 bins with NO glass collection and reduce residual bin size to 180 litre from 240 litre bin	1 x 180 litre bin	£438k	£68k <ul style="list-style-type: none"> • Does not include additional costs of transportation to Seamer Carr re fuel, additional vehicles, staffing etc. These are likely to be significant. • Should members wish to pursue this option considerable further analysis would be required

- A. This option would be to continue with the existing system, renewing the existing recycling vehicle fleet on a like for like basis. However, it is extremely unlikely that this option will be met with much enthusiasm from residents although recycling targets will continue to be achieved.
- Reorganisation of collection methods from mini recycling sites has saved one vehicle.
 - If this option is adopted it will be unviable to change to any other of the other options within a 6 year time frame.
 - A high risk option to delay making a decision for a further 12 months has been considered which would involve spending approximately £15,000 on the existing recycling vehicles to extend their useful life for another year however this has been discounted on the basis that if a vehicle did

breakdown it would be very expensive to hire in a replacement which could not be guaranteed.

- B. The second option is to collect existing recyclable materials from the kerbside, plus plastic bottles. This option would introduce a 40 litre box for glass, the existing green box would be used for plastic bottles and cans and paper would continue to be collected in the blue bags. This would also require changing the recycling collection fleet from toploaders to side loader type vehicles.
- C. The third option is to collect existing recyclable materials from the kerbside, plus plastic bottles and cardboard, using a 40 litre box for glass, the existing green box for plastic bottles and cans and a 55 litre bag for paper and cardboard. This option requires changing the recycling collection fleet from toploaders to side loader type vehicles.
- D. The fourth option is similar to option C but giving residents a box or stronger woven bag for plastic bottles and cans and a smaller box for glass. The existing green box would be used for paper and cardboard.
- E. The fifth option is to move to a three-bin system, as adopted by Scarborough Borough Council. This would enable plastic, cans, paper and cardboard to be recycled from the kerbside however NO glass recycling would be provided.

This option would require changing the recycling collection fleet from toploaders to traditional refuse collection vehicles. However, this option would be extremely difficult to introduce at this stage as there are no dedicated Material Recycling Facilities (MRF) available within the District (to sort the waste before it can be passed on to industry). The following key issues should be considered with such an option:

- The nearest MRF is at Seamer Carr, which could not accept glass as part of the dry recyclable mix. At this stage it would be unrealistic, from an operational point of view to deliver waste to Seamer Carr directly from the collection rounds.
- The public have been used to kerbside glass recycling for over 7 years and are unlikely to want this to be stopped. Combining glass collection as a second stream would considerably increase costs.
- Recycling tonnages could potentially reduce due to removal of glass recycling and contamination rates.

Revisions to the existing policy would also be required with option (B) only an extra residual bin would be provided for a family of 6+ and with Options (C), (D) and (E) the policy would be revised for extra residual refuse capacity for a family of 7+ plus all replacement bins for residual refuse would be changed to a smaller bin.

8.12 The implications for the Council's fleet is as follows:

- For option (A) replacement of existing toploader vehicles would be used to collect dry recyclables.
- For options (B), (C) and (D) the vehicles utilised for dry recyclables would be of a different design. Toploaders would be replaced by side loader type vehicles. The key difference between these vehicles is that side loaders have a compaction facility fitted to flatten plastic bottles and cans as well as movable compartments. Collecting plastic bottles without a compaction facility would be a non-starter.

- For option (E) traditional Refuse Collection Vehicles would be used to collect dry recyclables.

8.13 This report focuses on changes to options for the future collection of dry recyclables. However, there has been recent media interest in provision of separate food waste collections, though there is no duty for a Waste Collection Authority to provide such a service. None of the authorities in the Y& NY Waste Partnership have introduced separate collections of food waste and there are currently no immediate plans to do so.

8.14 If food waste were to be collected separately, a weekly collection would be necessary, as food waste stored separately could not be kept very easily for a two week period. Separate vehicles would be required and a weekly collection for all properties in the District would be expensive to deliver. Currently, the nearest Anaerobic Digestion plant that would be able to take such quantities of source separated food waste is GWE Biogas in Kirkburn near Driffield. The current gate fee (charge) to take this material would be around £30 to £35 per tonne.

8.15 Food waste could also be collected with the garden waste on a fortnightly basis. Collection costs would be significantly cheaper, the main disadvantage being increased gate fees on garden waste tonnages. Comingled garden and food waste would require treatment at an in-vessel composter. There are none currently in the immediate vicinity. Indicative costs for this enhancement would be around £100k revenue growth per annum. Further detailed work would be required if Members chose to pursue this option in the future.

Charging for Garden Waste

8.16 Under the Controlled Waste Regulations 1992, Waste Collection Authorities (WCA's) are permitted to charge for certain types of wastes. RDC (as a WCA) already charges householders for bulky household items, and similarly a charge can also be made for collecting garden waste.

8.17 The issue of charging for garden waste collections was recently brought to a recent meeting of the York and North Yorkshire Waste Partnership, although no serious consideration has been devoted to this subject thus far and a report is being prepared to take to a future partnership meeting.

8.18 In the light of year on year cost savings that RDC is under pressure to deliver, it is worth RDC considering whether householders would agree to a charge being made for the collection of their garden waste. Some local authorities do adopt this practice as it goes some way to offsetting rising costs of kerbside collections.

- Public opinion is likely to be more favourable and successful if this is introduced as part of the overall package regarding implementation of kerbside recycling of plastics and card;
- What is not known at this stage is that if an annual charge were to be introduced, how many people would drop out of the system and want to return their garden waste bin. Potentially this could be mitigated by cost, effective administration and general commitment to garden waste recycling that the public have already shown;
- If take up was low, recycling tonnages and credits could significantly reduce. In addition there is the potential for garden waste to be put back into the refuse waste bin and landfilled. Removal of plastics and card from the residual (freeing up capacity) could actually encourage this.

8.19 Before such an ambitious change could be made it is proposed that the outcomes

from the budget simulator exercise which offers this as a choice to residents influences any further consultation regarding charging for garden waste collections.

- 8.20 Annex C provides some facts and figures to give Members an idea of the level of income that could potentially be generated through a charge for garden waste collections.
- The simplest and most cost effective mechanism would be to administer the charge as part of Council tax. A charge as low as £3 per annum per household could potentially fund the revenue costs of kerbside plastic and card. However with the new Coalition policy which provides a financial incentive for authorities setting a zero Council Tax this option is not now available.
 - The charge could be implemented on a subscription basis to mitigate some of the costs of implementing kerbside plastic and cardboard.
 - The charge could potentially be implemented on a subscription basis as a package only to participating residents i.e. only residents who pay for garden waste would receive the plastic and card board collections.
- 8.21 Annex D provides details the Waste Improvement Network (WIN) report released August 2010. This document provides support to councils who are considering the introduction of a subscription based garden waste collection service. The report explores options and some of the research other councils have done in order to shape their own services.

City of York and NYCC Private Finance Initiative (PFI) Solution

- 8.22 The Waste Recovery Solution being proposed by City of York and NYCC does not have any bearing on any of the options presented for the collection of dry recyclables from the kerbside. Their Waste Recovery Solution is dealing with long term sustainable treatment of residual household waste as an alternative to disposal to landfill.

9.0 IMPLICATIONS

- 9.1 The following implications have been identified:

a) Financial

The options presented in this report range from an efficiency saving of £30k a year in the revenue budget to a net annual increase of £105k. The recommended Option (D) represents a net annual increase in the revenue budget ranging from £64k to £88k plus a capital cost of £135k. These costs are for a full year therefore the financial impact in 2011/12 would be less (approximately 50-75% of the full year costs) as the new kerbside arrangements would be phased in across the district and be linked to delivery times for vehicles. However these costs could be offset through introducing a charge for the collection of garden waste and there is also the potential for the Council to generate additional income. The capital cost would be met from unallocated capital resources.

b) Legal

The recommendations are all compliant with current legislation governing waste collection and recycling services.

c) Other

In order to collect plastic bottles and cardboard from the kerbside there will need to be additional staff resource of collection operatives. An equalities impact assessment would be required for the proposed changes to the collection arrangements plus a series of health and safety risk assessments would be an

essential factor for all proposed options.

10.0 NEXT STEPS

- 10.1 In terms of future planning, purchasing vehicles required for collection of more material streams is the most important factor. Collection vehicles are the most significant capital cost of the service and the Council cannot easily change vehicles due to budget constraints.
- 10.2 It is essential that a decision is made on the future of kerbside recycling collection arrangements to enable sufficient time for the procurement exercise that would be required to ensure replacement vehicles are delivered within the next 12 months. There is a risk that as the current vehicles reach the end of their useful life that services could be disrupted or additional costs would be incurred if one of the vehicles breaks down.
- 10.3 If Members support a change to the kerbside recycling arrangements further detailed costings will be undertaken to be included in the 2011/12 and 2012/2013 budget process when any significant variations to the figures contained in this report will be reported back to Members.

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Background Papers:
None

Background Papers are available for inspection at:
n/a

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Replacement Recycling Vehicles and Kerbside Recycling options - RISK MATRIX. ANNEX A

Issue/Risk	Consequences if allowed to happen	Likelihood	Impact	Mitigation	Mitigated Likelihood	Mitigated Impact
Customer satisfaction with RDC recycling.	Adverse reaction and reputation of Council.	4	C	Approve proposals within the report.	2	B
Approval of the extension requires cuts to other services	Cuts to other Council services.	5	C	Final decision on this will be made at Full Council after full details of the spending review will be known and consequent impact of final approval will be known.	3	C
Vehicle procurement- failure to follow statutory procedures.	Legal consequences through failure re EU procurement.	2	C	Officers have considerable experience re vehicle procurement. This has been further strengthened by utilisation of Procurement partnership.	1	A
Failure to deliver on budget.	Additional revenue cost in times of austerity and potential budget cuts.	3	C	Following member's decision officers will reevaluate the chosen option and update members as part of the budget process. Officers have considerable experience of successful implementation in this area. However as with all schemes of this type costing will always be subject to potential variance ie utilisation of kerbside type vehicle is an unknown. Costs will be closely monitored on implementation. Officers will ensure in conjunction with implementation that all practical efficiency practices are explored to keep costs to	2	C

Replacement Recycling Vehicles and Kerbside Recycling options - RISK MATRIX. ANNEX A

Issue/Risk	Consequences if allowed to happen	Likelihood	Impact	Mitigation	Mitigated Likelihood	Mitigated Impact
				a minimum.		
Failure to deliver the proposed scheme operationally	Council reputation and additional cost	2	B	Officers have considerable experience of change management in this area regarding alternate weekly schemes and the implementation of glass, paper cans and garden waste recycling	1	A
Health and Safety	Injury and litigation claims	2	B	Health and safety at the depot demonstrates good practice regarding training, compliance and monitoring	1	A
Additional vehicle on the Operators Licence- non compliance	Service failure	2	D	RDC has fully trained and licensed CPC holder. Vehicle changes will be appended to the existing fleet of vehicles. It is not foreseen that there will be an increase in the vehicle fleet size	1	A
Increased Co2 emission due to vehicle movements.	Increased Co2 emissions	4	B	It is envisaged that the fleet size will not significantly increase due to efficiency savings. However there will be additional travel to tip due to the volume of material collected which will increase co2 emissions mitigation is partly covered by the trade off between the two	3	B

Score	Likelihood	Score	Impact
1	Very Low	A	Low
2	Not Likely	B	Minor
3	Likely	C	Medium
4	Very Likely	D	Major
5	Almost Certain	E	Disaster

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Streetscene - Current Recycling Fleet Profile July 2010

Vehicle	Type	Funding History	Current Budget Provision	Life Expectancy
YJ53 ZSG	Two compartment top loader	Relief vehicle funded via capital prog £38,000 march 2007	Capital Programme 2010/11 £50,000	Good condition three years.
YJ05 SYR	Three compartment top loader	Defra funded March 2005	Capital Programme 2011/12 £120,000	Fair condition one year
YJ05 SYT	Three compartment top loader	Defra funded March 2005	Capital Programme 2011/12 £120,000	Fair condition one year
YE03 VEL	Three compartment top loader	Leased since 2003 – vehicle returned Jul 10	Potential efficiency saving £30,000 as vehicle does not need replacing if no changes to kerbside collections – mini bank servicing has been changed	Left in current condition one year – body cosmetics poor / chassis good.
YJO4 EPZ	Three compartment top loader	Defra funded March 2004	Capital Programme 2010/11 £120,000	Left in current condition one year – body cosmetics poor / chassis good.

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Annex C

Domestic Kerbside Recycling Options

OPTION	BRIEF DESCRIPTION	SUMMARY OF CHANGES	ADDITIONAL CAPITAL COST £	ONGOING ANNUAL IMPACT ON REVENUE BUDGET					NET INCREASE IN BUDGET P.A. £
				ADDITIONAL LABOUR £	VEHICLE COSTS £	GATE FEES £	MATERIAL SALE INCOME £	RECYCLING CREDITS £	
(A)	No change to existing kerbside recycling collections	Efficiency saving of one recycling vehicle	0	0	-30,000	0	0	0	-30,000
(B)	Increase recycling to include plastic bottles	1 x 40l box for glass plastic and cans go in existing green box extra resources range FROM 1 driver + 4 loaders TO 2 drivers + 4 loaders	58,750	106,190	14,000	-21,040	-6,825	-10,620	<i>net increase in costs range from</i> 81,705 <i>to</i> 105,015
C	Increase recycling to include plastic bottles and cardboard	1 x 40l box for glass 1 x 55l bag for paper and card extra resources range FROM 1 driver + 4 loaders TO 2 drivers + 4 loaders	58,750 <u>10,500</u> <u>69,250</u>	106,190	14,000	-21,040	-2,625	-32,470	<i>net increase in costs range from</i> 64,055 <i>to</i> 87,365
(D)	Similar to C just using a box plus a stronger bag or box	1 x 40l box for glass 1 x 55l bag/box for plastic/cans extra resources range FROM 1 driver + 4 loaders TO 2 drivers + 4 loaders	58,750 <u>75,000</u> <u>133,750</u>	106,190	14,000	-21,040	-2,625	-32,470	<i>net increase in costs range from</i> 64,055 <i>to</i> 87,365
(E)	Complete system change 3 bins with NO glass collection Reduce residual bin to 180l	additional 180l bin use existing 240l bin for plastic, cans, paper and card reduce by 2 loaders	437,500	-41,440	0	28,350	56,700	24,350	<i>not a realistic option as no disposal point without extra travel costs not inc</i> 67,960

OTHER CONSIDERATIONSAdd NET Income p.a.
range £

(F)	Introduce a charge for garden waste collections	£25 £35	50% participation 30% participation	£1.10 per coll £1.52 per coll					-261,700 -219,830
(G)	Introduce a separate weekly food waste collection	3 x driver + loader 3 x new vehicles	£123,000 capital cost for containers	132,090	100,000	90,000	0	-124,890	197,200
	or comingle with garden waste	1 driver + 2 loaders	0	64,750	9,000	149,200	0	-124,890	98,060

please note these are indicitive costs for a food waste collection service - other factors would need further consideration and costing

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Focus



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South East

Subscription based services: Garden Waste

August 2010

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This document provides support to councils who are considering the introduction of a subscription based garden waste collection service. WIN has gathered evidence from a number of councils who are running such schemes and has brought together advice, top tips and lessons learnt. The options are explored and some of the research other councils have done in order to shape their own services is presented. Based on existing practices, WIN provides information and support to local authorities - helping them to develop waste, recycling and related services which are best suited to their local area and that best meet the needs and wishes of residents.

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- 1.0 Summary
- 2.0 Approaches to Garden Waste
 - 2.1 Garden waste continues to be accepted into domestic waste collection
 - 2.2 Terminate an existing, free garden waste collection service
 - 2.3 Ban garden waste in the domestic refuse collection service
 - 2.4 Introduction of ‘no-side-waste’ or ‘closed lid’ policy to limit garden waste in domestic refuse service
 - 2.5 Introduce an opt-in subscription-based green waste collection scheme
 - 2.6 Suspension of service over winter months
 - 2.7 Collection of food & garden waste co-mingled
 - 2.8 Promotion of home composting / Using WIN’s Composting Framework
- 3.0 Making savings through suspending collections over winter
- 4.0 Type of collection – Bags vs. Bins
 - 4.1 Bags
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- 5.0 Introducing the Service
 - 5.1 Consultation
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 - 5.3 Participation & Subscriptions
 - 5.4 Communications
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 - 5.6 Risks
- 6.0 Contacts & Links

1.0 Summary

All councils have been tasked with finding efficiencies, reducing costs and improving services. Under the Controlled Waste Regulations 1992, garden waste is classified under Schedule 2 (Regulation 4), as a type of waste for which a charge may be made. This report has found that the **introduction of a subscription-based garden waste service** could:

Pros

- ✓ Increase recycling performance and help councils to meet their recycling targets (- predominantly where no garden waste collection existed prior to introduction of new service)
- ✓ Remove the garden waste element from the domestic waste stream in participating properties
- ✓ Provide additional revenue for the council
- ✓ Provide an opt-in, additional kerbside service, which is inclusive to all residents who wish to take part
- ✓ Maintain a financial incentive for householders to home compost their organic waste, which is the best environmental option
- ✓ Create a fairer system financially for residents in flats, HMOs etc - who do not produce garden waste

Cons

- ✗ Cause public dissatisfaction & negative publicity, particularly if a previously free-of-charge service was offered prior to the introduction of the new subscription-based one
- ✗ May increase garden waste arisings in those properties taking part, as residents are likely to fully utilise the collection service they are paying for (as opposed to taking garden waste to HWRs or home composting it)
- ✗ May reduce tonnages of garden waste collected on commencement of the scheme, thus lowering recycling performance - especially in cases where the council offered a free-of-charge collection service prior to introduction of a new subscription-based one.

Evidence collected from councils who **suspend their subscription-based garden waste collection service over winter** months has suggested that:

Pros

- ✓ Significant cost savings can be achieved
- ✓ Tonnages of garden waste collected are typically much lower during this period
- ✓ It may be a better option environmentally due to decreased carbon emissions through the decommissioning of collection vehicles
- ✓ Residents may be supportive of the suspension, particularly if it helps to keep annual service costs down

Cons

- ✘ Operational issues may occur, particularly when the service resumes after winter
- ✘ Residents may see the suspension of the service as a negative, particularly if they previously been offered an all year round service.
- ✘ A lowering of recycling performance is possible but is unlikely to be significant

With regard to the **type of collection receptacle, wheeled bins and bags** were considered in the report and observations included:

- With the use of bags, operational issues may occur including health & safety considerations and processing problems.
- With the use of wheeled bins, issues identified included higher purchase and administrative costs along with difficulties with traceability and ownership issues.

When councils are considering the **introduction of a new service** this report advises councils to consider costs, risks, operational issues and type of service to be offered. A full public consultation is likely to be required and communications are paramount in order to gain public support, encourage participation and to avoid risk issues such as contamination and low participation.

2.0 Approaches to Garden waste

Many different approaches to dealing with garden waste currently exist among councils. The options are varied, types of collections differ and few authorities follow the same model. For more information on choosing the right recycling collection system see WRAP's 2009 report on recognised Kerbside Collection Methods: [Choosing the right recycling collection system](#).

The table below summarises several approaches to garden waste giving pros and cons and further information.

Approach	Pros	Cons	Notes & Links
2.1 Garden waste continues to be accepted into domestic waste collection	May be popular with residents. Do nothing approach, costs remain neutral. No changes may mean no adverse publicity.	Garden waste remains in domestic waste stream and goes to landfill, loss of recyclable materials, lower diversion rates.	This option is becoming increasingly unacceptable due to rising cost of landfill & recycling targets.
2.2 Terminate an existing, free-of-charge garden waste collection service	Could achieve big cost savings for authority.	Could incur significant contractual costs. Unpopular with residents.	Difficult to terminate a collection service without offering an alternative and accessible disposal route for residents. Please also see related notes regarding Northumberland County Council in section 2.5 below.
2.3 Ban garden waste in the domestic refuse collection service	Enforcement action can be taken against residents who ignore the ban. Some councils consider this an essential element to go alongside introduction of subscription-based collection service.	Ban could be unpopular with residents, difficult to administer and relatively easy for residents to ignore.	One council proposed a 3 month 'amnesty' to ensure that residents were fully aware of the new arrangements before any enforcement action began.
2.4 Introduction of 'no side waste' or closed lid policy to limit garden waste in domestic refuse service	Good alternative to a complete 'ban' on garden waste in domestic refuse. Effective at preventing green & other recyclable wastes from entering the domestic waste stream.	May be unpopular with residents. May be difficult & costly to enforce, particularly if council does not have a dedicated enforcement team.	See WIN's case study on Exeter City Council: Education, Enforcement & Legal Lessons for an example of a contamination related legal proceeding by Exeter CC.

<p>2.5 Introduce an opt-in subscription-based garden waste collection scheme</p>	<p>Additional revenue for the local authority. Opt-in system means a financial incentive remains for householders to home compost their organic waste, which is the best environmental option. See section 2.8 for more on home composting.</p>	<p>May receive adverse publicity & complaints to the council. Full public consultation exercise likely to be necessary. Agreement & support by Members would have to be sought. Cost implications of introduction of new service. Households who take part are less likely to home compost or take garden waste to HWRS, therefore potentially increasing garden waste arisings.</p>	<p>Northumberland introduced a county-wide opt-in subscription-based garden waste collection service in 2009. Prior to this arrangement six districts in the county had differing services varying from a free-of-charge opt-out service through to a £35 opt-in service. The new service gave uniformity to the county's green waste collections. Subscriptions were £20 / year in 2009 and remained at this level for 2010. When the service was introduced, a number of complaints were received from the public, however the level of complaints were lower than expected. The majority were in relation to the new charges but others were concerning lack of collections in the winter and complaints regarding the price difference between the bags and wheeled bin options. The new service also generated adverse coverage in local press.</p>
<p>2.6 Suspension of service during winter months. (Also see section 3.0)</p>	<p>Service not operational when tonnages are lowest. Cost savings during winter months. Vehicles & staff can be decommissioned / re-located. Carbon savings achieved due to not running collection vehicles during low tonnage months. May also contribute towards waste minimisation targets by reducing the kg/head collected each year. For more info see section 3.0.</p>	<p>May be an adverse effect on recycling performance. Difficulties in first cycle of emptying bins on commencement of service. For more info see section 3.0 below.</p>	<p>See more detail on savings, as identified by councils in section 3.0 below.</p>

<p>2.7 Collection of food & garden waste comingled</p>	<p>May be a popular option with residents, especially if the collections of food & garden waste are weekly in conjunction with alternately weekly collections of domestic waste.</p>	<p>Charges cannot be made for food waste. WRAP's research report released in Feb 2010 indicated that combined organic waste collections (garden & food) are less effective in diverting food waste for recycling compared to food only collections. As a result it will be much more difficult to achieve high diversion / recycling targets with combined food and garden collections systems. Furthermore the food waste remaining in the residual bin will need to be managed at increasingly higher disposal costs.</p>	<p>In February 2010, WRAP released a report titled Performance analysis of mixed food and garden waste collection schemes. This study looked at the effectiveness of recycling food waste via mixed food and garden waste collections. Also see the following WRAP reports:- Managing biowaste - cost benefit analysis (update) October 2008 and Managing biowaste - cost benefit analysis (May 2007)</p>
<p>2.8 Promotion of home composting / Composting Framework</p>	<p>Home composting is environmentally the best option. A cheaper and more flexible alternative for residents in comparison to an annual charge. Good to offer residents alternative options when introducing a new opt-in subscription-based service. Residents can be offered a subsidy to encourage uptake – also possible within the WIN / IESE National Home Composting Framework</p>	<p>Not accessible for all householders e.g. those with no garden or small gardens. Onus is on householder to purchase, set up and maintain composter. Householders may give up composting if problems are encountered.</p>	<p>The WIN / IESE National Home Composting Framework has been set up to give local authorities a simple and efficient solution to providing home composting units, accessories and related communications without having to undertake a tender process. Also see the RecycleNow home composting pages.</p>

3.0 Making savings through suspending collections over winter

- ✓ **Lower tonnages during winter months.** Tonnage of garden waste generated and collected tends to reduce considerably. Information from councils suggests that the tonnage of waste collected falls to less than a third of what would be expected at other times of the year. (Source: Bromsgrove DC)
- ✓ **The environmental benefit vs environmental impact of collections.** The environmental benefits of composting small tonnages of material collected during this period may be outweighed by the overall environmental impact of the collection service – e.g. vehicles would still need to visit every property, emptying all bins on the collection route, regardless of quantity of material put out. Encouraging the diversion of garden waste to home composting and HWRS can be of great value in helping to maintain recycling of garden waste and in preventing this waste entering the domestic waste stream during this period. The [WIN / IESE National Home Composting Framework](#) has been set up to give local authorities a simple and efficient solution to providing home composting units, accessories and related communications without having to undertake a tender process.
- ✓ **Cost savings** can be achieved through the de-commissioning of vehicles and re-locating operatives for the winter period.
- ✓ **Communications** about such a change in service should be far-reaching and include a variety of local groups such as Parish Councils, Libraries, Leisure Centres, Members, local press, local magazine, on refuse and recycling calendars. Some authorities also offer a one off collection for Christmas trees in January. See the WIN document [Waste Communications Budgets: presenting the business case](#) (Mar '10) for help on establishing a business case for communications spend. Also see [Recycle Now Partners](#) for communications support & downloadable resources.

SUSPENSION OVER WINTER....MORE ISSUES TO CONSIDER	
<p>Cost: East Lindsey DC estimated that suspending collections over winter would save the council £170,000 / yr. Bromsgrove DC investigated a re-introduction of collections for the period Dec – Mar in 2007 and estimated that it would cost almost £80,000 to re-introduce & sustain collections during those winter months.</p>	<p>Operational: The first cycle of emptying bins could present a problem if green waste has been left in the bin for the extended winter period and it may be difficult to empty. Also, much larger quantities of green waste may be presented during the first few weeks of the resumed service.</p>

<p>Environmental: East Lindsey DC reported that suspending collections would reduce the Council's carbon emissions by 145 tonnes each year.</p>	<p>Less recycling? An adverse effect on recycling performance is possible but research has shown it is not likely to be significant. Waveney DC estimated that as the amount of green waste collected during the winter period was low (approximately 1,400 tonnes) the impact on recycling figures was estimated to be in the region of <2%</p>
<p>Resident support: Waveney DC consulted their residents in 2004 on whether a 2 month suspension of the green waste collection would be acceptable. 78% of residents surveyed said that this was acceptable.</p>	<p>Lack of resident support: Residents may see a suspension as a negative, particularly if they are having the service suspended during winter months when it has previously continued all year round. Positive communications can help with this issue. East Lindsey DC produced an excellent document which is available to look at on WIN: Green Waste Collections – your questions answered This document has a list of Frequently Asked Questions for residents and details how the suspension of the service over winter has contributed to an improvement of the service environmentally and financially, saving 145 tonnes of carbon emissions & over £170,00 each year.</p>

4.0 Type of collection – Bags vs Wheeled Bins

Councils will need to consider regularity of collection, how the collections will sit with current refuse & recycling arrangements, participation levels required to make the service cost effective and what vehicle / operative resources will be required. The question of which type of receptacle to use generally falls to two options – bags or wheeled bins. See below for some considerations on each type.

NB: If you are considering purchasing bins, bags or containers for collecting green waste, WIN's [Framework Contracts](#) page provides details of framework agreements that are quick and easy to use and usually mean you can avoid a tender process.

4.1 Bags

Councils should consider the following:-

- ✓ **Type of bag** - re-useable, disposable or bio-degradable.
- ✓ **Capacity** – sack size, volume or dimensions and weight limit per sack. This may be determined by bag supplier and by type of collection / loading methods.
- ✓ **Operational & service issues** regarding bags have been identified by councils. These issues included health and safety concerns associated with the lifting of bags and their loading into collection vehicles; capacity constraints with the vehicles given that an unknown number of bags may be put out for collection; processing difficulties at compost sites due to bags not fully biodegrading resulting in a poorer quality end product that is more difficult to sell.
- ✓ **Level of demand** - With 'pay as you go' bag services, councils have also indicated that it is hard to predict what the demand for the service will be on any particular street on any particular day. Vehicles can travel long distances and pick up nothing, conversely vehicles could travel and fill the vehicle unexpectedly from a few homes and have to go off to tip.
- ✓ **Cost of bags & cost to public** – with re-useable bags some councils offer a sliding scale for example - East Hampshire offer first bag @ £25/yr; second @ £12.50; subsequent bags @ £9. Some authorities offer free replacement of sacks if lost, damaged or stolen, others charge. Some authorities offer discounts for residents on benefits & for senior citizens. N.B There may be a link between levels of participation and the charges levied – e.g. the higher the charge, the lower the participation / tonnage collected, it is therefore important to charge at the right level. (see section 5.3 below for more details on charging)

4.2 Wheeled bins

An opt-in wheeled bin service whereby residents rent or buy the receptacle from the council for the year may give rise to considerations such as:-

- ✓ **Ownership of bin** – If the council retains ownership of the bin it can therefore be retrieved if the resident decides not to continue paying for the service in subsequent years.
- ✓ **Traceability** – With a subscription-based service, it is important to ensure bins are not stolen or lost from the household that has paid for the service. If a bin is stolen from a property the council may have to replace the bin and it may also mean that some other household will be getting the service without having paid for it. To combat this type of situation, ideally each bin would be registered to a property either by serial number, sticker or bin chip.
- ✓ **Customers opting out** – As and when a customer opts out of the service, the bins would need to be collected to ensure that the household did not continue to receive the service free of charge. These administrative and service costs should be accounted for.
- ✓ **Size** – Will be dependent on collection methods, likely tonnages and frequency of collection. As an example, Bromsgrove DC report that they collect 377kg/hh/yr with a 240 litre bin on a fortnightly basis.

5.0 Introducing the Service

5.1 Consultation

Consulting your residents will be an important first step before any decisions can be made.

Example of a Consultation

In 2005 a full public consultation was undertaken by one Borough Council to find views on the proposed subscription-based organic waste collection service and to determine preferred collection options. A questionnaire was sent out with the council's magazine to all properties and a response rate of 1172 households (2.5%) was achieved. Of the 617 responses that opted for the wheeled bin proposal, 67% said they would be prepared to pay for the service with 52% of these being prepared to pay up to 50p per week, (£26.00 per annum). 470 responses opted for the notion of paying for a bag collection service, of which 44% were not prepared to pay anything and 55% were prepared to pay.

Useful consultation documents

[Bromsgrove District Council's Liaison Leaflet](#) this was sent to residents to advise why changes were being introduced and as part of consultation exercise.

5.2 Costs

Councils should consider cost implications including:-

- ✓ Purchase of additional vehicles/equipment
- ✓ Vehicle running costs & fuel
- ✓ Drivers + Loaders / Operatives including overheads
- ✓ Initial purchase of receptacles
- ✓ Delivery of receptacles and on-going replacement costs for damaged / stolen items
- ✓ Administration of scheme – could you centralise this function? See information below on 'keeping administration costs down'
- ✓ Communications budget, marketing, publicity, press, leaflet production & distribution / postage costs
- ✓ Gate fees for organic waste
- ✓ Consultancy fees

But can offset the above with:-

- ✓ Recycling credits
- ✓ Subscriptions

Keeping administration costs down: Have you thought about centralising the function for the administration of the garden waste service across the whole of the County area?

Surrey Waste Partnership with funding from Improvement & Efficiency South East (IESE) is currently looking at a centralised system for administering their green waste services.

All of the waste collection authorities in Surrey operate subscription garden waste collections. The physical delivery of these services is generally managed as part of the overall waste and recycling services in each authority. There are differences in containment methods (predominantly reusable bags or wheeled bins), differences in disposal points and suppliers and differences in approaches to method and timing of subscriptions. Each authority spends a significant sum administering the renewals as well as managing customers in terms of service issues through the year. There is duplication of effort that will result in savings opportunities if back office functions are aligned and amalgamated either through a third party supplier or through a host authority. The centralised system will include;

- Receiving and processing payments – whether by direct debit [preferred], card or cheque
- Receiving service complaints
- Transmitting orders for collection service to collection agency [contractor or DSO]
- Arranging despatch of containers, bags or sacks
- Forwarding income to participating authorities
- Preparation of management reports
- Advising on and/or arranging service promotions and advertising
- Possibly also involvement in other composting initiatives, e.g. centralised sale of bulk discount composter, green cones and wormeries
- Providing expert assistance and advice on composting
- Examining further joint ownership with other key partners, e.g. hospital trusts and private industry

Authorities would have the option of joining into this centralised system on an individual basis as and when appropriate – the system would not necessarily rely on all authorities taking part from the outset in order to function effectively. This would allow the freedom and flexibility for some authorities to join in at a later date, perhaps when the benefits become more apparent.

For further details on this scheme, please contact Christine.batty@southeastiep.gov.uk

5.3 Participation & Subscriptions

It is important to charge at the right level to ensure residents are willing and able to participate. Consideration will first need to be given to the costs associated with introducing and running the service (suggested factors are outlined in section 5.2). There is likely to be a minimum level of participation at which the service becomes economically viable but equally there may be service and capacity constraints which could limit the expansion, particularly at the outset.

Example 1 – across one county in England, the following schemes and subscriptions are currently in operation:-

Example of subscriptions system across county of Hampshire – all councils currently using a bag collection system

Of the thirteen districts & boroughs in Hampshire, eleven offered a subscription-based garden waste collection service (all with bag type collections), one offered a free collection service and one offered no collection service. Subscriptions in the 11 authorities are broken down as follows:-

- Seven authorities offered a fortnightly collection service (six authorities offered one bag, one authority offered two bags). Annual subscription varied - lowest being £23, highest £35 (**Average charge = £27**)
- One authority offered a weekly bag collection @ £25/annum
- Two authorities offered a free-of-charge collection service for the first sack, but residents were asked to pay for subsequent sacks if required.
- One authority made sacks available to purchase charging £1.50 per sack and collected from households fortnightly.

Example 2 – Northumberland simplified the county's system of subscriptions for green waste collections

Northumberland's districts had a variety of subscription levels for green waste collection until a uniform approach was adopted in 2009

Northumberland County Council introduced a county-wide opt-in subscription-based garden waste collection service in 2009. Prior to this arrangement six districts in the county had differing services varying from a free-of-charge opt-out service through to a £35 opt-in service. The new service gave uniformity to the county's green waste collections. Subscriptions were £20 / year in 2009 and remained at this level for 2010.

5.4 Communications

Further along the line, getting your **communications** right is paramount! Here are some top tips we have collected from speaking to councils who have gone through the process

- ✓ **Dealing with queries & complaints** – Ensure that you prepare a list of likely Frequently Asked Questions early on with standard responses. Make sure your help desk, officers and Members all have copies so that a consistent message can be given to the public & press - right from the start.
- ✓ **Give the alternatives** – It is important to highlight the alternative options for dealing with garden waste, for example home composting and HWRS
- ✓ **Highlight the (increasing) costs of continuing with the existing approach**, particularly if garden waste is currently collected within the domestic waste stream. In a so called 'free-of-charge' service all householders are paying for disposal through their council tax, whether they utilise the service or not. With the opt-in service, only those who wish to use it pay for it.
- ✓ Get the **right communications budget** – look at the WIN document [Waste Communications Budgets: presenting the business case](#) (Mar '10) for help on establishing a business case for communications spend.
- ✓ **Be consistent with your campaign** and utilise the resources that are already available. See [Recycle Now Partners](#) for communications support & downloadable resources.

5.5 Operational issues

- ✓ **More tonnage / household.** If garden waste is currently collected without charge, the introduction of a subscription-based service may see much higher volumes of garden waste generated per household as residents get full value for money. Bromsgrove DC introduced a subscription-based wheeled bin service for garden waste and had previously collected in the same way without charge. They reported:- “Pre charge we collected approx 230kg/ household / year as opposed to 377kg with the charge... previously residents may have presented a bin with a few leaves in it now nearly every bin will be full”.
- ✓ **Requests for smaller bins / bags** An assisted collection or different collection receptacle may be an alternative option for those who have difficulty in presenting the standard receptacle offered.

5.6 Risks

Contamination	Low participation	Health & Safety
<p>If communications and public engagement are successfully provided to run alongside the introduction and continuation of a scheme contamination can be managed successfully. Check out the following document on WIN:- Garden Waste Kerbside Recycling Exemplar Campaigning Strategy (Waste Aware Scotland)</p> <p>For excellent and detailed information including:-</p> <ul style="list-style-type: none"> ■ Policies to manage contamination ■ Timing and implementation of the campaign ■ Recommended campaign materials & communication messages with lots of great examples 	<p>Consider coinciding start of service with the start of the growing season. This ensures that the service is available when demand is greatest, encouraging householders to quickly develop the habit of recycling garden waste.</p> <p>Promote home composting & HWRS as alternatives.</p> <p>For help on communication also see the document held on WIN Garden Waste Kerbside Recycling Exemplar Campaigning Strategy (Waste Aware Scotland)</p>	<p>See this excellent document on WIN for Health & Safety good practice guidance : Green waste collection: Health Issues (HSE) It is intended for managers, supervisors and operators working with green waste.</p>

6.0 Contacts & Links

WIN: win@southeastiep.gov.uk & www.win.org.uk