



# Uttlesford District Council

Chief Executive: Dawn French

## Cabinet

**Date:** Wednesday, 12 October 2016  
**Time:** 19:00  
**Venue:** Council Chamber  
**Address:** Council Offices, London Road, Saffron Walden, CB11 4ER

**Members:** Councillors H Rolfe (Leader and Chairman), S Barker, S Howell, J Redfern and L Wells

**Other attendees:** Councillors A Dean (Liberal Democrat Group Leader and Chairman of Scrutiny Committee), J Lodge (Residents for Uttlesford Group Leader) and E Oliver (Chairman of Performance and Audit Committee)

### Public Speaking

At the start of the meeting there will be an opportunity of up to 15 minutes for members of the public to ask questions and make statements subject to having given notice by 12 noon two working days before the meeting.

## AGENDA PART 1

### Open to Public and Press

- 1 Apologies for absence and declarations of interest**  
To receive any apologies for absence and declarations of interest.
- 2 Minutes of the meeting held on 15 September 2016** 5 - 14  
To consider the minutes of the previous meeting
- 3 Matters Arising**  
To consider matters arising from the minutes

- 4 Questions or statements from non executive members of the council**  
To receive questions or statements from non-executive members on matters included on the agenda
- 5 Matters referred to the Executive (standing item)**  
To consider matters referred to the Executive in accordance with the provisions of the Overview and Scrutiny Procedure Rules or the Budget and Policy Framework Procedure Rules
- 6 Reports from Performance and Audit and Scrutiny Committees: recommendation and draft minutes of Scrutiny meeting of 4 October 2016 - Air Quality Action Plan** 15 - 80  
To consider a recommendation of the Scrutiny Committee regarding the Air Quality Action Plan following a call in.
- 7 Refugee Working Group**  
To receive a report from the Refugee Working Group (standing item)
- 8 Multi-Year Settlement** 81 - 88  
To consider the multi-year settlement offer
- 9 NEPP Joint Committee agreement extension** 89 - 100  
To consider an extension to the NEPP agreement
- 10 TEEP Assessment** 101 - 122  
To consider the assessment of the Council's dry recyclable collection
- 11 Any other items which the Chairman considers to be urgent**  
To consider any items which the Chairman considers to be urgent.

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The agenda is split into two parts. Most of the business is dealt with in Part I which is open to the public. Part II includes items which may be discussed in the absence of the press or public, as they deal with information which is personal or sensitive for some other reason. You will be asked to leave the meeting before Part II items are discussed.

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**CABINET MEETING held at COUNCIL OFFICES LONDON ROAD  
SAFFRON WALDEN on 15 SEPTEMBER at 7.00pm**

Present: Councillor H Rolfe (Leader)  
Councillor S Barker (Deputy Leader and Cabinet Member for  
Environmental Services)  
Councillor S Howell (Cabinet Member for Finance and  
Administration)  
Councillor J Redfern (Cabinet Member for Housing and  
Economic Development)

Also present: Councillors A Dean (Liberal Democrat Group Leader and Chair  
of Scrutiny, J Lodge (Residents for Uttlesford Group Leader).

Officers in attendance: D French (Chief Executive), M Cox (Democratic  
Services Officer), R Harborough (Director of Public Services), A  
Knight (Assistant Director –Resources), S Pugh (Interim Head of  
Legal Services), A Turner (Licensing Team Leader) and A Webb  
(Director of Finance and Corporate Services).

**CA32 APOLOGIES FOR ABSENCE AND DECLARATION OF INTERESTS**

An apology for absence was received from Councillor Wells.

Councillor S Barker declared a non-pecuniary interest in the items relating to  
the Great Dunmow Neighbourhood Plan and the Air Quality Action Plan as a  
member of Essex County Council.

**CA33 MINUTES**

The minutes of the meeting held on 14 July 2016 were received and signed by  
the Chairman as a correct record.

**CA34 BUSINESS ARISING**

**i) Minute CA19 – Minutes – Structure of Building Control**

In answer to a question from Councillor Dean, the Chief Executive confirmed  
that the Essex Building Control Partnership was unlikely to go ahead,  
although there had not yet been an official decision.

**ii) Minute CA24 – 2017-18 - Local Council Tax support scheme**

Councillor Barker thanked Councillor Howell for his helpful letter to the press,  
to counter statements and confirm the position that Uttlesford's Local Council  
Tax Support Scheme was still the most generous in Essex.

iii) **Minute CA26 – Development Site – Newton Grove, Newton Green, Great Dunmow**

Councillor Barker said a resident of Newton Grove had approached her with concerns at the proposed removal of the parking spaces used by the residents of the flats. Councillor Redfern said there had been developments with this site, which might provide some scope for redrawing and the residents should be advised that the council was mindful of their request.

CA35 **REPORTS FROM PERFORMANCE AND AUDIT AND SCRUTINY COMMITTEES**

Council Dean said the Scrutiny Committee on 6 September had raised the issue of devolution, Members had expected this to be discussed at the October Council meeting, but this had now been cancelled. He asked for an update, as he would like Scrutiny to be involved in this matter at an early stage.

Councillor Rolfe said there was little to update since his last report but agreed to prepare a briefing note for the November Council meeting.

He reminded members that the Essex Leaders and Chief Executives had voted 8:7 not to proceed with a scheme that included an elected mayor, but had supported a continued dialogue with the Government. There was no indication that the Government would be changing its position on elected mayors, but there might be some work streams where the opportunity for partial devolution could be explored. In any event there would be full discussion with the council before any decisions were taken.

Councillor Dean said the Scrutiny meeting had received the recommendations from the scrutiny enforcement review. These would be referred to Cabinet in due course.

CA36 **UPDATE ON REFUGEES**

Councillor Redfern said that Uttlesford would shortly be receiving its first refugee family. The council had been working with its partners to ensure that all the necessary support was in place. She also mentioned that ECC was discussing with other Essex authorities how to respond to the national transfer scheme on how to deal with unaccompanied child refugees.

CA37 **ASSETS OF COMMUNITY VALUE**

Mr and Mrs Wells, residents of Saffron Walden spoke to the meeting and explained why they considered the garage sites to be Assets of Community Value. A summary of their statements is attached to the minutes.

Councillor Barker presented the report. She said for a building to be listed as an Asset of Community Value it had to meet strict criteria, that the use would

further the social wellbeing or interest of the local community and this was likely to continue for at least 5 years. Officers had advised that the garage sites should not be included on the list because a garage was a personal facility, and there was no evidence of social interaction that could be construed as furthering the social wellbeing of the community.

In response to the public speakers, the Interim Head of Legal Services said that for the assets to be listed, members had to satisfy themselves that the garages were of community value. It was not enough that individuals could rent garages that would benefit them individually and then this was somehow collected together. There had to be some way in which the community benefited collectively, assets like the local pub, shop and leisure facilities fell into this category.

Councillor Redfern said the garage sites had been looked at when considering how best to use the council's assets, and some affordable housing had been developed on these sites. In these cases, the occupants had been offered alternative garage space. Currently there was no further development planned for any of the Saffron Walden garage sites, although she argued the positive benefits of using the sites to gain much needed affordable housing for the district.

The Interim Head of Legal Services advised members that the Cabinet was not here today to make a policy decision on the future use of the garages. The sites may or may not be suitable for housing but this was not relevant. The decision on the Assets of Community value was a separate issue.

Councillor Howell thanked Mr and Mrs Wells for their presentation. He said the listing of Assets of Community Value had been a positive initiative, and gave protection and confidence to the community. However, there was a clear distinction, that the community had to get genuine and collective benefit from the Asset and he understood why the garages did not meet this criteria.

RESOLVED to not include the following garage sites on the Assets of Community Value list, but include in the unsuccessful nomination list

- Birdbush Avenue
- Hunters Way
- Radwinter Road
- Brooke Avenue
- Lompits Way
- Rowntree Way
- Four Acres
- Newcroft
- Whiteshot Way
- Goddard Way
- Peaslands Road

CA38

### **BUDGET MONITORING P3 2016/17**

Councillor Howell presented the Q1 budget monitoring report for 2016/17 for the General Fund, HRA, Capital Programme and Treasury Management. He highlighted the headline issues.

The General Fund was forecasting a £342,000 overspend, of which £94,000 related directly to services. The report set out the key variances greater than £20,000. Councillor Howell was disappointed to be reporting an overspend to this meeting and said he would be asking management to review, with service heads the forecast for the end of the year. At the next quarter, he expected to bring a forecast outturn to Cabinet that was in line with the budget set.

The report also explained the variances on the HRA and Capital Programme.

The report on Treasury Management, highlighted the current low interest rates. Members would receive a report to the November meeting on the Treasury Management Strategy.

Officers answered Members' questions on detailed aspects of the figures.

RESOLVED to note and approve the report.

CA39

### **FINANCE UPDATE**

Councillor Howell said the council was facing unprecedented uncertainty around its future funding. He presented a report which updated the situation in relation to four areas of funding, the multi-year settlement, fair funding review, business rate retention, and the New Homes Bonus.

The Government had confirmed that the proposal for a multi-year funding settlement would go ahead. Officers felt that it was prudent to consider this option as it gave some confidence at a time when there was considerable uncertainty around other areas of funding. As part of the settlement the council was required to prepare an efficiency statement, this would be agreed at the Cabinet meeting on 12 October.

In relation to the consultation on business rate retention, of concern to the council was the question of whether the riskier hereditaments were retained on the national or local list. This concerned Stansted Airport and its related activities from which the council would wish to retain as much of the business rates as possible. Members said that although it was doubtful that Uttlesford would retain the terminal building and runway, it should press the Government to retain the wider airport related activities.

The fair funding review was an assessment of the council's relative needs and resources. UDC wished to retain as much of the business rates collected as possible and the review should be set in a way that did not disadvantage the council.

It was noted that the consultation on the New Homes Bonus was still outstanding.



On a separate issue, Councillor Howell announced a new consultation proposing that the referendum principle (the restriction on Council Tax increase) should apply to town and parish councils who raised a certain level of precept. This was likely to apply to Saffron Walden and possibly Great Dunmow Town Councils.

RESOLVED to approve that

- 1 The Council agrees in principal to opt for the multi-year settlement offer and;
- 2 The S151 Officer in consultation with the Finance Portfolio Holder are asked to prepare the efficiency statement for approval at the October meeting of Cabinet.
- 3 The S151 Officer in consultation with the Finance Portfolio Holder respond to the Business Rates Retention consultation and Fair Funding Review consultation
  - (i) emphasising that the Council does not agree with removing national airports from the local list.
  - (ii) Requiring government to ensure that no council receives less money under the retention scheme than they do under the current scheme.
  - (iii) Emphasising that if additional responsibilities are given to councils there should be additional payment to cover the cost

CA40

## **VOLUNTARY SUPPORT GRANTS COMMITTEE**

At the last meeting, Members had agreed to establish a committee of the Cabinet to review and agree applications for the Voluntary Sector Grants Scheme. The Cabinet considered the proposed terms of reference and membership of the Committee.

In answer to a question, it was explained that the membership only included Cabinet members because the approval of grants was an executive function. However, the committee would serve to provide a degree of transparency, when previously there had been no oversight of the process. Members also asked for the decisions be brought back to the Cabinet for information.

RESOLVED to establish a Cabinet committee as follows

Title: Voluntary Support Grants Committee

Members: Cllrs Rolfe, Howell and Wells.

Terms of reference:

The Committee, supported by officers, to oversee and approves the allocation and award of all Voluntary Sector Grants on an annual basis.

The Committee is given delegated powers to decide the allocation of grant funding to voluntary sector organisations under this scheme within the overall budget provision.

The decisions made by the Committee to be brought back to Cabinet for information

**CA41 SCRAP METAL DEALERS ACT 2013**

Members received a report, which reviewed the implementation of the Scrap Metal Dealers Act and the associated fee structure. The Act dealt with the licensing of motor salvage operators, and had been introduced in response to a rise in scrap metal thefts and gave local authorities the power to administer and endorse the legislation and set a schedule of fees. The costs incurred to the council had been reviewed and the fees had been set at a cost recovery level.

Cllr Howell said he supported the scrutiny of scrap metal dealers although he was not certain that the same rigor applied at other authorities.

**RESOLVED**

- 1 Members to note that, further to the report originally provided to Cabinet, part of the scheme would be funded by the licence holders but that the cost of enforcing unlicensed dealers would be met from existing Licensing budgets.
- 2 To approve the proposed revisions to the relevant fees and charges and the operation of the Council's responsibilities under the Scrap Metal Dealers Act 2013.

**CA42 BRAINTREE LOCAL PLAN**

The Cabinet received the proposed response to the Braintree Local Plan Preferred Options Document. The response had been updated since the PPWG meeting, when there had been concern that it hadn't been made sufficiently clear that UDC was yet to decide its housing allocations.

**RESOLVED** that the Cabinet approves the comments on Braintree District Council's consultation on the Preferred Options document as set out in Appendix 1 of this report and summarised below;

- It should be emphasised that UDC has yet to make any decision on its own preferred option regarding allocations or new settlements at this stage
- Uttlesford District Council (UDC) continues to plan to meet its full Objectively Assessed Housing Need and so welcomes BDCs commitment to fully meet its own housing needs
- Acknowledge that the joint strategic approach of the North Essex LPAs/North Essex Part One is helping in dealing with cross-boundary issues/positively planning the scale and distribution of growth

- Acknowledge that garden cities are put forward as part of a wider housing allocation strategy needed for sustainable social and economic benefits
- Acknowledge a proposed strategic location with the opportunity for a co-terminus new settlement between Uttlesford and Braintree Districts
- UDC will continue to liaise closely with BDC regarding;
  - considering evidence
  - assessing reasonable growth options/impacts
  - planning for growth/assisting BDC positively plan its preferred option
  - a joint position with BDC regarding planned growth
- UDC notes the opportunity regarding a Master plan framework, if applicable, to be prepared jointly between BDC and UDC.
- UDC welcomes the inclusion of proposed sustainable principles/mechanisms in the plan to support sustainable growth.

CA43

### **GREAT DUNMOW NEIGHBOURHOOD PLAN**

The Cabinet received the Great Dunmow Neighbourhood Plan. The plan had been received from the Examiner with minor modifications and a recommendation that the plan could proceed to Referendum.

The Cabinet was advised of the proposed changes. The Referendum was expected to take place at the beginning of November and if more than half the people who voted were in favour, the Plan would be adopted and become part of the Development Plan.

Members said this was a fantastic piece of work and congratulated Great Dunmow Town Council for their efforts in completing the plan.

RESOLVED to accept and endorse the proposed changes to the Neighbourhood Plan as set out in the Examiner's report and support the Plan to go forward to referendum.

CA44

### **CAR PARKING INCENTIVES**

Councillor Barker reported that representatives of Great Dunmow, Saffron Walden, and Stansted town/parish council, and town teams had submitted proposals for car parking incentives in their local area. These had been considered and evaluated but the proposals taken forward were for free parking after 2pm for council managed car parks leading up to Christmas.

It was hoped that in future years the town teams would take a more strategic approach, and consider more innovative ideas for future car parking incentives.

Councillor Dean said it would be helpful to have more detailed information about the current usage of the car parks and the impact of any changes. He was advised that work on evidence gathering was already underway.

#### RESOLVED

- 1 To agree the Christmas car parking proposals:
  - Introduce 'free after 2pm' on all Council managed car parks EXCEPT Fairycroft/Waitrose from Thursday 1<sup>st</sup> December 2016 to Saturday 24<sup>th</sup> December 2016 inclusive.
  - Introduce free parking on all Council managed car parks EXCEPT Fairycroft/Waitrose from Sunday 25 December 2016 to Monday 2<sup>nd</sup> January 2016 inclusive.
- 2 To approve a supporting marketing campaign at a cost of £2,750
- 3 To carry out a review of all options for car parking incentives that might operate throughout the calendar year for consideration by Cabinet to feed into the budget preparation for 2018/19.

CA45

#### **AIR QUALITY ACTION PLAN**

Cllr Barker presented the Air Quality Action Plan for the Saffron Walden Air Quality Management Area. The plan had been reviewed previously by the Scrutiny Committee and had been through consultation with the public and key stakeholders. An amendment was circulated in relation to section 2.3 Traffic Management, to remove the reference to improvements with the introduction of Euro6/V1 compliant vehicles.

The plan set out 22 actions, each with an estimated cost, timescale for completion and the contribution toward the reduction in nitrogen dioxide levels. Councillor Barker said it was important for UDC to lead on the actions, to develop alternative to car schemes and to work with ECC in relation to traffic flow in the town. She suggested that the Plan should be reviewed after a year to see what had been achieved.

Councillor Rolfe said there should be a project plan for each of the actions. These could be agreed on a cross party basis.

Councillor Lodge said the plan was a good start but felt it lacked some integrity, for example the quoted policy ENV13, was likely to be updated in the Local Plan and the amended policy circulated at the meeting pointed toward some possible misleading information in the plan. He thought the plan was premature and asked for the approval to be deferred until further work was undertaken.

He also felt that the plan should include quantifiable actions with measurable outcomes and this was not the case.

He said there was a need for new traffic plans for the Saffron Walden, to look at the effect of the developments that had already been approved and there was no consideration of this in the plan. A robust plan would be required to absorb the additional traffic generated by the new houses, given that there were already marginal exceedances at the affected junctions.

Cllr Rolfe said this was a comprehensive piece of work and there was no need to delay the implementation of the plan. It had to fit in with the Local Plan preparation and any resulting mitigation would be added to the action plan.

RESOLVED that the Action Plan be adopted, subject to the circulated amendment to the second paragraph of section 2.3 Traffic Management.

#### CA46 **EQUALITIES SCHEME**

The Council was working towards the achieving level of the Equalities Framework of Local Government and this report updated the relevant equalities objectives. The new scheme also strengthened the links to the council's core objectives.

Councillor Barker asked for Member training to be organised so that members understand their responsibilities in relation to equalities issues.

RESOLVED to approve the draft revised Equality Scheme for the purposes of consultation, and to use on an interim basis

#### CA47 **EXCLUSION OF THE PUBLIC**

RESOLVED under section 1001 of the Local Government Act 1972 that the public be excluded for the following item of business of exempt information on the grounds that it involved the likely disclosure of exempt information as defined in paragraphs 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

#### CA48 **BUSINESS RATES WRITE OFF**

The Cabinet was asked to agree to the write-off a business rate in a case where all options had been explored for recovering the debt.

RESOLVED to write off the business rate as detailed in the report.

The meeting ended at 8.55pm.

## **PUBLIC SPEAKERS**

### **Air Quality Action Plan**

#### **Mrs Wells**

Mrs Wells said she was a member of the Saffron Walden local community. The street where she lived couldn't accommodate a garage and there was limited space for private parking. There was a residents parking scheme but this was in high demand. She therefore rented a council garage, which cost £600 a year and provided undercover parking and storage space. The use of the garage furthered the social wellbeing of the local community by freeing up parking spaces for other residents. It also benefited every Uttlesford resident as a freedom of information request revealed that garage rents made a surplus of £100k for the council.

#### **Mr Wells**

Mr Wells said that the law in this case was unequivocal. If an asset qualified under S90 of the Localism Act then it had to be listed as an Asset of Community Value. There was no degree of value required; the council was not obliged to judge how valuable, only that it did have value. To be an Asset of Community Value, it should further the social wellbeing and social interest of the local community. The word social was not defined so should be taken as its ordinary dictionary meaning, of relating to society or its organisation. This didn't imply the requirement for leisure or interaction as suggested in the officer's report. So, the garages had to further the social wellbeing and interests of society, which in this context was the local community.

The forms submitted to the council set out the value to the local community and how it would further its wellbeing and interests. The garages were a useful amenity was used by the community and benefited the community by reducing on street parking and raising money for all. As with all assets provided for the community, they furthered the interests of the community and therefore had to be listed.

**SCRUTINY COMMITTEE held at COUNCIL OFFICES LONDON ROAD  
SAFFRON WALDEN at 7.30pm on 4 OCTOBER 2016**

Present: Councillor A Dean (Chairman)  
Councillors H Asker, G Barker, R Chambers, P Davies, M Felton  
and B Light,

Officers in attendance: R Auty (Assistant Director Corporate Services),  
M Cox (Democratic Services Officer), R Harborough (Director of  
Public Services), A Lee-Moore (Specialist Environmental Officer)  
and M Watts (Principal Environmental Health Officer).

Also present: Councillors P Fairhurst, J Lodge and J Redfern.

**SC27 APOLOGIES FOR ABSENCE AND DECLARATIONS OF INTEREST**

Apologies for absence were received from Councillors Harris, Oliver and Sell.

Councillor Asker declared a non-pecuniary interest as a member of Saffron  
Walden Town Council.

**SC28 CALL-IN OF CABINET DECISION – AIR QUALITY ACTION PLAN**

The meeting had been called to consider the decision taken at the Cabinet  
meeting on 15 September to approve the Air Quality Action Plan.

*Paul Garland from sustainable Uttlesford spoke to the meeting. A summary of  
his statement is attached to these minutes.*

Councillor Dean had called in this decision for the following reasons.

- Overall the action plan as written is not adequately specific, measurable, attainable, relevant and timely (SMART).
- In particular, but not exclusively, item numbers 1, 7 & 8, which will support the delivery of the Local Plan and will have high or medium impacts on air pollution, do not provide enough detail to give the reader confidence that they will support some of the options that may be included in the Local Plan. They are unspecific.
- The action plan needs to support relevant options that may be chosen for the local plan to allow for the right decisions to be taken on those options. Delaying the formulation of specific actions until after the Local Plan site selection decisions have been taken based on inadequate evidence to support their delivery would be contrary to the ethos of the Local Plan process. Currently the action plan is not timely

Officers' had responded to these points in a document circulated to the committee, together with an updated Action Plan.

Councillor Dean said he had called in this decision because he had the same concerns as when the document had first been considered by the Scrutiny Committee. The plan failed to identify the most important areas to be addressed, to prioritise action and provide quantifiable measures for improvement and also to identify the resources to implement these measures.

He said the document failed to meet the Defra guidance on producing an AQAP. This recommended Local authorities to consider a package of measures, and to carry out an impact assessment to estimate the expected reduction. He said the council should focus on those measures that would bring the most significant changes.

The Principal Environmental Health Officer said it was difficult to apply quantifiable targets to each air quality measure. The plan contained a combination of actions which aimed to benefit the wider air quality area. It might be possible to measure specific outcomes where radical changes were proposed e.g. for a new bypass, but the improvement made in the smaller town centre area would not bring substantial change that could be easily measured.

It was explained that many of the proposed actions relied on input from external partners. Some of the measures were close, but the annual status report showed that all measures were within the limits. The task was to ensure the management of additional traffic and a key part of this work was to liaise with ECC to improve traffic flow.

Members of the committee questioned how the plan could improve air quality in Saffron Walden when the future new developments would bring an increase in the volume of traffic. Officers said there were other factors to consider including improved emission technology, new types of vehicles, and also junction improvements.

Members said it wasn't clear if the aim of the plan was to reduce AQ levels or just to ensure they didn't get any worse. They also asked how the information would help inform the new Local Plan in relation to the preferred location of new developments and the required mitigation.

The Director of Public Services said the overall purpose of the AQAP was to ensure that the air quality objectives were met in the Saffron Walden Air Quality area. This was a quantifiable and measurable objective. The monitoring system provided detailed information on an annual basis and reported progress throughout the year.

In relation to the Local Plan, when ECC had finalised the model for traffic flow for Saffron Walden, it would put this through an air quality model and look at the effect of various interventions.

Councillor Lodge spoke to the meeting. He said there had been occasions when the air quality measures had not been met and this was concerning as there were 500 homes to the west of the town yet to be developed. He said the plan was a good start to the process, but it included only qualitative measures with no numbers attached.



He said the plan fell short of the DEFRA Local Air Quality Management advice that it should include a clear indication of reductions expected over time, when this was likely to be achieved, the measures already taken and further measures to be met and within timescales. He felt there was more information that could be included and suggested that the plan should be delayed until this was available.

Officers said that it wasn't possible to have a quantifiable reduction for each measure. The modelling carried out by ECC had identified that the main pollutants in the town were caused by queuing traffic. The plan therefore aimed to reduce the reliance on cars and to increase traffic flow. Councillor Asker said the problem was the limited capacity of Saffron Walden's medieval narrow streets.

Other members said they had little confidence that the pollutants would improve in the light of new the developments proposed for Saffron Walden. There was also the question of whether budgets had been identified within UDC to implement the actions.

The Director of Public Services said the council would have to consider the extent it wished to prioritise measures through the budget preparation process. There would also be resources through planning obligations when the developments were implemented. The council would also look at the CIL option through the Local Plan process.

Members commented that it was difficult to prioritise schemes when the plan was neither itemised or costed. Officers replied that the updated table of actions gave more detail on the impact and relative cost of the measures. This was still an outline plan and any bid for a project would have to be properly costed.

Councillor Chambers said that the pollution levels in Saffron Walden were still reasonably low compared to other areas of the county. The problem was that Saffron Walden was an affluent area with relatively high car usage. It was agreed that driver education was important. The action plan included measures to encourage change in driver behaviour although this was difficult to quantify.

Other members mentioned the future change in vehicle use/type of vehicles that was likely to reduce emissions over the next few years.

Councillor Barker said the document was more of a strategy than an action plan that set out aspirations of what the council would like to do without the necessary detailed of how this would be achieved. He said the Cabinet meeting on 15 September had asked officers to devise project plans for the actions, which was an indication that the Cabinet felt there was still work to be done.

Councillor Fairhurst spoke to the meeting. He said everyone agreed on the aim to control and reduce emissions but the plan should start with a base line number in order to judge improvements going forward. The Principal Environmental Health Officer said that through its air quality measurements the council did have quantifiable base level information for Saffron Walden.

Councillor Dean said the circulated update to the plan showed some improvement, but it could still be more detailed. Members agreed that the document, in its current form was not yet ready to be adopted. It was suggested that the action plan should include the following information

- A position statement
- Prioritising of the actions.
- Quantification of costs
- Confirmation that the plan meets DEFRA guidelines

RESOLVED to refer the decision back to Cabinet, with a recommendation that improvements be made to the Saffron Walden AQAP before it was approved and submitted to DEFRA.

The meeting ended at 9.15 pm.

### **Public Statement**

## Cabinet Report- 15 September 2016

<b>Committee:</b>	<b>Cabinet</b>	<b>Agenda Item</b>
<b>Date:</b>	<b>15 September 2016</b>	
<b>Title:</b>	<b>Air Quality Action Plan</b>	
<b>Portfolio holder:</b>	<b>Cllr Susan Barker, Cabinet member of Environmental Services</b>	Key decision

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### Summary

1. There is a requirement for the Council to produce an Air Quality Action Plan further to declaration of the Saffron Walden Air Quality Management Area in 2012. In November 2015 the Scrutiny Committee reviewed the draft document to provide feedback on the contents to the cabinet member for Environmental Services. In early 2016 the plan went through consultation with the public and key stakeholders including Essex County Council.

### Recommendations

2. The Action Plan be adopted

### Financial Implications

3. The Action Plan has been produced using existing resources. In most cases further work is needed to determine the feasibility and likely impact of the suggested actions. The ability to implement particular actions will depend on the scope for including funding in the council's annual budget proposals, the availability of external funding from S106 obligations and other sources.

### Background Papers

4. None

### Impact

- 5.

Communication/Consultation	Measures were subject to consultation with public and key stakeholders
Community Safety	
Equalities	
Health and Safety	

Human Rights/Legal Implications	Having designated an Air Quality Management Area the council is required to prepare an Action Plan in accordance with the Environment Act 1985
Sustainability	Addressed in the report
Ward-specific impacts	Saffron Walden wards: Audley, Castle and Shire.
Workforce/Workplace	Existing resources

## Situation

1. Air quality monitoring and modelling carried out by the Council has shown that air quality is generally good in the district but at some junctions within Saffron Walden, the national objective for nitrogen dioxide (NO<sub>2</sub>) has not been met in recent years, or has been very slightly below the objective.
2. The junctions of concern are:
  - Thaxted Road/East St /Radwinter Road/Chaters Hill
  - High Street/ George St/Abbey Lane
  - Debden Road/London Road
  - Bridge Street/Castle St
3. The draft action plan contains information on trends since 2003 for emissions of NO<sub>2</sub> and fine particulates, as monitored at the automatic station in Hill Street.
4. Since 2011 the trend has been flat at this location and at other sites across the town where diffusion tubes are used for monitoring levels of NO<sub>2</sub>. Between 2014 and 2015 there was a small increase in NO<sub>2</sub> at all four of the above junctions.
5. Where objectives are not likely to be achieved, the Council is obliged under the Environment Act 1995 to designate the affected area as an Air Quality Management Area (AQMA). The Act then requires an Action Plan to be produced for these designated areas, setting out the actions that the Council intends to take to meet the objectives and to maintain levels below the objective for the life of the plan. The Council last produced an Air Quality Action Plan in 2009 following declaration of three small Air Quality Management Areas (AQMAs) centred on the most congested road junctions in the centre of Saffron Walden. Further monitoring of air quality was subsequently undertaken which revealed a wider area of concern where air quality objectives were not being met, and in 2012 a larger AQMA was declared by the Council covering the central area of the town.

6. The measures proposed in the latest plan are broader than the previous measures. In all 22 measures are proposed, and can be grouped into the following areas :
  - Planning policies to support infrastructure for cycle/pedestrian use and electric vehicle charging
  - Working in partnership with Essex County Council, to identify improvements to congested junctions, and to promote procurement of improved bus services
  - Fleet procurement of low emission vehicles
7. The measures have been set out set out in Table 3 of the plan and expanded upon in the text of the plan. The anticipated outcome of each has been included, how it will be measured, and who is responsible. Broad assessments of the cost, the timescale for implementation and the likely contribution towards reduction of nitrogen dioxide levels if implemented fully have been made.
8. A programme of monitoring to assess the effectiveness of the measures will be undertaken once the action plan has been adopted.
9. The second part of the plan provides information on the health impacts of air pollutants, and the legislative framework driven by health and environmental impacts.
10. The full draft report is attached as Appendix One.

## **Consultation**

11. The consultation period ran from 19 January 2016 to 8 April 2016. In total, 288 responses were received. Respondents were asked to indicate their agreement or disagreement with the 22 proposed measures in the plan and to comment on the coverage of the report in general.
12. The following consultative methods were employed, in all cases the same questions were asked:
  - Targeted invitation to the consultation sent out to statutory consultees and local interest groups.
  - Open public consultation. The survey was promoted on the council's website from 19 January to 8 April via an interactive form using the Snap 11 consultation platform. Paper copies were also distributed to the council's main contact points at the Great Dunmow Library, Thaxted CIC and the CSC in Saffron Walden.
  - The Air Quality Action Plan questions were also included as part of Uttlesford Voices 12, the half yearly consultation questionnaire sent out to members of the Uttlesford Citizens Panel.

13. General promotion was carried out with direct mailings to the members of the Citizens Panel, a press release, exposure via the council's social media channels and prominent home feature promotion on the council's website.
14. In summary the respondents supported the measures, although for some there were also relatively high levels of disapproval registered. The most popular measures were :
- Working with ECC to facilitate the procurement of bus services with integrated timetables, high quality facilities, providing information on public transport through available media and securing improvements to emissions from the bus fleet (measures 13 and 18 combined)
  - Working with operators of fleet vehicles within the town, including UDC, to facilitate the introduction of low emission vehicles (measures 12 and 19)
  - To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses develop plans and to promote those plans (measure 5)
15. The least popular were measures 7-9 which relate to identifying measures to improve capacity at congested junctions and targeting parking enforcement where identified to be an contributing to congestion. Comments reflected concern at the nature of specific measures.
16. Clear differences exist between the public responses and that of the Citizens Panel for measures 7 - 9. The Citizen Panel endorsed these measures whilst the opposite was the case for the public responses.
17. The consultation full report is attached as Appendix 4 to the draft action plan.

## Risk Analysis

6.

Risk	Likelihood	Impact	Mitigating actions
Air pollution levels are not reduced within the 5 year life of the action plan	2 Some risk from availability of budget over the 5 year term	2 Impact will be subject to on going monitoring	The action plan will be kept under review as a working document

1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary.

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.

## **Scrutiny Committee call-in meeting – Air Quality Action Plan (AQAP)**

Officers' comments on the matters to which reference is made in the call-in notice are as follows:

The Council has a legal duty to take action towards meeting their air quality objectives. As part of this process, the Council is required to present the AQAP to DEFRA to comply with these requirements. This is a legal requirement.

DEFRA has been consulted on the current draft AQAP and no comments have been received. DEFRA is expected to scrutinise the AQAP upon its adoption by the Council. Should further amendments be necessary, directions will be given to the Council, and the AQAP will be reviewed in accordance with DEFRA's requirements. Any amendments will be put to Cabinet for approval. Based on our experience and in the absence of any consultation response, amendments to the AQAP are unlikely to be requested.

It should be noted that any proposal to delay the AQAP until after the local plan process is complete is unlikely to be supported by DEFRA. The AQAP should be regarded as independent to the Local Plan process.

Separate to the AQAP, DEFRA will expect that the local plan policies are in place to protect health and wellbeing of UDC residents and will therefore complement the AQAP, travel plan and any other initiatives that improve local air quality.

The Local Plan Policies have been drafted to ensure that development within or affecting AQMAs do not prevent compliance with the national air quality objectives.

It should also be noted that the Local Plan Policies look to integrate the delivery of the existing AQAP within the local plan. Supplementary Planning Technical Guidance will be prepared which will detail those circumstances when air quality assessments are needed, when mitigation is required and what form it must take.

The AQAP cannot apply specific and measureable targets to each measure. It outlines the actions/measures the Council is working towards, including those links with our partners to achieve long term improvements to air quality.

Where possible, specific targets for improvements in air quality will be developed. In accordance with the action plan, there will also be an annual audit of the progress made to ensure that the actions remain valid.

Members should also be aware that throughout the life of the AQAP and in accordance with our statutory obligations, the Council will continue to monitor air quality at a local level to show improvements. We are also required to report to DEFRA on progress to achieve compliance with the national AQ objectives. As part of this report delivery on the actions will need to be demonstrated.

Information supporting the use of SMART targets, or otherwise is provided in response to Cllr Deans specific comments below;

- **Overall the action plan as written is not adequately specific, measureable, attainable, relevant and timely (SMART).**

*S.3 of the AQAP details the proposed actions, intended outcomes and broad timescale period for implementation. In recognition of the members concerns for (SMART) targets, where such targets can be applied, the additional column of the attached table has been populated.*

- **In particular, but not exclusively, item numbers 1, 7 & 8, which will support the delivery of the Local Plan and will have high or medium impacts on air pollution, do not provide enough detail to give the reader confidence that they will support some of the options that may be included in the Local Plan. They are unspecific.**

*It is inappropriate to apply SMART targets for items 1,7 & 8. The targets are intentionally unspecific as the outcomes are not under the control of the Council, requiring a number of deliverables that have no existing timeframe. A further detailed explanation for this is given below:*

- *Item number 1 relates to the development of new policies for adoption by the local plan. Officers are currently drafting these policies and will be included within the Publication of the Local Plan and Pre-Submission Consultatio in accordance with the council's Local Development Scheme.*
- *Items 7 &8 both require ECC involvement to deliver the outcomes proposed. ECC have been consulted. According to statutory guidance ECC are required to engage in the action plan.*



*In respect of item No 7, a decision on relevant junction improvements will depend on Local plan proposals and ultimately whether or not development is sought. It is not necessary to wait and have the local plan policies in place. SMART targets cannot be imposed due to the reliance on ECC delivering the improvements.*

*In accordance to measure 8, ECC have responded to the draft AQAP and have confirmed that signal improvements will be made irrespective of local plan policy. Once again, as there is a reliance for ECC to carry out these works it would be unreasonable to apply SMART targets in respect of this outcome.*

- **The action plan needs to support relevant options that may be chosen for the local plan to allow for the right decisions to be taken on those options. Delaying the formulation of specific actions until after the Local Plan site selection decisions have been taken based on inadequate evidence to support their delivery would be contrary to the ethos of the Local Plan process. Currently the action plan is not timely.**

*The action plan follows a comprehensive consultation exercise. It is also overdue. The proposed measures will support any option proposal determined by the local plan. The Local Plan policies are designed to prevent poor air quality regardless of options proposed. For some key measures SMART targets are not appropriate as the proposed outcome is beyond the control of UDC. Delays to the adoption of the AQAP are not justified.*



No	Measure	Lead responsibility	Outcome indicator	Timescale LT/M/S	Target emissions impact H/M/L	Cost H/M/L	Smart Target Applied Y/N	Reason
1	To develop new policies where needed or transfer existing policies to the new local plan which will seek to minimise the impact of air quality on the health of local communities and the environment	UDC	Policies contained in the Local Plan once adopted. Use of sec 106 funds to implement action plan	S	M	L	N	Policies are currently being drafted by officers and will be contained within the Pre Submission consultation to be agreed by Council on 8 November 2016. Measure and outcomes are subject to Local Plan adoption. As the local plan can be challenged, timely realistic targets are not achievable.
2	To produce a Technical Guidance document for air quality	UDC	Publicly available TG by 2017	S	L	L	Y	Technical Guidance document to be completed Target date - December 2017.
3	To work with ECC to facilitate the provision of new cycle/pedestrian routes and cycle storage, and promote the routes available.	ECC/UDC	Number of new routes provided, increase in no of storage facilities per annum and users of facilities year on year	S-M	L	H	N	Outcomes dependent on priorities & developer contributions, which the plan cannot timescale. ECC obliged to respond to AQAP following adoption. UDC to engage with ECC at this time to review existing provisions and work with ECC on an on-going basis to achieve outcomes.
4	UDC to increase cycle storage on its own land in Saffron Walden where practical to do so.	UDC	Increase in no of storage facilities and users of facilities	S	L	L	Y	To link in with the Travel plan. Engage with property services & apply for funding where appropriate where need has been identified. Feasibility study by March 2019.

5	To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses to develop and promote plans	ECC/UDC	Number of travel plans upgraded, no. of schools and businesses newer than 2015. Reduction in school run and commuter traffic of 5 -10% Percentage of pupils walking or cycling to school.	M	L	L	N	Reliance on joint working and ECC engagement to develop new travel plans. Engagement with ECC & other stakeholders to commence March 2017.
6	To support the extension of phone signal coverage and broadband service to all parts of the district and enable improved superfast broadband.	UDC/ECC	Number of businesses and homes enabled to access superfast broadband by 2019. Increase in no of people regularly working from home	LT	L	L	N	UDC to consider need to subsidise provision of service at 3,500 properties not covered by BT Openreach fibreband programme. Timescale beyond control of UDC.
7	To work with ECC Highways to carry out further work and review to provide a scheme of measures aimed at improving junction capacity within the AQMA identified to be necessary as part of the Local Plan once adopted.	ECC	Junction capacity improvements at the four key junctions identified in the plan Reduction in queue lengths from identified baseline.	LT	H	H	N	Reliant on ECC work programme following approval of the Local Plan and developer contributions once commenced. Timescale beyond control of UDC.
8	To work with ECC to assess whether changes to junction	ECC	Improvements to junctions carried out, improved parking on	M	M	H	N	Reliant on ECC priorities & resources.

	configurations and signal controls, control of parking measures on main routes through the town and access to the centre by HGVs which will demonstrably reduce congestion can be identified and implemented ahead of adoption of the local plan		main routes, restrictions to HGVs. Reduction in queue lengths					There will be a reliance on ECC and North Essex Parking Partnership (NEEP) to be in agreement with any changes. No realistic target date can be applied
9	To support targeted enforcement of parking restrictions where identified to be an issue, on main routes through the town	UDC	No of parking penalty notices issued on main routes	S	L	L	N/Y	To survey compliance with parking restrictions using data collected by North Essex Parking Partnership(NEEP) by October 2017
10	To provide clear informative signage to Swan Meadow car park, new amenities, leisure centre, food stores, Audley End .	UDC	No of new signs provided	S	L	L	Y	To liaise with ECC highways to design and provide appropriate signage on approaches to facilities, by September 2017
11	To review UDC travel plan and review opportunities for a shared travel plan with partner organisations using UDC facilities	UDC	Reviewed UDC TP, shared TP by end of 2017. Reduction in car travel to work as measured by survey & occupied car spaces, reduction in business mileage of 5% pa	S	L	L	Y	Conduct a UDC workplace travel survey – July 2017 Develop revised Travel Plan - Dec 2017) Measure outcome of travel plan (July 2019)

12	To pursue options to install renewable energy technologies at suitable sites within Saffron Walden, to review UDC fleet procurement and implement changes where identified as practicable, and likely emission reductions justify the capital expenditure	UDC	No kW renewable energy within SW, review of fuel usage and type, no of UDC LEVs	S	L	M	Y	To develop working group to consider options – July 2017
13	To encourage ECC to procure bus services with integrated timetables, high quality facilities, and a frequent and reliable service linked to the rail service at Audley End. Information on Public Transport services to be readily available in UDC buildings and via the website.	UDC/ECC	No of new or improved services available, information available in UDC buildings. Increase in bus usage of 5%	S	L	L	Y  Y	Engage with ECC procurement services – March 2017.  Work with in house communications team to promote and provide effective information on public transport services at UDC access points and website, linked to ECC information, by October 2017
14	To identify opportunities to raise public awareness of air quality issues through education initiatives and publicity campaigns	UDC	No of campaigns, target one per annum.	S	L	L	Y	To deliver a targeted campaign to schools & the general public to coincide with National Clean Air Day , scheduled for March 2017

15	To provide advice and raise awareness of car sharing and associated database software available to employers	UDC	No of new car sharing schemes set up, target one per annum. Reduction of 1-5% of private car commuter journeys	S	L	L	N	Scheme uptake outside control of UDC. However, district wide promotion of schemes to take place on an annual basis linked to measure 14.
16	To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards	UDC	Review of charging policy	S	L	L	Y	To carry out a feasibility study of permit style scheme by March 2020
17	To engage with the Uttlesford licensed operators' forum with the aim of introducing emission controls for licensed taxis operating within Saffron Walden	UDC	Review of licensing policy	S	L	L	Y	To be linked to annual review of taxi licensing policy. Feasibility determined by March 2017
18	To encourage ECC to set emission standards for new and existing buses under contract operating within SW	ECC	Review of contractual arrangements	S	L	L	N	Discussions with ECC to achieve outcome by December 2017
19	To work with the operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles	UDC	No of LEV fleet vehicles on town road network	M	L	M	N	Reliance on engagement with fleet operators to achieve outcome. Discussions with largest fleet operators by December 2018
20	Provide electric charging points on UDC owned parking	UDC	No of points installed per annum, target 4	M	L	M	Y	Feasibility study to be carried out in conjunction with point

	spaces in the town where practical and economically feasible to do so, and encourage the provision of points at suitable privately owned sites							operators , by March 2019
21	To work with ECC on introducing delivery time restrictions to High Street SW	ECC	Restrictions in place, reductions in HGV parking	S	L	L	N	Reliance on ECC to deliver outcome, discussions to be held by December 2017
22	To carry out additional monitoring of NO2 within Saffron Walden and review need for real time data	UDC	Provision of localised data for incorporation into air quality modelling	S	L	L	Y	April 2017 depending on successful capital funding bid



**Committee: Scrutiny**

**Agenda Item**

**Date: 4 October 2016**

**2**

**Title: Call– in of a Cabinet decision – Air Quality  
Action Plan**

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## **Summary**

The decision made at Cabinet on 15 September 2016, Item 16 Air Quality Action Plan has been called in by Councillor Dean, the Chairman of the Scrutiny Committee for the following reasons.

- Overall the action plan as written is not adequately specific, measureable, attainable, relevant and timely (SMART).
- In particular, but not exclusively, item numbers 1, 7 & 8, which will support the delivery of the Local Plan and will have high or medium impacts on air pollution, do not provide enough detail to give the reader confidence that they will support some of the options that may be included in the Local Plan. They are unspecific.
- The action plan needs to support relevant options that may be chosen for the local plan to allow for the right decisions to be taken on those options. Delaying the formulation of specific actions until after the Local Plan site selection decisions have been taken based on inadequate evidence to support their delivery would be contrary to the ethos of the Local Plan process. Currently the action plan is not timely.

## **Recommendation**

The Scrutiny Committee is asked to consider the decision and decide whether to

1. Refer it back to the decision making body for reconsideration.
2. Refer the matter to Full Council.
3. Not to refer the decision and allow the original decision to stand.



## **Air Quality Action Plan**

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# SAFFRON WALDEN AIR QUALITY MANAGEMENT AREA

## ACTION PLAN 2016

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### Executive Summary

The Environment Act 1995 requires all Local Authorities to review air quality within their districts. If any air quality objective set out in regulations under the Act is not likely to be achieved then the local authority must designate the affected area as an Air Quality Management Area (AQMA). The Act then requires an Action Plan to be produced for these designated areas, setting out the actions that the Council intends to take to meet the objectives and to maintain levels below the objective for the life of the plan.

Air quality monitoring and modelling carried out by the Uttlesford District Council (UDC) indicates that air quality is generally good in the district but at some junctions within the main town, Saffron Walden, the objective for nitrogen dioxide (NO<sub>2</sub>) has not been met in recent years or has been very slightly below the objective.

The Council last produced an Air Quality Action Plan in 2009 following declaration of three small AQMAs centred on the most congested road junctions in the centre of Saffron Walden. Further monitoring of air quality was subsequently undertaken which revealed a wider area of concern, and in 2012 a larger AQMA was declared by the Council covering the central area of the town.

In the absence of significant industrial emissions, the main source of air pollution within Saffron Walden is transport, in particular congested traffic, and heavy goods vehicles. The proposed actions therefore focus on improving transport infrastructure, encouraging residents and businesses in the town to reduce car use or switch to non-car travel, and encouraging the uptake of low emission vehicles. Whilst the actions are designed to improve air quality within the Saffron Walden AQMA to meet legal requirements, they will also benefit the wider district.

This Action Plan has been the subject of a period of statutory consultation before the final plan has been submitted for adoption.

An annual audit of the plan will be undertaken to assess progress of implementing the measures and to ensure the proposed actions remain appropriate. An annual review of progress will be also be reported as part of the Local Air Quality Management reporting process set by Defra.

For further information concerning this report, please contact:

Environmental Health, Uttlesford District Council  
Tel: 01799 510510  
Email: [environmentalhealth@uttlesford.gov.uk](mailto:environmentalhealth@uttlesford.gov.uk)

## Part 1 Proposed Measures

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### 1. Introduction

#### 1.1 Purpose of the Action Plan

Uttlesford District Council is committed to improving air quality, and consequently the quality of life of both residents and visitors, in areas where poor air quality has been identified. Polluted air has the potential to impact on people's health, the economy and the environment. In Uttlesford it is associated with congested roads.

This local Air Quality Action Plan (AQAP) has been developed under the Local Air Quality Management review and assessment regime as set out in the Environment Act 1995. If the review and assessment process indicates that a national air quality objective (as detailed below) is unlikely to be achieved, the Local Authority must designate an area where this occurs as an Air Quality Management Area (AQMA). Following the declaration process, the Act requires that the authority develops an Air Quality Action Plan setting out a range of local measures which the authority intends to take with the aim of improving air quality to a level to where it is no longer likely to exceed the relevant objective.

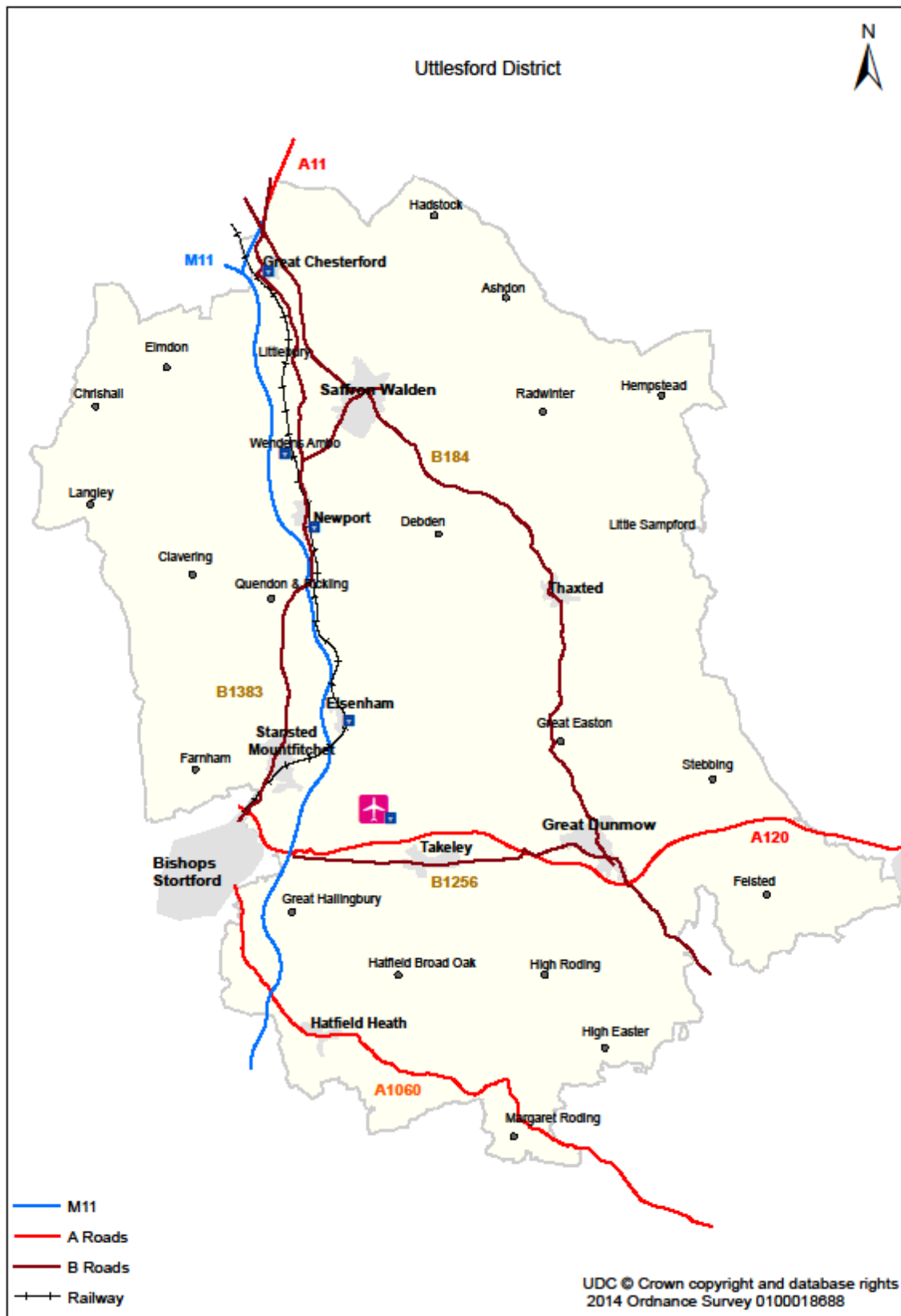
Before the plan can be adopted it must be subject to consultation with key stakeholders as outlined in Local Air Quality Management Policy Guidance LAQM.PG(16)[1] and must also be appraised and accepted by the Secretary of State as being suitable for purpose. A key objective will be to work in partnership with the highways authority, Essex County Council (ECC).

Uttlesford is a largely rural district in the western part of Essex. The largest towns are Saffron Walden in the north and Great Dunmow in the south of the district. Both are growing, although the largest new settlements are located in and around Great Dunmow. The M11 and A120 run through the district and Stansted Airport is located in the south west of the district.

The Council monitors air quality throughout the district, specifically levels of NO<sub>2</sub>, fine particulates (pm<sub>10</sub> and pm<sub>2.5</sub>), ozone close to the National Trust Hatfield Forest, and hydrocarbons close to Stansted Airport. Particulate matter (pm) is fractionated into pm<sub>10</sub> which includes all particles smaller than 10 microns (including pm<sub>2.5</sub>) and pm<sub>2.5</sub>, comprising all particles smaller than 2.5 microns. One micron is 1000<sup>th</sup> of a millimetre.

Saffron Walden town centre has consistently shown the highest levels of air pollutants, along with areas very close to the M11, where the nearest dwellings are sufficiently distant for pollution to fall to acceptable levels. Levels have been well below objective levels in other towns and villages.

Figure 1: Uttlesford District



UDC last produced an action plan in 2009 following declaration of three small AQMAs centred around junctions in the centre of Saffron Walden where air quality objectives were not being achieved. Since then a further junction suffered raised levels and rather than declare a fourth small AQMA, the Council decided to revoke the three existing AQMAs and declare a large AQMA encompassing the previous and new areas of concern. This Action Plan replaces the 2009 Action Plan and covers the new AQMA.

## 1.2 Recent trends in air quality within Saffron Walden

UDC currently monitors air quality using passive diffusion tubes and automatic monitors. Monitoring for NO<sub>2</sub> has been undertaken in the central part of Saffron Walden since 1993 using diffusion tubes, and an automatic analyser located in Hill Street. Three diffusion tubes are located adjacent to the analyser for tube calibration purposes.

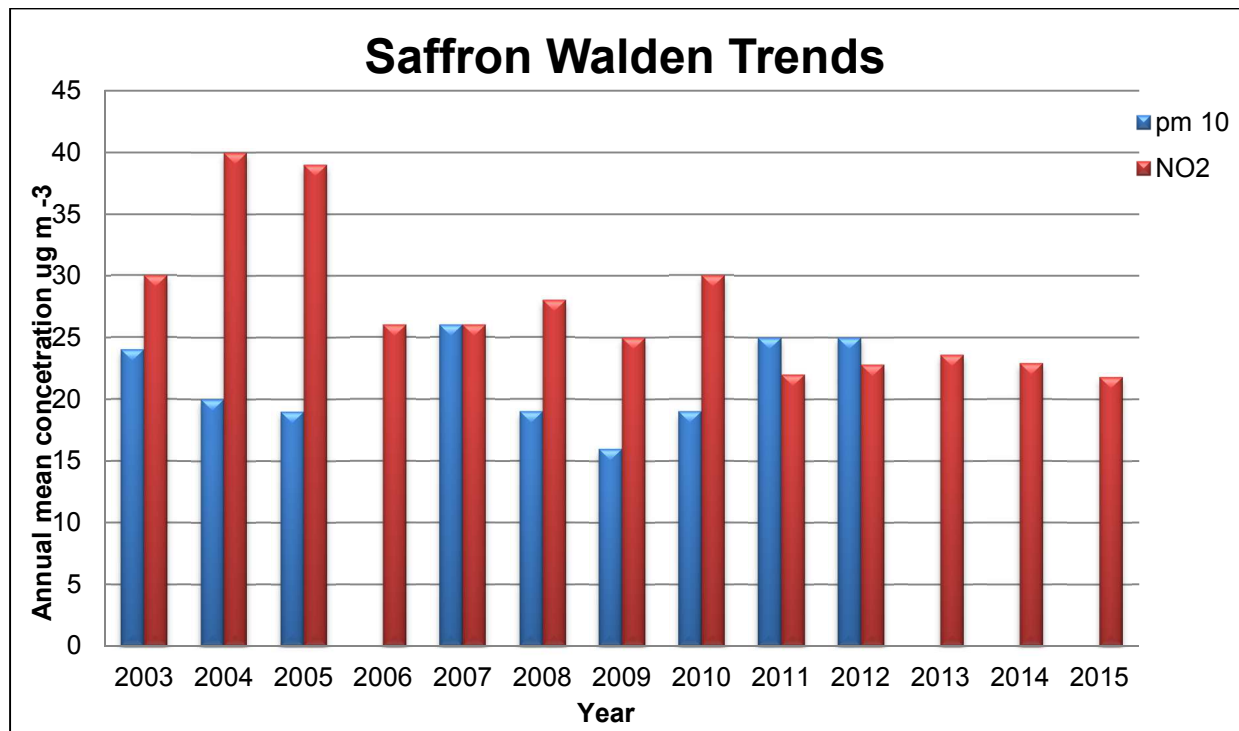
Initially levels in Saffron Walden were above the annual mean objective but in line with national trends related to the introduction for improved engine emissions, levels dropped below the objective. In 2007 this trend began to reverse, most likely due to increases in traffic and congestion. The levels monitored in Saffron Walden since 2008 are set out in Appendix 3. Results shows that levels of NO<sub>2</sub> reduced slightly at some junctions from 2013-14 but increased from 2014-15. Some fluctuation is due to the effect of weather conditions, and the trend at the automatic monitoring station in Hill Street has been for levels to remain flat. Levels of pm10 have also remained relatively flat since 2011. Measurement of the finer particulates, pm 2.5, replaced pm10 monitoring throughout 2014 due to the increasing evidence on health impacts due specifically to fine particulates .

Figure 2 shows the trends at the monitoring station in Saffron Walden since 2003, indicating no significant reduction in concentrations of NO<sub>2</sub> between 2007 and 2015, consistent with The Department of Environment, Food and Rural Affairs ( Defra) conclusions on long term trends for NO<sub>2</sub>. Defra have stated that 2010 was an unusually high year for NO<sub>2</sub> and that concentrations have stabilised with little to no reduction at urban roadside and background sites up to 2013.

The reason for this is not fully understood, but it is thought to be related to the actual performance of vehicles when compared with calculations based on Euro standards to regulate emissions from vehicles. Emission standards [2] are set for vehicle types by the European Commission, and emissions from light vehicles have not reduced substantially up to and including Euro 5 standard (2009).



**Figure 2: Trends in emissions in Saffron Walden based on Hill Street automatic monitor (NB: pm10 not monitored in Saffron Walden after 2012)**



The long term trend nationally is assumed to be level until the impact on air quality of the introduction of new vehicles on the road complying with the more stringent Euro 6/VI standards from 2014 onwards becomes available. Euro 6 standards apply to light duty vehicles and Euro VI to heavy duty vehicles.

There is currently uncertainty on the predicted impact due to a lack of data from real world emission testing . Studies have shown that Euro 6 vehicles have failed to deliver the expected emission reductions during on road driving conditions than under laboratory testing conditions. Some have been found to emit more NO<sub>2</sub> than some HGV's, and manufacturer data has been found to be flawed. A new EU testing procedure to better reflect on road driving conditions rather than current lab tests is being considered for new models by 2017 and all new vehicles by 2019. As the proportion of vehicles built under the standard increases within the fleet makeup, roadside emissions are expected to improve, provided vehicles on the road incorporate and maintain the emission reduction technology provided with the vehicle.

Aside from the discrepancy with emission standards, another factor has been the increase in proportion of cars and light duty vehicles with diesel engines, which in recent years has represented just over half of new car sales, with a trend towards large, powerful turbocharged engines which allow rapid acceleration. Fuel efficiency is greater for diesel than petrol and proportionately less CO<sub>2</sub> is emitted, assisting with reducing man made causes of the impacts on climate change, and fiscal incentives were introduced by the government to encourage diesel usage due to this. However diesel fuel produces four more times NO<sub>2</sub> and up to 30 times more particulates than petrol. Catalytic converters on diesel engines help to reduce

particulate matter released but increase the ratio of nitrous oxides from the combustion process converted into nitrogen dioxide. The proportion of primary nitrogen dioxide emitted from vehicles, has therefore increased over recent years. Catalytic converters only function once the engine is at high temperature, and will have little impact on emissions where a large proportion of the vehicles on the roads are making short journeys from cold, at low speeds.

As a rural area, car ownership and use within Uttlesford is relatively high [3]. Fewer households in Uttlesford do not own a vehicle than any other Essex district, and more households own 2, 3, or 4 than any other Essex district. Saffron Walden is located in a relatively affluent area compared to the UK as a whole, and the introduction of new vehicles meeting Euro 6 standards can be expected to be at a greater rate than the national average. However, the growth of Saffron Walden and surrounding areas will lead to increased traffic using local roads, and improvements in emission quality of new vehicles may be insufficient to adequately mitigate against increases in the levels of harmful pollutants emitted by the overall traffic fleet without additional action.

### 1.3 Background levels of NO<sub>2</sub>

Exposure to air pollutants is not entirely due to local sources. The monitored level of NO<sub>2</sub> is made up of a combination of the background level and the traffic emissions at the locality. The background level is made up of generic sources of emissions such as main roads, industrial point sources and residential and commercial heating appliances. Comparison of the monitored level with the background level shows the impact of vehicle emissions within the AQMA. Defra provide a mapping database producing estimates of background emission concentrations on 1km x 1km grid square basis, related to the national network of emission monitoring. Background levels within the AQMA are monitored by the Gibson Close diffusion tube, and levels here have always been well below the objective. The results in Gibson Close can be used to verify the Defra figure in the grid square relevant for Gibson Close (High Street locality) and adjust the figure for other grid squares. London Road and Thaxted Road are outside the grid square relating to Gibson Close and a value using the Defra grid square has been used, as recommended in Defra Technical Guidance TG(16)[4].

Background levels for NO<sub>2</sub> are expected to reduce gradually due to improvements in overall emissions from all sources, not solely motor vehicles.

Table 1 shows the background levels in 2012, as this is the year from which monitored data has been used to determine reductions needed to meet the objective.

**Table 1: Background levels of NO<sub>2</sub> in AQMA**

Grid square	Junction	Defra value 2012 (µg m <sup>-3</sup> )	Monitored or adjusted value (µg m <sup>-3</sup> )
553500 238500	Bridge St/Castle St	13.7	15.7
553500 237500	London Rd/Debden Rd	13.4	15.7

554500 238500	Thaxted Rd /Radwinter Rd	15.8	15.8
553500 238500	High Street/George Street	13.7	15.7

## 1.4 Defining the AQMA

In 2007, AQMAs were declared in three small areas centred on junctions where the breach of the objective had been identified by diffusion tubes. In 2008 additional tubes were placed in the central area and a further junction of concern was identified over subsequent years.

Revocation of the three small AQMAs was approved by UDC Cabinet in May 2012 and the larger Saffron Walden AQMA was declared in September 2012. The geographical extent of the new AQMA is a circle of 1400m diameter centred on TL 53950 38300, Elm Grove, in the town centre.

A map showing the location of the AQMA is shown in Figure 3.

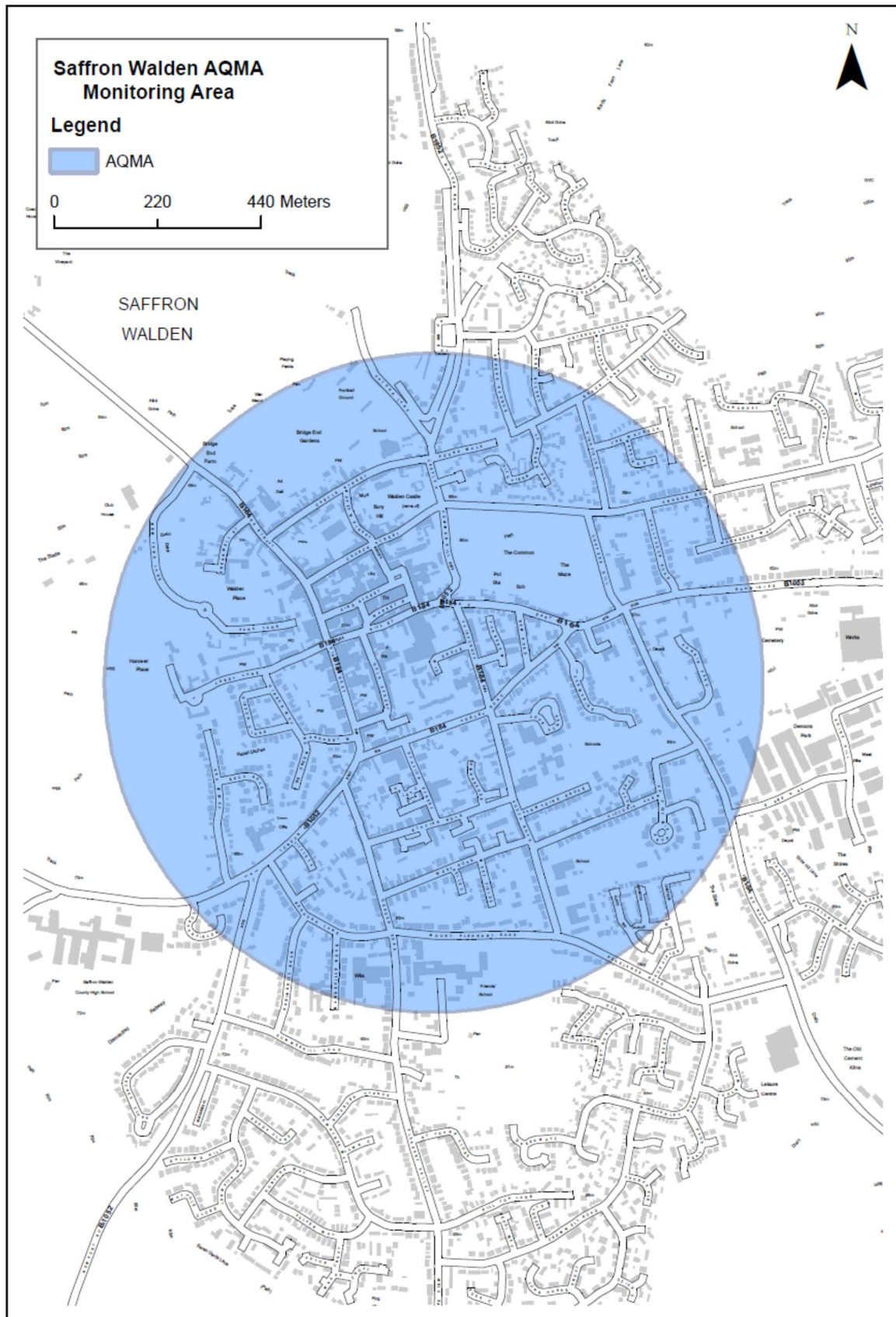
In common with many market towns, access to Saffron Walden from surrounding areas and within the town is largely dependent on the private car. Elevated emissions are associated with high volumes of slow moving traffic, when engines are operating inefficiently, exacerbated if vehicles are undertaking short journeys before the engine has had time to warm fully. The topography of Saffron Walden is such that the centre is low lying in relation to the outer areas, which reduces the amount of dispersion of emissions by air flow. A major factor is also the layout of buildings in the historic centre. Tall buildings on both sides of narrow streets lead to recirculation of air flow that can trap pollutants, resulting in reduced dispersion and elevated concentrations. Many residential properties are located close to the roadside and consequently to vehicle emissions.

Traffic queues build at the major junctions predominantly during the morning and late afternoon peak travel periods for school and commuter journeys. Exceedances of the national objective for NO<sub>2</sub> have occurred over recent years at or close to the following junctions within the AQMA:

1. Thaxted Road/East St /Radwinter Road/Chaters Hill
2. High Street/ George St/Abbey Lane
3. Debden Road/London Road
4. Bridge Street/Castle St

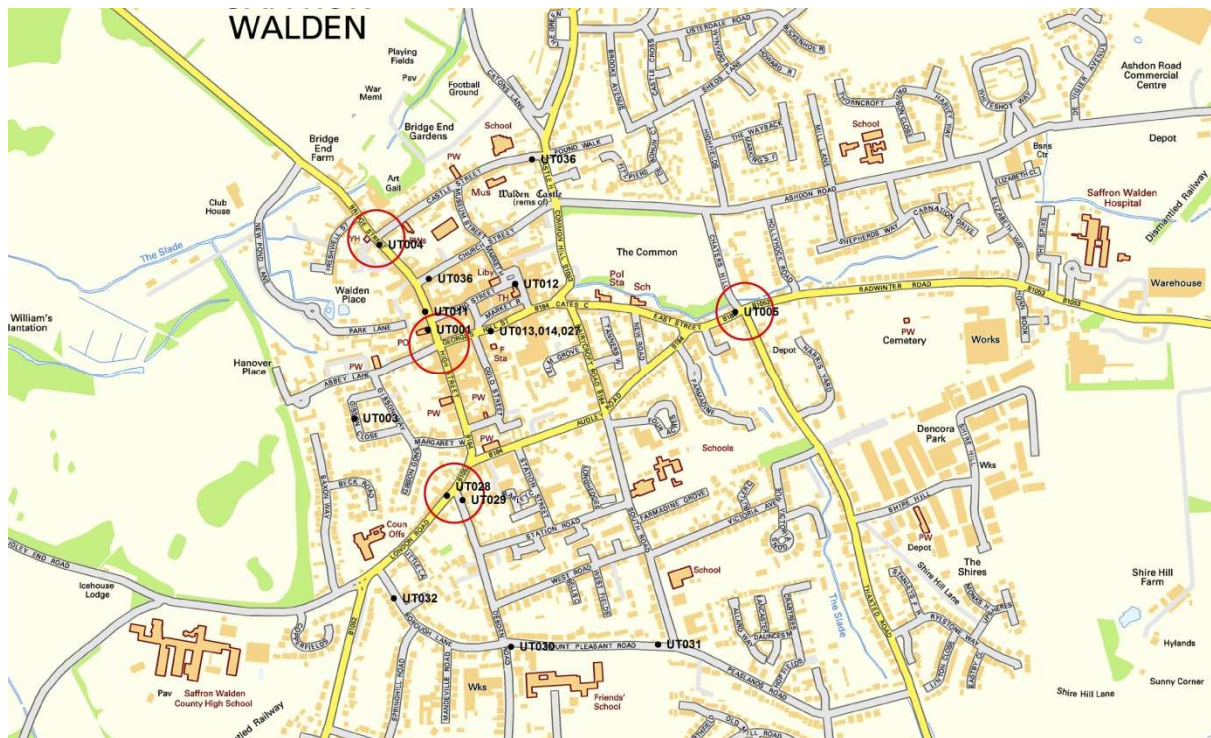
The location of the four junctions is shown in Figure 4 together with the diffusion tube sites. Where possible, tubes are attached to the façade of residential properties to measure levels where exposure to pollutants is greatest. Where this is not possible, levels of NO<sub>2</sub> at the nearest dwelling are calculated using drop off with distance from the tube in accordance with Defra guidance. Diffusion tubes have a 25% margin of error, therefore an annual mean at the nearest dwelling of more than 32µg/m<sup>3</sup> is regarded as not meeting the objective level.

Figure 3 Map of AQMA Boundary





**Figure 4 Diffusion tube sites and location of exceedances**



The Radwinter Road junction with Thaxted Road is controlled by traffic lights, and is used by traffic entering the town from the villages to the east of Saffron Walden and from the town of Haverhill. Traffic from the south will include journeys from Thaxted accessing the town centre and the edge of town supermarket on Radwinter Road. Residential accommodation is located close to the road side on three out of four arms of the junction.

The High Street/George St/Abbey Lane junction is controlled by traffic lights. Traffic on the north and south arms of the junction is often delayed during the working day by delivery vehicles at commercial premises on either side of the junction. Consequent queues build up on the southern approach to impact on the mini-roundabout controlled junction at Debden Road and London Road. At other times, notably during the school run and commuter hours, weight of traffic causes the junction to exceed capacity.

The Castle Street and Bridge Street junction is used by traffic entering the town from the north, which often results in queues building to the north and south of the junction to allow vehicles to negotiate the narrowing of the road at this point. A weight restriction applies to this route, and HGV's need to use the south west access route via Newport Road to enter the town from this direction. Residential accommodation is located on all sides of the junction close to the road at road level, and some commercial units to the south of the junction in the High Street have residential units at first floor level.

## 2. Action Plan proposals

### 2.1 Key Objectives

1. To outline the actions which can be taken by UDC and partner organisations to work towards reducing NO<sub>2</sub> levels within the declared AQMA as early as possible to ensure National Air Quality Objectives are not exceeded at relevant receptor locations.
2. The actions taken must avoid causing displacement of emissions from one hotspot to another such that there is the potential for new exceedances at other locations.
3. The actions taken must include measures designed to reduce emissions from vehicles generally and also seek to contribute to a reduction of CO<sub>2</sub> emissions into the atmosphere for climate change mitigation purposes.

Indicators will be set to assess progress of implementation of the measures identified where they can be assessed quantitatively, with regard to the impact on NO<sub>2</sub> levels. Evidence that all the options have been considered on grounds of cost-effectiveness and feasibility will be provided as part of that process.

### 2.2 Policy measures

#### National Planning Policy and Guidance

The National Planning Policy Framework (NPPF) [5] produced in March 2012 guides local strategic planning and sets out the government's approach to planning. Central to the approach is sustainable development including focusing significant development in locations which are or can be made sustainable, ensuring design gives priority to pedestrian and cycle travel and providing infrastructure necessary to support low emission travel choices.

The framework suggests significant development should be accompanied by Travel Plans for residents and supporting those for new businesses, and car parking restrained to encourage other modes of transport to become quicker and more convenient.

Planning decisions should ensure that any new development in an AQMA is consistent with the local air quality action plan. Specific to Air Quality, paragraph 124 provides that "*Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.*"

National Planning Practice Guidance [6] has since been published which provides guiding principles on how planning can take account of the impact of new development on air quality. The guidance advises that the Local Plan may need to consider: *“ways in which new development would be appropriate in locations where air quality is or likely to be a concern and not give rise to unacceptable risks from pollution. This could be through, for example, identifying measures for offsetting the impact on air quality arising from new development including supporting measures in an air quality action plan or low emissions strategy where applicable.”*

## **Uttlesford Local Plan**

Planning and development control plays an important role in minimising the potential detrimental impacts that new developments may have on local air quality. Air quality is taken into account during the planning process, and the potential impact of major developments on the AQMA is a material consideration, ensuring that all practicable mitigation measures are implemented where necessary and appropriate.

The commitment of UDC to protecting occupants of residential accommodation from long term exposure to poor air quality is reflected in planning policies within the Local Plan, which set out a number of general development control criteria. The current Local Plan was adopted in January 2005 and includes the following policies relating to air quality:

Policy ENV 13 – *“Development that would involve users being exposed on an extended long-term basis to poor air quality outdoors near ground level will not be permitted.*

Policy GEN 1 provides that development will only be permitted if *“development encourages movement by means other than by driving a car”*

Policy GEN6 requires development to make provision for the required supporting infrastructure, including transport provision. Developers may be required to provide a financial contribution towards:

- junction improvements
- provision of cycle/footways
- public transport
- infrastructure to facilitate low emission vehicles
- additional monitoring of air quality
- parking schemes to reduce road congestion.

At present contributions are sought for air quality purposes using section 106 agreements for individual developments. The appropriateness of using the Community Infrastructure Levy approach will be reviewed as part of the new Local Plan development process. Following withdrawal of the emerging Local Plan in January 2015, the new local plan currently has a target for adoption by 2017. With regard to housing supply, the current Local Plan is not considered up-to-date and in such instances the NPPF takes precedence. A revision of the strategic housing assessment has identified that about 4600 new homes will need to be distributed across the district up to 2033, which will inform the extent of growth in Saffron

Walden in future years. In the meantime development of a revised local plan presents an opportunity to adopt policies which support sustainable transport and reduced car use. Current planning policies will be replaced and new policies developed before finalisation of the plan.

To support improved air quality, the revised policies need to ensure that:

- air quality is a material consideration for development likely to produce vehicle trips which will disperse through the AQMA junctions and associated road links or increase the number of people exposed to emissions above the air quality objectives
- applications meeting defined criteria in terms of additional traffic generation are supported by an Air Quality Assessment providing detailed analysis of the level of additional traffic and emissions, taking account of the cumulative impact of the development on recently completed or committed development
- where an application cannot be refused on air quality grounds, conditions are applied to require mitigation measures appropriate to the scale of development, or where onsite measures have been exhausted, planning obligations sought to support mitigation outside the control of the developer. Consideration will be given to setting a value to the level of mitigation necessary by utilising Defra guidance which provides a formula to calculate the emissions resulting from a development, or change of development use, and produces a cost for mitigation measures. The calculation is based on the estimated additional trip rates over a given distance generated by the development, the emissions over 5 years for pollutants of concern and the resultant damage to health
- residential, and commercial development where appropriate, is sited within comfortable walking and cycling distance of amenities and where it can be linked to services and facilities by a range of transport options
- energy efficiency measures and the use of renewable sources of energy will be adopted in the construction of new builds to reduce emissions from heating systems, which contribute to local air pollutant emissions
- development and transport planning is co-ordinated to reduce the need to travel by car, and increase public transport use, cycling and walking

The revised planning policies developed under the new Local Plan will be broadly consistent with the provisions of the NPPF.

Travel Plans are currently expected to accompany major new developments sites, with clear proposals for reducing travel to and from the site by car. The plans would be expected to contain a series of initiatives to encourage the uptake of low emission fuels and technology, and local journeys being carried out on foot or by cycling, also to raise awareness of the benefits of reducing car travel. For example information should be provided on public transport, and car sharing schemes, and vouchers can



be made available to new occupiers towards bike purchase or bus travel. Plans would be required to be communicated to respective occupiers and updated regularly. Travel plan monitoring fees can be secured through planning obligations, to support monitoring of traffic generated by the development and identify new initiatives if necessary.

Under Local Plan 2005 access policies and following NPPF requirements, infrastructure to support use of sustainable modes of transport has been provided at recent new developments, and opportunities to set higher standards and more extensive provision will be expected to facilitate the outcome of travel plans. Larger developments may need to include bus stops where appropriate, and every new home to be provided with a charge point for plug in vehicles and safe storage for bicycles, or in communal areas where not feasible. For smaller developments, a sustainable travel statement would be expected, including provision of infrastructure commensurate with the size of the development.

Where new commercial development is approved, new businesses would be expected to produce travel plans for their staff to encourage alternative methods to car travel of reaching the workplace.

Currently guidance is provided to developers on a case by case basis. An air quality Technical Guidance Note adopted by the Council can be made available to developers to provide clarity to the planning process in relation to air quality. It would set out requirements for the district as a whole, setting out minimum information required for an air quality assessment, including acceptable modelling inputs and criteria for assessing the significance of the impact. Reference can also be made to mitigation strategies which will be expected by UDC, and provision for financial contributions.

**Proposed action 1:** to develop new policies where needed or transfer existing policies to the new local plan which will seek to minimise the impact of air quality on the health of local communities and the environment

**Proposed action 2:** to produce a publicly available planning guidance document for air quality

The now withdrawn draft local plan identified three areas of land in Saffron Walden for development in addition to existing local plan sites. A proportion of these sites have been granted planning consent since declaration of the AQMA and mitigation of the effects on air quality will be provided where appropriate, either through conditions or through the use of planning obligations where measures provided are beyond the control of the developer. Table 2 shows the details of the most recent applications and the measures secured.

**Table 2: Recent planning applications with developer contributions and/or planning conditions relevant to air quality**

Planning Application	Section 106 agreement	Conditions relevant to air quality
<p>UTT/0400/09/OP:130 dwellings and B1 employment land Ashdon Road</p> <p style="text-align: center;">+</p> <p>UTT/0407/09/OP 15 dwellings off Little Walden Road</p> <p>Completed 2015</p>	<p>£250,000 held for 10 years by ECC towards Thaxted Rd/Radwinter Rd junction improvements or such other cycle/highway works as deemed necessary in the vicinity of the land £3000 to monitor travel plan</p>	<p>Cycle parking, transport information packs, residential and business travel plans,</p>
<p>UTT/13/1981/OP 60 bed care home +</p> <p>UTT/13/3406/FUL 52 dwellings</p> <p>Both at Radwinter Road</p> <p>Incomplete mid 2016</p>	<p>£3000 x 2 towards Saffron Walden to Audley End cycle path</p>	
<p>UTT/13/3467/OP 230 dwellings + B1 office space + extra care housing or 200 dwellings + B1 office space + extra care housing + primary school</p> <p>Land off Radwinter Road</p> <p>Incomplete mid 2016</p>	<p>£5000 towards Ashdon Road parking scheme or other such scheme as deemed necessary. Bus service into the development, capacity enhancements at London Rd/Borough Lane and Newport Rd/Audley Rd junctions. £473,000 towards highway mitigation works £26,290 towards cycle link between Monks Hill and the school and Tesco site on Radwinter Road, £3000 to monitor travel plans, £112,700 towards cycle link to Audley End</p>	<p>Transport information packs, residential and business travel plans. One of the key mitigation measures for this development was a link road between Thaxted Rd and Radwinter Rd which is subject to review since withdrawal of the local plan. No alternative measures are currently planned. (see para 3.4)</p>
<p>UTT/13/2423/FUL Builders merchant, B1 employment land, commercial units including retail, hotel, and 167 dwellings. Land off Ashdon Road</p> <p>Incomplete mid 2016</p>	<p>Residential and business travel plans, bus service enhancements, contributions to parking scheme on Ashdon Road, cycle link to Audley End and town centre junction enhancements</p>	<p>Cycle link onto Ashdon Rd, electric vehicle charging points, pedestrian and cycle signage to town centre and Audley End</p>

UTT/13/0268/FUL Retail warehouse units, garden centre, a discount food store, café. Land off Thaxted Rd. Partially complete mid 2016	£3000 to monitor travel plan	Cycle/pedestrian link to Thaxted Rd, cycle parking
UTT/14/2003/FUL Thaxted Road Flats/offices/shops. Incomplete mid 2016		Travel Pack, cycle parking
UTT/15/3768/FUL Lime Avenue. 31 dwellings Incomplete mid 2016		Cycle storage and parking, foot/cycle path

## Essex Local Transport Plan

The Essex LTP3 [4] sets out the highway authority's strategy for transport from 2011 until 2026 and commits ECC to the following policies which will benefit air quality by reducing congestion and improving traffic flow:

- supporting and encouraging the use of low carbon travel, focussing on journeys to school and work
- enabling greater travel choice by improving public transport and facilities for alternative modes of transport to car travel
- examining opportunities to introduce electric vehicles and alternative fuels
- assisting travel planning for new developments to encourage walking and cycling
- ensuring new developments provide safe, attractive and convenient routes for walking and cycling to everyday amenities
- ensuring all schools have active travel plans
- facilitating better broadband coverage to encourage home working
- ensuring the road network operates efficiently including minimising disruption from roadworks
- adopting measures to reduce emissions from the ECC fleet vehicles
- ensuring HGV's follow the most appropriate routes

Schools in Saffron Walden attract a large number of car and bus journeys, many travelling through the AQMA, and a reduction in the volume of school related traffic at peak hours will benefit congestion and air quality. Many of the buses used for school travel are aged diesel vehicles with a disproportionately high contribution to harmful emissions. The LTP commits to working with education providers to improve access to schools by promoting walking and cycling, and to encouraging schools to update their existing travel plans on a regular basis, with the aim of using their own resources to achieve measurable reductions in car journeys by staff, parents and pupils. Provision of "walking buses", and identifying suitable drop off points were suggested through the public consultation. Where new educational facilities are to be provided in association with residential development, ECC will assist in the development of travel plans, and provide cycle storage facilities and footpaths as

necessary on land in their control to assist access to the facility. Provision of cycle/footpath links from new developments to new or existing schools will be supported by ECC. The public consultation identified a need for new pedestrian crossings on the busiest routes within the town, for new and existing crossings to be reviewed for safety, and for new routes to be well designed. Resources would need to be made available by UDC to ensure effective support is provided to ECC to deliver identified measures.

The LTP commits to helping businesses to develop Travel Plans. Larger employers, including UDC and ECC are in a strong position to influence the timing and methods by which their employees travel to work. Car sharing schemes, flexible and home working, encouraging and subsidising the use of public transport, with incentives for walking or cycling to work, are all ways in which congestion at peak periods can be reduced. The impact of journeys carried out for work purposes can be reduced by rewarding car sharing and providing financial incentives for choosing low emission vehicles.

Increasing the number of walking and cycling journeys to access school, workplaces or amenities would have wider benefits for an individual's health and wellbeing associated with increased activity, notably a reduction in obesity and cardio vascular disease. Reducing the number of short car journeys, which have a disproportionate negative impact on air quality in the town, would also have wider public health benefits such as improved pedestrian safety and reduced noise from traffic.

Under the LTP objective of improving and increasing amounts of cycling, ECC produced a Cycling Strategy for Uttlesford in 2014 [8]. Included in the strategy are proposals for appropriate cycling infrastructure and the development of off road routes in and around Saffron Walden. On some routes, the narrow width of historic streets within the town constricts the space available for cyclists. Cyclist training for all ages may increase the appeal and safety of using the facilities provided.

One of the first dedicated routes to be developed is the route to the closest train station to Saffron Walden, Audley End in the village of Wendens Ambo, about 2.5 miles away from the town centre. In order to encourage more cyclists along the route, particularly rail users, a route along Wenden Road designed in consultation with local stakeholders has recently been provided. A significant increase in the use of cycling to access rail services would assist in reducing congestion in Saffron Walden.

ECC have committed to further develop cycle links, including protected off road paths through the town by utilising existing footways, and to make the existing road network safer and more attractive for cyclists. Good signage to cycle ways including direction markers will assist in making the routes easy and enjoyable to use. The public consultation supported improvements, and suggested some one way streets could incorporate a two way lane for cyclists.

A continuous route under consideration in the longer term is the feasibility of a route to link the town to Cambridge, by connecting to Cambridge County Council's cycle network, with possible funding contributions from Cambridge County Council for the

route northwards from Great Chesterford railway station, which in addition would benefit Cambridgeshire residents.

The LTP commits to providing a residential travel pack to house purchasers, to include information on routes for cycling, footpaths and public transport.

The quality of mobile phone coverage and broadband service in the Saffron Walden area can be a barrier to homeworking amongst the community as a whole. UDC is in a position to support improved coverage by facilitating necessary infrastructure in line with ECC targets.

**Proposed action 3:** To work with ECC to facilitate the provision of new cycle/pedestrian routes and cycle storage, and to promote the routes available.

**Proposed action 4:** To increase cycle storage on UDC land in Saffron Walden where practical to do so.

**Proposed action 5:** To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans and/or to assist individual schools or businesses to develop and promote plans.

**Proposed action 6:** To support the extension of phone signal coverage and broadband service to all parts of the district and enable improved access to superfast broadband.

## 2.3 Traffic Management

Queuing traffic has been identified as the predominant reason why the objective for NO<sub>2</sub> is not being met at key junctions in the town centre. The primary means of lowering NO<sub>2</sub> emissions within the AQMA will therefore be through management of traffic flow to relieve congestion. Traffic management is a function of ECC as highway authority.

In 2012, ECC commissioned consultants Jacobs[9] to undertake a Nitrogen Dioxide Dispersion Modelling Report for which modelling of air quality was carried out to assess the effects of the then emerging UDC Local Plan developments on NO<sub>2</sub> concentrations at four key junctions within the town. The modelled NO<sub>2</sub> levels were adjusted to correct them against measured levels following a method set out in TG(16), and for future predictions a further adjustment was undertaken for Long Term air quality trends (LTT) to take account of emissions not decreasing as expected. Five scenarios of development, opening year and junction improvement mitigation were modelled and for the scenario of full Draft Local Plan development and junction improvements in 2026, using the TG(16) adjustment, no junction modelled showed residential accommodation where there would be exceedances of the annual mean AQO for NO<sub>2</sub>. The LTT adjustment predicted a number of properties would be significantly impacted, the majority associated with the High St/George St junction. As emissions improve with the introduction of Euro 6/VI compliant vehicles, it is likely that after 2015, actual future yearly concentrations

would be expected to fall somewhere between the calculated results for the two methods.

UDC later commissioned Essex Highways to undertake a highways impact assessment (HIA)[10] of the previous draft Local Plan site allocation proposals against highway capacity in key areas. The report found that the potential additional traffic which would result from the proposals could be accommodated by the road network, with infrastructure schemes to increase junction capacity and provision of a road linking Thaxted Road with Radwinter Road, facilitated and part funded by incremental development bounding the road. Comments submitted through the public consultation included significant support for an eastern link road or other by pass, with provision of a fuel station to be considered.

The measures proposed to alter traffic flow at near capacity junctions and sought to avoid increases at other junctions such that exceedances of the AQO may occur.

The impact assessment will need to be reviewed once revised housing allocations emerge, however funding for junction improvements has been secured through developer contributions from consented development as set out in Table 2, and the scope for implementation needs to be explored with ECC in the interim.

The restrictions inherent in the historical road network of Saffron Walden make it unlikely for a solution to be found which would improve the capacity of every junction. The following alterations identified in the HIA are independent of key infrastructure measures in the withdrawn Local Plan:

- One way traffic in Borough Lane (westbound)
- Northbound traffic restriction on Debden Rd from the junction with Borough Lane and Mount Pleasant Rd
- Borough Lane to Newport Rd priority
- Replacement of roundabout at Debden Rd/London Rd junction with priority junction

The latter is one of the four NO<sub>2</sub> hotspot junctions, and reductions to queues resulting from the altered traffic flow would be beneficial to reducing exposure to pollutants of residents close to the junction. There is limited scope for improvements to the remaining three hotspot junctions in the absence of new road space to route through traffic avoiding the centre of the town.

Essex Highways are due to carry out origin and destination surveys for town traffic following recently completed development to update modelling scenarios for traffic management interventions.

In addition to junction improvements, the scope for control of parking needs to be considered on the approaches to some junctions within the AQMA and on some of the main routes through the town where parking reduces the flow of traffic and leads to congestion. One scheme which has been identified is peak hour suspension of the use of a limited number of on street parking bays on the High Street approaches to George Street, to allow traffic to feed through the junction more freely. Enforcement of parking which causes restriction of footpaths should be a priority.

Adequate and clear signage to Swan Meadow car park with information that it serves the town centre, to new amenities, the leisure centre, food stores and Audley End station helps to reduce unnecessary mileage and should be considered when new development is completed or where insufficient signage is identified. Provision of an electric powered shuttle bus from Swan Meadow car park to the market square was suggested under the public consultation, however recent experience of shuttle bus operations during temporary closure of the central multi- storey car park demonstrated it to be not cost effective..

**Proposed action 7:** To work with ECC in carrying out further work and review to provide a scheme of measures aimed at improving junction capacity identified to be necessary as part of the Local Plan once adopted.

**Proposed action 8:** To work with ECC to assess whether changes to junction configurations and signal controls, control of parking measures on main routes through Saffron Walden, and access in to the centre of the town by HGVs, will demonstrably reduce congestion can be identified and implemented ahead of adoption of the Local Plan, to improve traffic flow for existing traffic loads in the town centre and to mitigate against the increased traffic effects of committed development.

**Proposed action 9:** To support targeted enforcement of parking restrictions where identified to be an issue, on main routes through the town centre

Proposed actions 7-9 to were identified as the least popular measures following the public consultation, reflecting concern at the nature of specific measures, although overall more were in favour of the measures than against. There was support for targeted enforcement of existing parking restrictions where roads and junctions were regularly being impeded by stationery vehicles. Any junction alterations will be subject to further consultation, following traffic modelling forming part of the proposal, and actions related to parking will be restricted to improving flow at the four identified junctions . Also suggested was extending the weight restriction for HGV's entering from the north at Bridge Street to include northbound vehicles exiting the town, to reduce use of the High Street, and extending the 20mph limit currently applying to Castle Street to other town centre roads.

**Proposed action 10:** To provide clear informative signage to Swan Meadow car park, new amenities, leisure centre, food stores and Audley End Station.

## 2.4 Corporate action by UDC

UDC commits to reducing its own impact on air quality as a result of its operational activity, and from staff journeys to and from the workplace.

### UDC Travel Plan

The organisation currently has over three hundred employees, based mainly at the offices in Saffron Walden, with a number of smaller sites. The main offices are shared with partner organisations.

In 2012 a Green Travel Plan was produced with the following proposed actions:

- Achieving greater take-up of home working
- Increasing provision of flexible working arrangements
- Encouraging greater use of tele-conferencing facilities
- Increasing provision of bike rack and storage facilities to facilitate more cycling and walking
- Encourage car sharing and allocate dedicated car share bays
- Provide further Green Driving Training
- Supporting production of a green travel plan for the three UDC leisure sites operated by outside contractors

A number of human resource policies are in places which are relevant to travel choices:

- Maintaining a flexi-time system where staff are required to undertake 'core hours' but with flexibility at each end of the day for start and finish times, which could facilitate car sharing
- Home working : over 100 staff are currently enabled to work from home at any one time with the permission of their manager, to reduce the number of staff travelling to and from offices on a daily basis
- A cycling allowance is in place for staff and members to encourage cycling for work purposes
- A staff car share scheme is in place

More recently a salary sacrifice bike purchase scheme has been made available, and an additional 6 secure, covered cycle spaces have been provided at the main offices to encourage cycle usage.

Information on individual's travel choices is made available for staff and the travel plan is promoted to new staff.



An annual audit of the measures within the travel plan will be undertaken to assess progress in achieving the stated outcomes. Staff travel surveys will be carried out every 2 years to understand the impact of travel behaviour within the organisation and inform review when setting objectives, actions and targets for the future life of the plan.

**Proposed action 11:** To continue to review UDC travel plan and review opportunities for a shared travel plan with partner organisations using UDC facilities within the town

## **UDC Fleet and buildings**

UDC operates in the region of 75 fleet vehicles, many of which operate within the town. Refuse collection routes are already scheduled to avoid contributing to peak hour congestion, and opportunities will continue to be explored to further reduce emissions for example through the use of electrically operated bin hoists if proven to be cost effective. Lower operating costs can be achieved by switching fuels, and in the long term, investment in low emission vehicles may be justified by air quality impact when procuring additional or replacement vehicles across the fleet. UDC can lead by example by operating vehicles using non fossil-based, low emission fuel within Saffron Walden and throughout the district.

Opportunities to reduce air pollutant emissions from heating facilities in UDC owned buildings, including its general needs housing stock and sheltered housing schemes within Saffron Walden, will continue to be sought, by ensuring optimum energy efficiency, and using renewable energy sources where practical and cost effective to do so, as part of a wider commitment under the UDC Climate Change Strategy.

**Proposed action 12:** To continue to pursue options to install renewable energy technologies at suitable sites within Saffron Walden, to review UDC fleet procurement and implement changes where identified as practicable, and likely emission reductions justify the capital expenditure.

## **2.5 Bus services**

Public transport has the potential to replace a significant number of car journeys, but can be regarded as slow, inconvenient and unreliable, and the vehicles used for some routes are old, with subsequent higher emissions. A convenient service needs to be maintained to amenities within or close to the town, and to connect to nearby towns and villages. The existing services are operated on routes and at times governed by the commercial interests of the operators. ECC can influence the convenience and experience of bus travel through the contracts it holds with bus companies. Good information on services, easily accessible, good quality vehicles, and responsive timetables can improve the image and experience of bus use.

Where appropriate to do so, infrastructure for bus services will be required at new residential development to enhance the service provided in the town.

A significant increase in the use of public transport would assist in reducing congestion in Saffron Walden, and improvements to the stock would assist in reducing emissions. Action to improve bus services was the most popular measure identified under the public consultation. Suggestions included facilitating co-operation between providers to produce a coherent service and the provision of cycle racks next to key bus stops serving villages.

**Proposed action 13:** to encourage ECC to procure integrated bus services with high quality facilities, and a frequent and reliable service linked to the rail service at Audley End. Information on public transport services will be made readily available in UDC buildings and via the website.

## 2.6 Raising awareness

Inclusion of air quality by Department of Health as an indicator for public health (see section 6.1) is intended to encourage action to improve air quality nationally and to raise awareness of its effects on how well people live at all stages of life. UDC will continue to communicate on air quality proactively with the public in a clear and understandable way, with the aim of influencing behaviour change. Information and education will be provided to the public through UDC community events and publications, focussing on

- the health impacts of emissions and relationship to reduction in respiratory conditions such as asthma from improved air quality
- promotion of health and financial benefits of sustainable travel to businesses and individuals
- encouragement to reduce short journeys within the town
- promote use of cleaner vehicles wherever possible
- choices for non-car travel and reducing car travel

Comprehensive information on air quality and the monitoring carried out by UDC is already provided on the UDC website, with a link to the national real time air pollution levels and forecasting service provided on the Defra operated UK Air website. The link allows those individuals most at risk to the effects of poor air quality to check the national forecast and take action to reduce the effects where required. The UDC website will be updated and reviewed as necessary.

Whilst many new cars are fitted with automatic switch off in queues, buses, HGV's and taxis may be a significant source of emissions from idling vehicles. Anti-idling measures as part of licence conditions could be considered to encourage drivers to switch off engines in queues in the most congested streets where receptors are close to the road, to prevent wasted fuel use and unnecessary emissions. Appropriate signage within the town centre may be needed to support the measures. The public consultation included support for anti-idling measures, also focussing on traffic at school set down and pick up times.

The Roadside Vehicle Emissions (Fixed Penalty) Regulations 2002 permit Local Authorities to take action against drivers who leave their vehicle engines running

unnecessarily when parked, which would be more applicable in streets where loading, unloading or waiting is taking place.

**Proposed action 14:** To identify opportunities to raise public awareness of air quality issues through education initiatives and publicity campaigns

## **Car sharing**

A reduction in car use can be achieved through car sharing, where a passenger usually makes a contribution towards fuel costs. It is often promoted within residential and business travel plans, however there are opportunities for the extent of sharing to be increased. It allows people to benefit from the convenience of car travel, whilst alleviating the associated problems of congestion and parking, and reduces costs of travel for individuals who participate. It also retains the usefulness of car travel for those for whom walking, cycling or public transport may not be an appropriate or viable option. Use of car sharing on just one day per week would contribute to the overall reduction of vehicle usage.

UDC already operates a scheme for sharing lifts, and is in a position to encourage other employers within the town to develop their own car sharing schemes for journeys to the workplace.

**Proposed action 15:** To provide advice and raise awareness of car sharing and associated database software available to employers

## **2.7 Low emission vehicles (LEVs)**

Increasing the proportion of vehicles on the town's road network which are considered to have low emissions is central to improving local air quality. Individuals and fleet operators making the choice to switch from diesel to petrol vehicles will assist in reducing emissions. Electric, hybrid when operated in electric mode and hydrogen fuel cell vehicles produce no emissions at point of use. Standards for what constitutes a LEV will evolve as technology develops.

A range of measures is likely to be needed to implement greater uptake, aimed at convenience and cost benefits.

**Car parking incentives** – free or discounted parking spaces could be made available for LEVs at UDC car parks, with those spaces located at the areas closest to the town centre, and for residential parking permits where these are available. Provision would require enforcement and clear signage, and the reduced revenue would need to be balanced against the public health costs of poor air quality.

**Proposed action 16:** To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards.

**Taxi fleet:** Taxis provide an important flexible means of transport within the town. The relatively large proportion of short journeys over a small area of the town makes

taxis well suited to choosing plug in or hybrid vehicles. With the high mileage driven, the potential running cost savings could be a significant benefit. Taxis are also well placed to increase awareness amongst the public of this type of vehicle.

Those taxis which are not low emission can be subject to limits on the age of the vehicle licensable, to encourage continual improvement in emissions. Vehicles which are newer than 8 years old should emit 50% less NO<sub>x</sub> and particulates than older vehicles. A requirement could be set for all first time licensed vehicles after 1 January 2020 to be zero emission capable.

Taxi operators can be incentivised to use LEVs by introducing reduced licence fees and providing a charging point at the town centre rank.

**Proposed action 17:** To engage with the Uttlesford licensed operators' forum with the aim of introducing emission controls for licensed taxis operating within Saffron Walden

**Bus fleet:** Emissions from buses are estimated to be contributing 12% of NO<sub>2</sub> emissions in the town and there is evidence of vehicle drivers and passengers on older buses being exposed to as high or higher level of emissions inside the vehicle than outside. Measures to ensure emissions are as low as possible from the existing fleet should be considered. Standards can be set for minimum Euro engine designation (Euro V) for existing and newly introduced vehicles accessing the town centre. Buses operated under contracts procured by ECC should be included. Support for retrofit projects and bids through cleaner bus funding should be considered.

**Proposed action 18:** To encourage ECC to set emission standards for new and existing buses under contract operating within the town.

**Fleet LEVs** – Aside from the UDC fleet, support could be made available to businesses and other public authorities to switch to LE fleet vehicles in terms of signposting and provision of information.

**Proposed action 19:** To work with operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles.

**Infrastructure** - Convenience of use of LEVs can be facilitated through provision of charging points at UDC owned car parking spaces including UDC workplaces, to supplement provision on new developments through the planning regime. Currently there are two fast charge points at the UDC owned Lord Butler Leisure centre on Peaslands Road. Options to encourage the single fuel service station within the town and others within the district, and larger employment sites, to provide a charging point can be explored.

**Proposed action 20:** Provide electric charging points on UDC owned parking spaces in the town where practical and economically feasible to do so, and encourage the provision of points at suitable privately owned sites

## 2.8 Heavy goods vehicles

HGVs are estimated to be contributing 24% of NO<sub>2</sub> emissions in the town, and measures to control movements through the town in peak periods would be beneficial in reducing emissions and congestion. The transport assessment submitted with the consented planning application to redevelop the Ridgeons site on Ashdon Road predicted a reduction in HGV movements of up to 10% at the four junctions under consideration. Opportunities exist when consent is granted for commercial development to require associated fleet and freight vehicles to be ultra-low emission. Aside from the impact of HGV's travelling through the town, parking of HGVs on the both approaches to the High Street junction for deliveries can be a cause of congestion, notably in peak periods.

Consideration should be given to timing commercial deliveries to High Street premises outside of peak travel times, for example 07.00-09.00 and 15.30 -16.30 M-F. The measure will require working with local businesses and enforcement of restrictions with the help of conventional signage. A useful forum to discuss the issue may be a regional freight transport group.

**Proposed action 21:** To work with ECC on introducing delivery time restrictions to High Street Saffron Walden.

## 2.9 Monitoring

Further monitoring of NO<sub>2</sub> will inform the need to define further action and assist with monitoring progress of approved action. At present monitoring by use of diffusion tubes is carried out on the northern section of the High Street where receptors (dwellings) are generally closer to the kerbside. Further monitoring may be needed on the southern approach, close to the junction, to provide a better picture of levels associated with the junction, and at more locations where house frontages are close to the kerbside, for example in East Street.

The need for local real time monitoring data will also be reviewed to further inform conditions within the town. Currently national real time information is available on the UK-Air website provided by Defra, but there may be merit in local data being communicated to those most at risk from the effects of poor air quality, along with health advice.

Monitoring results will be assessed over the 5 year life of the plan to determine whether levels will remain compliant in the long term and as a result UDC can consider revoking the AQMA.

**Proposed action 22:** To review the need for additional monitoring of NO<sub>2</sub> within the town, including on the southern approach to High St/ George St junction, and the need to provide real time air quality data.

### 3. Outcomes and timescales

The proposed actions are set out in Table 3, detailing the action required, the outcome and how it will be measured, who is responsible and an estimation of the cost, the timescale for implementation and the likely contribution towards reduction of nitrogen dioxide levels if implemented fully. It was not deemed feasible to assess the impact of any of the measures through detailed dispersion modelling. The alterations to traffic flow (based around London Road, Borough lane and Debden Road) are subject to further evaluation by Essex Highways following recently completed development.

The timescales for implementation, air quality impact (scale of reduction in emissions, and cost, have been assessed based on the following bandings:

Timescale banding	Timescale period
Long term (LT)	More than 6 years (after 2021)
Medium term (M)	3-5 years (2018-2020)
Short term (S)	1-2 years (2016-2017)

Air quality impact banding	Definition
High (H)	Impact is considered significant and the action is considered necessary to ensure the objective is met. Reduction of more than 1.5 µg/m <sup>3</sup> possible.
Medium (M)	Impact is considered important with benefits clearly seen. Reduction of 0.2 – 1.5 µg/m <sup>3</sup> possible.
Low (L)	Impact is small and localised and will be beneficial as part of wider measures Reduction of less than 0.2 µg/m <sup>3</sup>

Cost banding	Description
High (H)	Significant funding required, likely to be in excess of £200k
Medium (M)	Additional funding required, £50k to £200k
Low (L)	Can be met within existing budget or be less than £50k

**Table 3: Proposed Action Plan measures**

No	Measure	Lead responsibility	Outcome indicator	Timescale LT/M/S	Target emissions impact H/M/L	Cost H/M/L
1	To develop new policies where needed or transfer existing policies to the new local plan which will seek to minimise the impact of air quality on the health of local communities and the environment	UDC	Policies contained in the Local Plan once adopted. Use of sec 106 funds to implement action plan	S	M	L
2	To produce a Technical Guidance document for air quality	UDC	Publicly available TG by end of 2015	S	L	L
3	To work with ECC to facilitate the provision of new cycle/pedestrian routes and cycle storage, and promote the routes available.	ECC/UDC	Number of new routes provided, increase in no of storage facilities per annum and users of facilities year on year	S-M	L	H
4	UDC to increase cycle storage on its own land in the town where practical to do so.	UDC	Increase in no of storage facilities and users of facilities	S	L	L
5	To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses develop plans and to promote those plans	ECC/UDC	Number of travel plans upgraded, no. of schools and businesses newer than 2015. Reduction in school run and commuter traffic of 5 -10% Percentage of pupils walking or cycling to school.	M	L	L
6	To support the extension of phone signal coverage and broadband service to all parts of the district and enable improved superfast broadband.	UDC/ECC	Number of businesses and homes enabled to access superfast broadband by 2019. Increase in no of people regularly working from home	LT	L	L

7	To work with ECC Highways to carry out further work and review to provide a scheme of measures aimed at improving junction capacity within the AQMA identified to be necessary as part of the Local Plan once adopted.	ECC	Junction capacity improvements at the four key junctions identified in the plan Reduction in queue lengths from identified baseline.	LT	H	H
8	To work with ECC to assess whether changes to junction configurations and signal controls, control of parking measures on main routes through the town and access by HGVs which will demonstrably reduce congestion can be implemented ahead of adoption of the local plan	ECC	Improvements to junctions carried out, improved parking on main routes, restrictions to HGVs. Reduction in queue lengths	M	M	H
9	To support targeted enforcement of parking restrictions where identified to be an issue on main routes through the town	UDC	No of parking penalty notices issued on main routes	S	L	L
10	To provide clear informative signage to Swan Meadow car park, new amenities, leisure centre, food stores and Audley End .	UDC	No of new signs provided	S	L	L
11	To review UDC travel plan and review opportunities for a shared travel plan with partner organisations using UDC facilities	UDC	Reviewed UDC TP, shared TP by end of 2016. Reduction in car travel to work as measured by survey & occupied car spaces, reduction in business mileage of 5% pa	S	L	L
12	To pursue options to install renewable energy technologies at suitable sites within the town, to review UDC fleet and building emissions	UDC	No kW renewable energy within SW, review of fuel usage and type, no of UDC LEVs	S	L	M



13	To encourage ECC to procure bus services with integrated timetables, high quality facilities, and a frequent and reliable service linked to the rail service at Audley End. Information on Public Transport services to be readily available in UDC buildings and via the website.	UDC/ECC	No of new or improved services available, information available in UDC buildings. Increase in bus usage of 5%	S	L	L
14	To identify opportunities to raise public awareness of air quality issues through education initiatives and publicity campaigns	UDC	No of campaigns, target one per annum.	S	L	L
15	To provide advice and raise awareness of car sharing and associated database software available to employers	UDC	No of new car sharing schemes set up, target one per annum. Reduction of 1-5% of private car commuter journeys	S	L	L
16	To consider the provision of preferential charging for UDC controlled parking spaces for vehicles meeting low emission standards	UDC	Review of charging policy	S	L	L
17	To engage with the Uttlesford licensed operators' forum with the aim of introducing emission controls for licensed taxis operating within the town.	UDC	Review of licensing policy	S	L	L
18	To encourage ECC to set standards for new and existing buses under contract operating within the town	ECC	Review of contractual arrangements	S	L	L

19	To work with the operators of fleet vehicles within the town to facilitate the introduction of low emission vehicles	UDC	No of LEV fleet vehicles on town road network	M	L	M
20	Provide electric charging points on UDC owned parking spaces in the town where practical and economically feasible to do so, and encourage the provision of points at suitable privately owned sites	UDC	No of points installed per annum, target 4	M	L	M
21	To work with ECC on introducing delivery time restrictions to High Street SW	ECC	Restrictions in place, reductions in HGV parking	S	L	L
22	To carry out additional monitoring of NO2 within the town and review need for real time data	UDC	Provision of localised data for incorporation into air quality modelling	S	L	L

Some actions will be long term and ongoing, others can be carried out more quickly, and milestones set for each will enable progress to be monitored and assessed. Some will be more challenging than others to implement either due to resource issues or support from various outside organisations. In most cases further work is needed to determine the feasibility and likely impact of the suggested actions. No specific UDC budget exists to finance the implementation of actions and therefore there is no guarantee of when or if the actions could be put into effect.

Whilst UDC is the authority ultimately responsible for managing air quality, it will not always be the organisation holding the resources or having legislative power to directly implement the action. In these cases it is important to have good working relationships and clear communications with the appropriate organisations to ensure a focus is kept on the implementation of the actions.

This is especially true regarding the local highway network, although UDC can secure improvements to it through the planning process and developers contributions, ECC are the key resource holders and decision makers on highway schemes.

It should be noted that costs, timescales and air quality benefit will be specific to the local circumstances and final scheme design to be implemented, thus it is very difficult to accurately predict figures without specific detail. The anticipated values applied are estimates based on available information and experience. Cost benefit analysis and prioritisation will be undertaken at a later stage following further consideration and research into costs.

It is unlikely that adopting a single particular action will result in the desired reductions in NO<sub>2</sub> levels in the AQMA and a range of options will be required to effect measurable air quality improvements.

## 4. Consultation

The consultation process with all interested parties and agencies ran for 12 weeks to ensure the proposed actions set out in the draft plan are supported by all who responded. A report on the outcome of the consultation is appended to this report : see Appendix 4 “Report on public consultation carried out on Draft Air Quality Action Plan”

The following stakeholders were consulted on the draft plan:

- Secretary of State (Defra)
- Essex County Council Highways and Transportation Dept
- Environment Agency
- Uttlesford Transport Forum
- Essex Health & Well Being board
- Public Health Essex
- LSP (Uttlesford Futures)
- Saffron Walden Town Team
- Saffron Walden Town Council
- Residents within or affected by the AQMA
- Uttlesford Licensed Vehicle Operators Forum
- Local schools
- Neighbouring local authorities
- Citizens Panel
- Access Walden

The measures receiving the most support from respondents were those which provided opportunities to work collaboratively with Essex Highways and other transport providers, namely improving bus services (measure 13), improving bus emission standards (measure 18) and facilitating the use of low emission vehicles by fleet providers (measure 19).

A large number of responses were submitted as a standardised response provided by a local residents group. Whilst offering comment on a number of areas covered by the consultation, the response also referred to measures not included in the draft plan. Some suggestions for further measures referred to measures already identified by the draft plan, for example improving cycle facilities and public transport. Many referred to the need to restrict housing development on the east side of the town, which is a function of the considerations for the emerging Local Plan.

Taking account of the responses and the initial cost benefit analysis of each proposed measure, five measures for priority will be :

1. Working with ECC to facilitate the procurement of bus services with integrated timetables, high quality facilities, providing information on public transport through available media and securing improvements to emissions from the bus fleet (measures 13 and 18 combined)
2. Working with operators of fleet vehicles within the town, including UDC, to facilitate the introduction of low emission vehicles (measures 12 and 19)
3. To assist ECC in working with local schools and businesses in the review and upgrading of existing travel plans or to assist individual schools or businesses develop plans and to promote those plans (measure 5)
4. To engage with the Uttlesford licensed operators forum with the aim of introducing emission controls for licensed taxis operating within the town. (measure 17)
5. Working with ECC to facilitate the provision of well designed new cycle and pedestrian routes and review existing footpaths for safety (measure 3).

## **5. Progress monitoring and review**

A programme of monitoring to assess the effectiveness of the measures will be undertaken once the action plan has been adopted. The programme will include the outcome indicators set out in table 7 and there is scope to extend the assessment by examining health improvement outcomes through engagement with the health authorities to measure reductions in diagnosis and medication for respiratory conditions.

External factors will affect the delivery and resulting impact of the measures proposed, and it is recognised that action will change and evolve and the plan will be updated and reviewed as necessary. Adoption of the new Local Plan may necessitate a review of the plan.

Once the final plan is adopted, opportunities to secure external funding to support the measures within the plan will be sought.

End of Part 1

## **Part 2 Supporting Information**

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### **6. Importance of air quality**

#### **6.1 Impact of poor air quality**

It has long been acknowledged that exposure to pollutants in the air we breathe can have a negative impact on human health and our environment, and impacts will not be confined to the AQMA. More evidence on the extent of the impact has come to light from research carried out in the past five years which has estimated the life years lost as a result of the long term effects of exposure to fine particulate matter and nitrogen dioxide.

In 2010 a report published by COMEAP[11] estimated exposure to fine particulate matter (pm2.5) alone in the atmosphere has an effect on mortality equivalent to nearly 29,000 equivalent deaths in the UK, and have since identified that the evidence associating exposure to NO<sub>2</sub> with health effects has strengthened substantially in recent years. Only a small fraction has been related to exposure at concentrations of emissions in excess of the legal limits. In 2015 a study by Kings College London[12] assessed the effects on mortality of nitrogen dioxide levels in London independently of particulate matter, to be proportionately higher than for particulate matter alone.

Equivalent costs to the NHS of air pollution have been placed at up to £20 billion each year, and the life expectancy of every person is claimed to be reduced by an average of 7-8 months [13]. Improvements in air quality and consequent reductions in conditions impacted by air quality will release NHS funding to tackle other health issues.

Data on the extent of health impacts is subject to change following further analysis by COMEAP, and a review is expected in 2016, but the combined impact of particulates and NO<sub>2</sub> on health are significant.

Guidance issued to local authorities by Defra in 2016 [1] introduced a role for local authorities to work towards reducing emissions and concentrations of pm 2.5. The fraction of mortality attributable to particulate air pollution is a public health indicator set by the Dept of Health to assess improvements in healthy life expectancy, and Public Health England has published mortality data for each local authority area [14]. In the Uttlesford district, the fraction of all cause adult deaths attributable to long term exposure to current levels of human made particulate air pollution was estimated at 5.4%, comparable to the east of England as a whole. Due to uncertainty in the modelling, the actual burden could range from one sixth to about double this figure. The pollutant significant to the declaration of the Saffron Walden AQMA is NO<sub>2</sub> a large proportion of which is locally produced as a result of road traffic. Exposure to the pollutant is dependent on the time spent at locations close to the source of emissions, and residents close to the junctions where the highest levels have been observed are at the greatest risk. No incidents of the hourly mean objective being exceeded have been observed in recent years.

Levels of pm 2.5 are also monitored in Saffron Walden although local authorities are not currently legally obliged to do so. The annual means for pm 2.5 have been below the objective; however the UK has a target to

reduce average concentrations at urban background locations by 2 µg/m<sup>3</sup> by 2020.

Following a review of studies in 2013, the World Health Organization (WHO) concluded there is no evidence of safe exposure level to very fine particles or a threshold below which no adverse health effects occur. Negative health impacts have been found well below current EU & UK limits. NO<sub>2</sub> also was associated with adverse health effects at concentrations that were at or below the current EU limit values [15]

It is much more difficult for local action to impact on pm<sub>2.5</sub> pollution as a smaller proportion than other pollutants is locally derived. Control is a regional rather than local concern due to their ability to be carried from source over long ranges in the atmosphere. 50-55% of average levels have been found to be due to UK emissions, the remainder originating largely from NW Europe carried on easterly winds [16]. As a consequence proportionately higher levels are found in south east England than other areas of the UK. Defra estimate 35% of pm 2.5 at urban background locations is locally derived [17].

Whilst the action plan measures are primarily aimed at reducing the exposure of residents within the AQMA to NO<sub>2</sub>, the initiatives within it will have a positive effect on the reduction of particulates, and other air pollutants such as ozone, which will have wider benefits for public health. The initiatives will also help to reduce the exposure of drivers to air pollutants. Studies have shown that some drivers, depending on the vehicle, are exposed to twice the level of NO<sub>2</sub> and four times the level of particulates than pedestrians at a given location.

The specific health effects depend on the pollutant. Short-term exposure to NO<sub>2</sub> can cause irritation and inflammation of the airways, leading to reduced lung function. NO<sub>2</sub> also contributes to the formation of secondary particles and ground level ozone, both of which are associated with cardiovascular and respiratory health effects. Fine particles (pm<sub>10</sub>) are small enough to enter the deepest part of the lungs, without being visible or smelt and the very finest can migrate from the lungs into the blood vessels. Particulate matter has been listed as a Class 1 carcinogen. Children, older people and those with heart conditions or respiratory conditions such as asthma and bronchitis are more susceptible than average to the effects of air pollution. There is also evidence of an impact on the development children's lungs and effects on the unborn child.

In addition to human health effects, air pollution has a detrimental effect on our biodiversity, crops and water quality.

## 6.2 Sources of air pollutants

Nitrous oxides (NO<sub>x</sub>) containing nitric oxide (NO) and NO<sub>2</sub> are emitted during all combustion processes in air. NO subsequently reacts with ozone to produce NO<sub>2</sub>, a colourless and odourless gas. In the absence of significant

industrial sources, the prime source of nitrogen dioxide in the town centre is high volumes of slow moving traffic. A proportion of NO<sub>2</sub> in the air is emitted directly from vehicle exhaust; the remainder is formed through reaction in air following the combustion process.

Fine particle air pollutants consist of solid particles and liquid droplets, either human made or naturally occurring. They consist of chemicals formed in reaction with other pollutants in the air including NO<sub>2</sub> from vehicle exhausts, part burned fuel, and compounds derived from mechanical wear of engine components, the friction of tyres on the road, and from the wear of brake discs and pads. Non traffic sources include construction and industrial processes, combustion and agriculture.

## 7. Emissions within the AQMA

### 7.1 Level of reduction needed

Defra guidance requires that estimating the level of emission reductions in terms of a percentage to meet the NO<sub>2</sub> (nitrogen dioxide) objective should be based on levels of NO<sub>x</sub> (nitrogen oxides) due to local road traffic alone and excluding other sources. This is because the primary emissions source from vehicle exhausts is NO<sub>x</sub>, part of which is NO<sub>2</sub>, and there is a non linear relationship between NO<sub>x</sub> and NO<sub>2</sub> concentrations. The proportion depends on the composition of road traffic, and the extent of oxidation in the atmosphere. A method for calculating the reduction in road NO<sub>x</sub> is set out in TG(09) and uses the difference between the local background concentrations of NO<sub>x</sub> for the year of interest and the total NO<sub>x</sub> monitored levels. The percentage reduction is calculated from the road NO<sub>x</sub> which would give a total NO<sub>2</sub> concentration of 40 µg/m<sup>3</sup>

The level of reduction has been based on the latest year when the tubes showed the greatest exceedances of the objective at the four junctions of concern, which was 2012. In 2013 two recorded exceedances and two were within 10% of the objective which is the tolerable margin of error. In 2014 two were within 10% of the objective and there were no exceedances. The drivers of growth in traffic within Saffron Walden are the consented but not yet completed developments as set out earlier in the report, and any others that will come forward as part of the revised local plan. In view of the possibility that emission levels may increase in the near future as a result of traffic growth, mitigation measures are needed to ensure any increase is minimised.

Reductions in emissions at the junctions to the scale shown in Table 4 will be needed, based on 2012 monitoring and background levels. Note tube UT001 recorded levels within 10% less than the objective, TG(09) requires the objective level of 40 at the nearest receptor to be used in the calculation, therefore no reduction has been input. The receptor is taken as the façade of a residential property.

**Table 4: Reduction in NOx needed**

Tube	Junction	Road NOx	Measured NO2	Reduction in NOx
UT004	Bridge St/Castle St	66.5	47.5	17%
UT028	Debden Road/London Road	69.4	45.9	14%
UT005	Thaxted Road/Radwinter Road	56.3	46.1	3%
UT001	High Street/ George Street	-	38.7	-

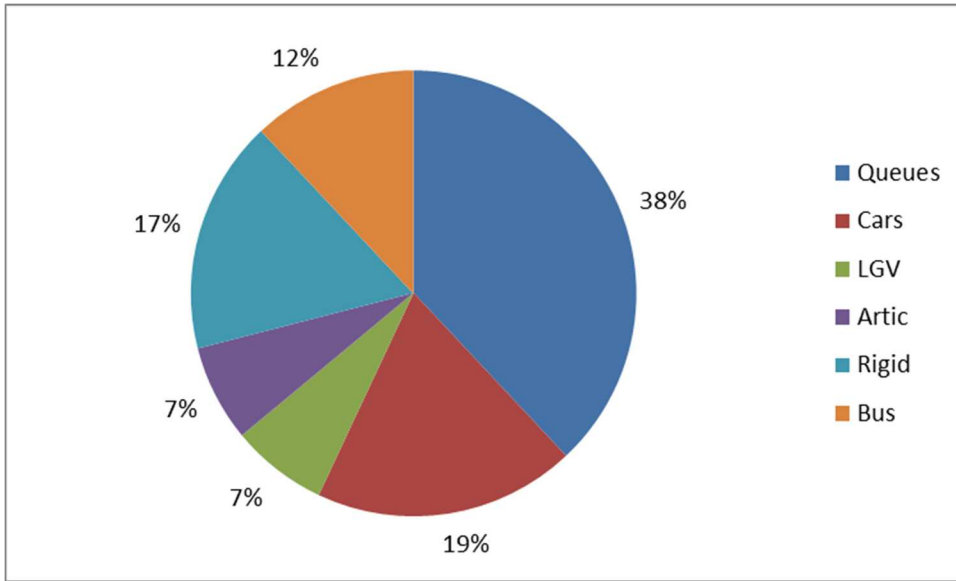
## 7.2 Source apportionment

Apportionment of the contribution from various sources of NO<sub>2</sub> can be indicative only, as concentrations include contributions from both directly emitted NO<sub>2</sub> and secondary NO<sub>2</sub> formed in the atmosphere by oxidation of NO. The relationship is not linear and is complicated by variations from one location to another and background levels at the location. Primary emissions are influenced by the local fleet composition including fuel type and age of vehicle, and traffic conditions at each junction. .

However, following on from the UDC Action Plan of 2009, ECC commissioned Mouchel Ltd [18] to investigate air quality in baseline conditions and possible transport improvements required in Saffron Walden as part of future action planning. The report included source apportionment work which had been undertaken at the High Street junction with George Street. The results were considered to be illustrative of a wider area and determined that NO<sub>2</sub> emissions from HGVs contribute 24%, light goods vehicles 7%, buses 12% and cars 19%. 38% of emissions were found to be due to queuing traffic at the junction. The figures indicate the disproportionate impact of buses and HGV's on emissions. From traffic surveys submitted with planning applications, buses and HGV's make up just 3% of the fleet and on some routes less. An increase in either would have a more significant impact on emissions than an increase in cars on the roads.

**Figure 5: Source apportionment**





## Appendices

### A.1 Action Plan 2009

The following measures were approved by UDC to address exceedances of the NO<sub>2</sub> objective in the three small AQMAs which have subsequently been revoked:

- School travel plans
- Business travel plans
- Improving public transport
- Junction improvements at the three junctions on which the AQMAs were centred
- Signage to car parks
- Development of a Sustainable Distribution Strategy to address movements of HGVs

**Table 5: 2009 Actions**

2009 Measure	Progress 2011	Progress 2013
School travel plans	School travel team at ECC disbanded	
Business travel plans	UDC travel plan being developed	UDC travel plan implemented, additional cycle storage
Improving public transport and non-car travel	Improvements at Audley End Station to enhance bus service. Proposal for cycle path to station.	Cycle/pedestrian path under design by ECC
Junction improvements to ease congestion	Air quality model commissioned by ECC, sec 106 funding secured for congestion reducing schemes	Highway impact assessment of draft Local Plan proposals, outcome dependant on adoption of LP
Signage to car parks	No progress	New signage provided, further signage as new developments completed
Sustainable distribution strategy to address movements of HGVs	No progress	Vehicle activated sign on weight limit road entry to town from north

## A.2 Legislative Framework

The Environment Act (1995) requires UK government to produce a national Air Quality Strategy (AQS)[19] the most recent of which was published in 2007,

and which contains standards based on EU limits for levels of major air pollutants related to concentrations of the pollutant at or below which risks to public health would be exceedingly small.

The standards are the subject of regulations [20] which set out Air Quality Objectives (AQOs), effectively policy targets of maximum ambient pollutant concentrations that are not to be exceeded either without exception or with a permitted number of exceedances over a specified timescale, and a date by which they should be achieved and maintained thereafter.

Local Authorities (LAs) are required to periodically review and assess air quality within their area of jurisdiction under a system of Local Air Quality Management (LAQM). This process involves considering present and likely future air quality against the objectives. If it is predicted that levels at sensitive locations where members of the public are regularly present for the relevant averaging period are likely to be exceeded, the LA is required to declare an AQMA and develop an action plan to tackle the problems.

The review and assessment requires the production of reports on annual progress, updating and screening assessments every three years, and detailed assessment of areas where breaches of the objectives are likely to occur. The pollutant types and thresholds are identified in Table 1. It is the exceedances of the annual mean UK objective for NO<sub>2</sub> close to some junctions which has led to the Saffron Walden AQMA being declared.

The objectives only apply where members of the public are likely to be regularly present for the averaging time of the objective. The annual mean objectives apply to all locations where the public may be regularly exposed including the building facades of residential properties. The 1 hour mean objective applies to all locations where the public may be likely to stay for 1 hour or more such as a shopping street, and measurements have shown that it is unlikely to be exceeded unless the annual mean NO<sub>2</sub> concentration is greater than 60 µg/m<sup>3</sup>

**Table 6: Air Quality objectives for the purpose of Local Air Quality Management in England.**

Pollutant	Limit Value	Measured as	Date to be achieved by and maintained thereafter
<b>Benzene</b>	5.00 $\mu\text{g}/\text{m}^3$	Running annual mean	01.01.2005
<b>Carbon monoxide</b>	10.0 $\text{mg}/\text{m}^3$	Running 8-hour mean	01.01.2005
<b>Lead</b>	0.5 $\mu\text{g}/\text{m}^3$	Annual mean	01.01.2005
<b>Nitrogen Dioxide</b>	200 $\mu\text{g}/\text{m}^3$ not to be exceeded more than 18 times a year	1-hour mean	01.01.2010
	40 $\mu\text{g}/\text{m}^3$	Annual mean	01.01.2010
<b>Particles (PM<sub>10</sub>) (gravimetric)</b>	50 $\mu\text{g}/\text{m}^3$ , not to be exceeded more than 35 times a year	24-hour mean	01.01.2005
	40 $\mu\text{g}/\text{m}^3$	Annual mean	01.01.2005
<b>Sulphur dioxide</b>	350 $\mu\text{g}/\text{m}^3$ , not to be exceeded more than 24 times a year	1-hour mean	01.01.2005
	125 $\mu\text{g}/\text{m}^3$ , not to be exceeded more than 3 times a year	24-hour mean	01.01.2005

#### Other objectives

Pollutant	Target	Measured as
Pm 2.5	25 by 2020	Annual mean
Ozone	100 $\mu\text{g}/\text{m}^3$ not more than 25 annual exceedances	Daily 8hr mean

UK Government obtained an extension for meeting the EU legally binding air quality limit value for NO<sub>2</sub>, the same value as the objective, to 2015, and has found meeting the limit challenging in most regions of the UK, as the largest source of this pollutant is road transport. The European Commission has formally launched infringement proceedings with a requirement to produce a new national action plan. Defra views the role of local authorities central to achieving the objectives. It should be noted that discretionary power in Part 2 of the **Localism Act 2011** enables the Government to require responsible authorities to pay all or part of an infringement fine.

### A 3: SW Nitrogen Dioxide Diffusion Tube & monitor data 2007-2014

Site ID	Location	Annual Mean Concentrations ( $\mu\text{g m}^{-3}$ ) Tubes data adjusted for Bias							
		2008 (Bias Factor 1.36)	2009 (Bias Factor 0.92)	2010 (Bias Factor 0.95)	2011 (Bias Factor 0.80)	2012 (Bias Factor 0.90)	2013 (Bias Factor 0.97)	2014 (Bias Factor 0.87)	2015 (Bias Factor 0.81)
UT001	PO High Street	<b>42.9</b>	<b>40</b>	<b>47.22</b>	36.6	38.67	38.9	33.1	36.35
UT003	Gibson Gardens (BG)	17.9	18	20.29	14.1	15.74	16	13.7	12.26
UT004	YHA Bridge St	<b>45.2</b>	<b>44</b>	<b>48.61</b>	38.4	<b>47.51</b>	<b>42.7</b>	37.3	<b>42.17</b>
UT005	Thaxted Road/East St	<b>53.4</b>	<b>50</b>	<b>57.66</b>	<b>43.1</b>	<b>46.08</b>	36.2	38.6	<b>41.17</b>
UT011	33 High Street	37.1	37	<b>41.53</b>	30.7	33.57	34.4	30.6	32.9
UT012	Town Hall Market Sq	25.0	22	25.41	18.2	21.14	21	19	18.52
UT013,14/ 27 coloc mean	Fire Station Hill Street	-	25	29.10	21.2	22.68	25	22.1	21.44
UT028	London Road	<b>47.7</b>	<b>43</b>	<b>50.00</b>	<b>40.7</b>	<b>45.87</b>	<b>41.3</b>	35	37.96
UT029	Debden Road	-	-	32.75	23.0	30.02	27.3	25	21.58
UT030	Friends School	-	-	36.95	25.3	26.91	30.7	27.2	29.01
UT031	Peaslands Rd	-	-	-	-	-	23.8	22	22
UT032	Borough Lane	-					19.5	16.9	16.79
UT036	Church Street	-						20.8	21.63
UT037	Castle Street	-						24.1	24.19
Monitoring station	Fire station Hill Street	27.7	24.7	30	22.3	22.9	23.7	22.9	22.13

NB. Exceedances are shown in bold

## References

- [1] Local Air Quality Management Policy Guidance, Defra 2016
- [2] Emission standards defined in a series of EU directives
- [3] Census 2011
- [4] Local Air Quality Management Technical Guidance, Defra 2016
- [5] National Planning Policy Framework (2012), DCLG.
- [6] National Planning Practice Guidance DCLG
- [7] Essex Transport Strategy, Essex County Council, June 2011
- [8] Essex Highways, Uttlesford Cycle Strategy, October 2014
- [9] Assessment of Uttlesford District's Local Plan on Air Quality in Saffron Walden Nitrogen dioxide dispersion modelling report. Jacobs October 2013
- [10] Uttlesford Draft Local Plan: Highway Impact Assessment of Draft Local Plan to 2031 Essex Highways March 2014
- [11] Committee on the Medical Effects of Air Pollution : The mortality effects on long term exposure to particulate air pollution in the United Kingdom 2010, Statement on the term average concentrations of nitrogen dioxide 2015
- [12] Understanding the health impacts for air pollution in London Kings College 2015
- [13] House of Commons Environmental Audit Committee Action on Air Quality November 2014
- [14] Public Health Outcomes Framework data tool 2013
- [15] Estimating Local Mortality Burdens associated with particulate air pollution Public Health England, April 2014
- [16] Air Quality Expert Group: mitigation of UK pm 2.5 concentrations, 2013
- [17] Public Health Impacts and Local Action, Defra 2013
- [18] Air Quality Dispersion Modelling of Saffron Walden AQMAs, Mouchel 2011
- [19] Air Quality Strategy for England, Scotland, Wales and NI, Defra 2007
- [20] Air Quality Standards Regulations (2010) HMSO

## Glossary

AQAP	Air quality action plan
AQMA	Air Quality Management Area
AQO	Air Quality Objective
COMEAP	Committee on the Medical Effects of Air Pollution
Defra	Department for Environment, Food and Rural Affairs
ECC	Essex County Council
LAQM	Local Air Quality Management
LEV	Low emission vehicle
NO	Nitric oxide
NO <sub>2</sub>	Nitrogen dioxide
NO <sub>x</sub>	Nitrogen oxides, which include nitrogen dioxide and nitric oxide
PG (16)	Local Air Quality Management Policy Guidance, Defra 2016
TG (16)	Local Air Quality Management Technical Guidance, Defra 2016





**Committee: Cabinet**

**Agenda Item**

**Date: 12 October 2016**

**8**

**Title: Multi-Year Settlement**

**Portfolio Holder: Cllr Simon Howell**

Item for decision

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## Summary

1. At its meeting on 15 September Cabinet approved that
  - a) The Council agrees in principal to opt for the multi-year settlement offer; and
  - b) Requested that The S151 Officer in consultation with the Finance Portfolio Holder is asked to prepare the efficiency plan for approval at the October meeting of Cabinet.
- 2) This report includes the efficiency plan and requests authority from the Cabinet to submit the Multi-Year Settlement request.

## Recommendations

- 3) The Cabinet is recommended to:
  - a) Authorise the S151 Officer to submit the Multi-Year Settlement request and associated efficiency plan.

## Financial Implications

- 4) There are no implications for the council's budget in 2016/17. By being part of the Multi-Year settlement the Council will be able to get a degree of certainty around parts of its future funding.

## Background Papers

None

## Impact

Communication/Consultation	No specific implications
Community Safety	No specific implications
Equalities	No specific implications
Health and Safety	No specific implications
Human Rights/Legal Implications	No specific implications
Sustainability	No specific implications

Ward-specific impacts	No specific implications
Workforce/Workplace	No specific implications

## Multi-Year Settlement

- 5) In the provisional local government finance settlement 2016/17, the government stated that it would offer any council that wishes to take it up, a four-year funding settlement to 2019/20. At that time, information was limited on what the offer included and how to apply, but that an efficiency plan would need to be submitted when such an offer was requested.
- 6) The final local government finance settlement 2016/17 confirmed that the deadline for requesting this offer was 14 October 2016.
- 7) The Secretary of State for Communities and Local Government subsequently issued a letter on 10 March 2016 which clarified that the offer covers Revenue Support Grant, Transitional Grant and Rural Services Delivery Grant.
- 8) For Uttlesford 2017/18 is the final year of Revenue Support Grant so the advantages of the four year settlement are limited. However it would provide greater certainty for planning purposes which is key as we move forward to times when our financial position is likely to get more challenging
- 9) The letter was however accompanied by an annex which said the Government would “need to take account of future events” and that the offer would be honoured “barring exceptional circumstances”. It is possible that recent events may be seen as exceptional and may inhibit the ability of the Government to honour this offer, but we are unlikely to know this before the deadline for acceptance in mid-October.
- 10) The letter also contains a note of caution for authorities that do not take up the option, “It is open to any council to continue to work on a year-by-year basis, but I cannot guarantee future levels of funding to those who prefer not to have a four year settlement”. This implies that if further reductions are needed in local government funding they would be likely to fall most heavily on the authorities that choose to keep their funding on a year-by-year basis.
- 11) On balance it would appear prudent to opt for the multi-year settlement offer.
- 12) To take up the offer, as mentioned above, the Council needs to produce an efficiency statement. There is no prescribed format for such a statement however CIPFA working with the Local Government Association and DCLG have put together a document setting out some key thoughts about the document.
- 13) They start off by setting out that every council in the country is different. Each will have its own vision, policies, opportunities and challenges and each will be at a different stage in its journey to financial sustainability. So no two efficiency plans are likely to focus on the same things; have common aims or include the same reports. Each council should therefore be judged on its own merits when reviewing their plans. How clear are their targets? What role partnership working is expected to take? Aspirations around any transformation programmes? How are councils planning to achieve their efficiencies? Is there

clear ownership and accountability? And is there robustness around the management, monitoring and measurement of outcomes?

14) The way a council chooses to put this story together in their efficiency plan remains for them to decide, as is the supporting documents that they would choose to include. Thoughts around the content of the plan are:

- The cornerstone of the efficiency plan is probably the Medium Term Financial Plan (MTFP) or Strategy (MTFS) for the four years of the offer. Not just the numbers in a table but a short narrative that sets out what a council intends to do to address the challenge of financial sustainability and where it hopes to be at the end of the period. An efficiency plan needs to be about more than just money.
- Most practitioners favour a short 2 – 4 page narrative, with typical documents to support this narrative to include its latest budget, corporate plan, transformation plan, asset-management plan and baseline organisational structure.
- It follows that an efficiency plan needs to have clear links to the Council’s corporate plan and where the authority is involved in key partnerships, such as shared management arrangements or progress towards a combined authority. It should acknowledge any links with partner organisations and plans that this entails.
- It also needs to reference ongoing and planned transformation projects and programmes where these are significant in ensuring the council reduces its costs or generates additional income locally.
- However, an efficiency plan need not be any more than an ‘abridged version’ of key/ existing public documents already put together by a council. Most councils should not find themselves doing a major piece of extra work to deliver an efficiency plan.
- Councils could consider presenting the efficiency plan by theme, for example, what it is doing to grow its local economy, to bear down on costs, to manage current and future demand or to re-forge its ‘contract’ with local residents.

15) Attached as Appendix One is the Council’s efficiency statement

## Risk Analysis

Risk	Likelihood	Impact	Mitigating actions
Failure to opt for the multi-year settlement may leave the Council in a less well-off position	4 It is almost inevitable that funding will be cut. The unknown at the moment is the scale of the cuts and the timing	3 There will be an impact and it is likely to be significant	Officers recommend taking up the multi-Year Settlement

1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary

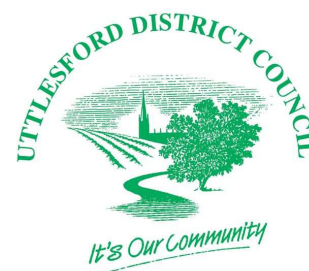
3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.



# Uttlesford District Council

## Efficiency Plan



## Multi-Year Settlement

Members and Senior Management are aware of the challenges that the council is facing in future years with the Government's ongoing budget deficit reduction programme resulting in continued reduced financial support to Local Authorities. The Multi-Year Funding Settlement will offer the Council a degree of certainty to assist in the Financial Planning, enabling us to make proactive decisions on how to make efficiencies and savings whilst maintaining a high quality of service to our residents.

## The Corporate Plan and Council Ambitions

Uttlesford District Council strives to maintain the ethos of a High Quality, Low Tax council, the corporate plan and council ambitions are keeping Uttlesford safe, promoting well-being and protecting and enhancing the environment and this is reflected in the council's focus on a new service related to Health and Wellbeing. The council's focus is to provide key services that are delivered efficiently and effectively. The District provides a very attractive place to live and do business; the Council is in the final stages of producing a robust and relevant Local Plan to meet local housing, health and prosperity needs, particularly high quality affordable housing including local authority, and allocation of additional employment land to enable businesses to grow. Regular Council surveys of our residents demonstrate a high level of satisfaction with our services and this is supported by the results of the most recent Essex Residents' Survey. It is important that throughout the changes the Council remains focused on providing quality services to our residents, businesses and visitors.

## Medium Term Financial Strategy (MTFS) and Reserves Strategy

We believe that our MTFS is resilient and robust and this is underpinned by the following themes related to achieving efficiencies and savings

- **Commercialisation and income generation**

The creation of four wholly owned subsidiary companies of the council, which comprises a holding company and three business areas; managed lettings, land development and service commercialisation.

Identifying opportunities to generate income; this currently includes the rental of spare office space for external businesses, developing the council's main office as a wedding venue and promoting advertising on council vehicles.

- **Service Re-design**

Reviewing services and looking at efficiencies that can be made within service delivery without compromising on the quality of service provided to residents; this will include further savings on procurement.

- **New ways of working**

Alternative ways of delivering services which include digital service delivery, joint working, shared services and partnerships to maximise the effectiveness of our services. Critical to this element will also be how we work with our residents to enable them to do more for themselves.

The council's Reserve Strategy includes a Transformation Reserve of £1.0m; this is to support the efficiency programme in investment and support related to the changes required in taking the council forward and achieving a balanced budget.

The Medium Term Financial Strategy (MTFS) shows that we are in stable position until 2018/19 when we move into a deficit position and this deficit increases to £1m by the end of the plan. The MTFS is reviewed twice a year and updated to reflect the current financial situation.

The council is currently awaiting the outcome of the New Homes Bonus (NHB) and the 100% Business Rates Retention (BRR) consultation as both of these could have a significant impact on the council's bottom line surplus/deficit in current and future years. Until the final outcome on these two funding streams is announced we will remain in an uncertain financial position. **Page 86**

The MTFS has taken a prudent approach regarding the NHB and based its assumptions on the announced funding envelope available to be distributed. Whatever the outcome we can be assured that the council will not receive the current level of NHB it has in previous years.

No adjustments have been made to the MTFS at this point on the BRR scheme, but the consultation raises the issue of 'riskier' hereditaments being removed from the local lists and incorporated into the central list, airports are detailed as a potential hereditament to be transferred. The transfer of the airport will have a significant negative financial impact on the council and this has been identified in our response to the consultation.

### Efficiencies Programme – 5 year plan

This plan is building upon a sound foundation of financial management and demonstrates the Council's capability and appetite to achieve further efficiencies whilst maintaining effective quality services. Since 2007 efficiencies totalling £2.5m have been identified and delivered in the General Fund. In addition, £1.8m of procurement savings have been achieved within the Housing Revenue Account.

Based on current information and associated assumptions, the councils budget model shows that if we take no action the cumulative deficit will be £1.646m by 2021/22. The budget position for each year is as follows:

2017/18 - £1.911m surplus (this is dependent on the outcome of the VOA appeals list)

2018/19 - £0.771m deficit

2019/20 - £0.743m deficit

2020/21 - £0.957m deficit (this is dependent on the outcome of the BRR consultation)

2021/22 - £1.086m deficit (as above)

### Risks

1. For the year 2017/18 and beyond the outcome of the NHB consultation and the VOA appeals list could have material impact
2. From 2020/21 the outcome of BRR will have a material impact.

Efficiency Plan	2017/18	2018/19	2019/20	2020/21	2021/22
	Year 1	Year 2	Year 3	Year 4	Year 5
<b>Income Generation</b>	£75,000	£150,000	£150,000	£150,000	£150,000
Achieved through our commercial company, renting out of parts of main council office, renting of advertising space on council vehicles					
<b>Service Re-design</b>	£100,000	£321,000	£350,000	£400,000	£450,000
Achieved through changes to the way we communicate with our customers, changes to or ways to pay and vacancy management					
<b>New Ways of Working</b>	£100,000	£300,000	£300,000	£486,000	£500,000
Achieved through new, more efficient ways of working					
	£275,000	£771,000	£800,000	£1,036,000	£1,100,000
<b>Summary</b>					
In year (surplus)/deficit as per MTFS plus growth plus salary increase	(1,991,000)	771,000	743,000	957,000	1,086,000
Less in year savings	(275,000)	(771,000)	(800,000)	(1,036,000)	(1,100,000)
<b>(Surplus)/Amount to be saved</b>	<b>(2,266,000)</b>	<b>0</b>	<b>(57,000)</b>	<b>(79,000)</b>	<b>(14,000)</b>





**Committee:** Cabinet

**Agenda Item**

**Date:** 12 October 2016

**9**

**Title:** North Essex Parking Partnership –  
Extension of the Joint Committee  
Agreement

**Portfolio holder:** Cllr Susan Barker, Cabinet Member for  
Environmental Services

Key Decision: Yes

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## Summary

1. The current Joint Committee Agreement between Essex County Council as highways authority and the north Essex boroughs and districts includes an option to extend for a further four years when it terminates in March 2018. ECC have indicated their intention to take up that option and offer both the North and South partnerships an extension to the existing JCA through to March 2022.

## Recommendations

2. The Cabinet agrees that the Council should sign up to the four year extension of the Joint Committee Agreement offered to the North Essex Parking Partnership (NEPP) by Essex County Council.
3. The recommendations made by the Scrutiny Committee at its meeting on 26 September be explored with NEPP.

## Financial Implications

4. Currently UDC pays NEPP £154,000 a year for services in respect of off street car park management. It makes no financial contribution to on street parking enforcement, although there are obviously costs associated with the participation of members and officers in NEPP. Based on advice from NEPP as to the level of resource UDC would require to manage its off street car parks itself, there would be no financial saving in so doing. Indeed, it is likely that such an approach would increase revenue expenditure on this function without achieving any advantage. More information is included in the report below.

## Background Papers

5. The following papers were referred to by the author in the preparation of this report and are available for inspection from the author of the report.

None

## Impact

6.

Communication/Consultation	
Community Safety	
Equalities	
Health and Safety	
Human Rights/Legal Implications	NEPP operates under a Joint Committee Agreement between ECC as the highway authority and the north Essex authorities, with Colchester BC serving as the host authority. This superseded the previous arrangement whereby ECC delegated its on street traffic regulation powers to district and borough councils.
Sustainability	
Ward-specific impacts	
Workforce/Workplace	If UDC took on functions currently provided by Colchester BC as the host for NEPP, TUPE would apply to staff mainly deployed on tasks for Uttlesford

## Situation

7. The NEPP was formed in April 2011 and reports to a Joint Committee (JC) of ECC under a seven-year agreement.
8. The six District and Borough Councils in North and West Essex are Members of the JC and are represented by Councillors at the Committee meetings. These Councillors must be 'Executive Members', in other words members of the Cabinet. Essex County Council (ECC) attend the meetings and this is normally the Portfolio Holder responsible for Highways & Transportation.
9. The JC meets four times a year, with its AGM in June. The NEPP JC receives operational, financial and other relevant reports from officers. The officers are employed by Colchester Borough Council which is named in the Joint Committee Agreement (JCA) as 'lead authority'. Each of the District and Borough Councils (the "client authorities" of NEPP) has a client officer with whom the NEPP officers maintain regular contact and an officer from ECC also attends.

10. As a member of the NEPP JC, Uttlesford District Council through its Portfolio holder for Environmental Services has a say on proposals for new On Street TROs and amendments to existing Orders. If it were not a partnership member, NEPP would still make decisions on Uttlesford On Street TROs, but UDC would have no influence on the process other than as a consultee. Member authorities of the NEPP JC have the option of using NEPP to manage their off Street Car parking in accordance with district/ boroughwide Off Street Parking Orders made by the relevant district/ Borough council.
11. A call in of a decision on an On Street Parking Order taken by the JC under powers delegated from ECC as highways authority needs to be referred to the ECC Place Services and Economic Growth Scrutiny Committee for consideration. The Place Services Scrutiny Committee can refer the matter back to the NEPP JC, refer the matter to ECC Full Council for it to consider whether to refer the matter back to the NEPP JC, or to accept the decision be implemented.
12. The current JCA includes an option to extend for a further four years when it terminates in March 2018. ECC have indicated their intention to take up that option and offer both the North and South partnerships an extension to the existing JCA through to March 2022.
13. The JCA will retain the vast majority of its existing clauses. However, the following amendments have been made by ECC in relation to the offer of the four-year extension:
  - For the last two years of original seven year agreement:
    - 16/17 - ECC Signs and Lines subsidy at reduced levels (North - £120k and South £30k)
    - 17/18 - No ECC subsidy, but business cases brought forward in 2016/17 for investment consideration
  - change to funding and more innovation/ efficiency/ modernisation with ECC operating as a co-investor providing capital funding, against agreed income generation and innovation business cases
  - The Partnerships to produce a review and report on best value approach for delivering Signs and Lines maintenance and creation of new schemes
  - The Partnerships to consider ways to improve links to Local Highways Panel (LHP) possibly via link to Highways Liaison officers to provide meeting dates and scheme information

In addition the project team that worked on the extension agreement, involving Members and officers from ECC and both parking partnerships, agreed a development plan to be implemented through the life of the extended agreement. This is attached to this report as Appendix One.

## Financials

14. Under the original JCA, ECC provides some financial support to NEPP. This is to supplement the income from on street parking charges and PCNs so that NEPP balances its on street parking budget. It is intended as a contribution towards the costs of providing and maintaining signs and lines. Apart from over heads in running the partnership, the cost of enforcement of on street regulations, the costs of maintaining road markings and signs required for a TRO, implementing new TROS and amendments, and ticket machines where used, need to be covered. District and Borough Councils do not contribute to the costs of managing on street parking. ECC
15. The cost of off street car park management is recharged to each council which exercises its option to use NEPP. Currently five do so. Tendring is the exception. But Epping Forest has given the requisite notice that it will taking back its car parks from April 2017. It will be using a private contractor and is currently in the procurement process.
16. Car parking income is collected by NEPP's contractor, currently G4S, and credited directly to each council. Penalty Charge Notice income is similarly passed to each council, as is income from season tickets. Currently, UDC's share of off street parking management costs is £154,000. NEPP will undertake the processes of amending a district wide off street parking order, but these are recharged separately on an at cost basis. Apart from some agreed retention to maintain a reserve (£50,000 in 2015/16), any surplus from the total of council contributions over operating costs is redistributed to the councils currently in proportion to their respective contributions. In 2015/16 UDC received a 12% share, which was £10,098.
17. UDC income from its car parking charges totalled £975,856 in 2014/15. PCN income totalled £48,124. For 2015/16 the figures were £913,340 and £41,392, although there were exceptional circumstances because of the redevelopment of the Faircroft Road car park.
18. Should the council have to take on management of off street parking itself because no extension of the NEPP JCA is agreed, or like Epping and Tendring it chooses to take this responsibility back, it would either need to contract this out, or put in place the necessary in house resources. NEPP advises these would need to comprise:

Staff	4.25 FTE (incl 1 FTE manager)	£113,360
Contracts	Cash collection Machine maintenance Processing PCNs and permits	Contract costs would need to be established through procurement. NEPP benefits from economies of scale that

	Cashless and virtual payments (eg MiPermit)	would not be available to UDC
Corporate recharges	Corporate management Payroll Office space	A significant increase in recharges would be expected if the function had to be directly managed
Capital investment	Replacement ticket machines, machine updates and related equipment	

19. Responsibility for maintaining , street car parks is for the most part a district/ borough responsibility so UDC maintains the lighting, parking surface, marking of car parking spaces, and any landscaping, with NEPP only responsible for ticket machines. UDC has separate budget heads for maintenance expenses.

20. The Scrutiny Committee considered this matter at its meeting held on 26 September. It agreed in principle that UDC should commit to the NEPP for a further 4 years, but also recommended that Members, in discussion with officers. should explore possible areas for improvement and report back to the committee.

A copy of the minutes is attached as an appendix to this report.

## Risk Analysis

21.

Risk	Likelihood	Impact	Mitigating actions
Separating the enforcement of on and off street parking could increase the total cost to residents.	3 There is potential for duplication in travelling costs of enforcement officers and management costs and procurement	2 Costs would need to be established	
Limited resilience within an Uttlesford off	3 The team would be small and	2/3 Would depend on nature of	Look at outsourcing

street parking service	vulnerable to covering sickness absence. Team would lack the expertise and specialist knowledge of NEPP and its ability to share with SEPP.	absence.	
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- 1 = Little or no risk or impact
- 2 = Some risk or impact – action may be necessary.
- 3 = Significant risk or impact – action required
- 4 = Near certainty of risk occurring, catastrophic effect or failure of project.

**SCRUTINY COMMITTEE held at COUNCIL OFFICES LONDON ROAD  
SAFFRON WALDEN at 7.30pm on 26 SEPTEMBER 2016**

Present: Councillor A Dean (Chairman)  
Councillors H Asker, G Barker, R Chambers, B Light, E Oliver and  
G Sell.

Officers in attendance: R Auty (Assistant Director Corporate Services),  
M Cox (Democratic Services Officer) R Harborough (Director of  
Public Services) and A Webb (Director of Finance and Corporate  
Services).

Also present: Councillor S Barker (Portfolio Holder for Environmental Services).

**SC25 APOLOGIES FOR ABSENCE AND DECLARATIONS OF INTEREST**

Apologies for absence were received from Councillors Davies, Felton and  
Harris.

Councillor Asker declared a non-pecuniary interest as a member of Saffron  
Walden Town Council.

**SC26 NORTH ESSEX PARKING PARTNERSHIP – EXTENSION OF THE JOINT  
COMMITTEE AGREEMENT**

**Presentation**

The Chairman welcomed from the North Essex Parking Partnership (NEPP),  
Richard Walker, Group Manager and Lisa Hinman, Central Area Manager.  
Richard Walker gave a presentation about the NEPP service to assist with the  
pre-scrutiny discussion on the decision to be taken by Cabinet on whether to  
commit to the partnership for a further four years.

Richard Walker explained the history of decriminalised parking in Essex and the  
subsequent development of the Parking Partnership. He explained that after  
decriminalisation, ECC had established 12 agencies in the districts to run  
parking enforcement. This arrangement had proved ineffective and had resulted  
in a growing deficit that had reached £900K countywide by 2011.

ECC had therefore cancelled the agencies and established the north and south  
parking partnerships to achieve operational and administrative efficiencies,  
reduce the deficit, and provide a surplus to invest back in enforcement and the  
making of Traffic Regulation Orders (TRO). Other improvements sought were  
greater resilience, clarity of policy and consistency of approach.

The parking function covered two distinct elements

- Off- street parking - this was the responsibility of district authorities  
(UDC). The budget contribution was via a service level agreement.  
For UDC this was £154K

- On street parking - this was the responsibility of ECC as highway authority. The budget expands or contracts to suit income.

Each Partnership had a lead authority, which was Colchester for the NEPP, and Governance was by way of a Joint Committee comprising one Cabinet member from each authority together with a county member.

Richard Walker gave details of the areas of work covered by the NEPP and said that it had met its objectives to achieve an overall financial account to operate parking enforcement and the TRO function. The partnership now had zero deficit, and was looking to invest the surplus back into the service. He explained the challenges and plans for the future of the Partnership.

The member authorities were being asked to consider whether they wished to extend the agreement for a further 4 year term. The current term was 11 years, but as the decision to extend was to be made not less than 15 months before the end of the 7 year term a decision had to be taken by December 2016, when a new business plan and legal agreement would be put in place.

## Questions

Members of the Committee asked a number of questions, as follows

Q - Who do you consider to be the customer of the service? How do you find out the views of the general public, is there a problem with public perception?

A - Everyone who uses the service is a customer. The partnership is looking to be more outward looking and intends to arrange more focus groups and events.

A - There should however be caution when asking the views of the general public as there tends to be a binary response. People either think there is too much or too little enforcement, but rarely express satisfaction with the service.

Q - How many Civil Enforcement Officers (CEO) are employed in Uttlesford?

A - There is always at least one CEO in the Uttlesford District, on average there will be two, one concentrating on Saffron Walden and one covering the rest of district. The teams work 4 days on and 4 days off, from 7am – 9pm or 7.30am – 7pm. These are long shifts, and there are a lot of hours to cover. It is often difficult to recruit to these posts as it and the nature of work requires a certain type of person.

Q - How many CEO's are employed by the partnership as a whole?

The partnership employs 51 FTEs. The number currently employed is in the 40's, recruitment takes place on an ongoing basis.

Q - How do the CEO's know which areas of the district to target? Do managers have detailed knowledge of the area?

A - The officers' understanding of the district is improving all the time. Detailed surveys are carried out for TRO's to ensure it is the right scheme for the



area. The NEPP has a number of officers with technical knowledge of the areas and CEOs develop their own personal knowledge on the ground.

Q - Why do officers often patrol in pairs and why do they enforce on bank holidays? As inappropriate parking is often the cause of traffic disruption, does the parking partnership work with ECC highways to help traffic flow in small towns?

A - The officers do not generally patrol in pairs but do so outside schools, when they are training or when there are safety concerns. On street parking can often be the cause of traffic flow problems, and the NEPP works with ECC to develop appropriate TROs.

Q - Do the district authorities advise the NEPP about changes to off street parking arrangement, for example during the recent works at the Lower street Stansted car park?

A - Yes, this information is passed to the NEPP although, the recent arrangement at the Lower Street Car park had been particularly confusing.

Q - Is there relevant data/ information available to assist with the setting of parking tariffs?

A - Yes the new meters uses SMART technology which can provide detailed usage information.

Q - Is there a heat map for the district?

A - Yes, the system can produce a detailed map of where the CEOs have visited and where tickets have been issued. This information can be overlaid to plan working patterns.

Q - Is there a problem with issuing visitor permits?

A - The NEPP is trying to encourage digital usage, although paper tickets are still available.

Q - Can action be taken to prevent people parking on the kerb?

A - The NEPP cannot enforce where there are no restrictions (ie yellow lines). If the parking causes an obstruction this is a matter for the police. However, before any restrictions are put in place, thought should be given to the knock on effect on surrounding areas. In cases where there is a wide pavement this does not necessarily cause a problem and can assist with speed reduction.

Q - We are not aware of who we should contact at the NEPP to report local issues?

A - Feedback from councillors with local knowledge is very important. I will circulate a who's who and contact numbers of relevant officers.

Q - Why have Epping decided to opt out of the partnership for off- street parking

A - Epping DC they think they can provide this service cheaper themselves.

Q - Who produces the accounts for the NEPP?

A - The Group Manager produces the accounts together with the accountant. The accounts are independently audited and are publically available.

Q - Should the accounts be presented to the UDC Audit Committee?

A - The partnership produces small bodies accounts which include a lot of detail. However, The Joint Committee has a detailed scrutiny of the accounts at its budget meeting.

Q - How much does UDC pay to NEPP for the off street service?

A - £154K to cover services required such as enforcement, machine maintenance, cash collection. The largest costs are staffing and fuel. This SLA is long standing and will need to be reviewed at some stage.

Q - If we leave the partnership, why would we have no influence on the on-street parking function?

A - On street parking is an ECC highway function.

Councillor G Barker thanked the officers for an interesting and informative presentation. Lisa Hinman asked she was keen to build up a relationship with district members and asked members to contact her with any questions or issues.

Richard Walker and Lisa Hinman then left the meeting.

## **Discussion**

The committee considered a report by the Director of Public Services, which contained information to assist with making the decision on whether to recommend that UDC signs up to the four year extension to the joint agreement.

It was noted that UDC currently paid NEPP £154,000 a year for services in respect of off street car park management. It made no financial contribution to on - street parking enforcement, although there were costs associated with the participation of members and officers in the partnership.

The report set out the advice from NEPP on the level of resource that UDC would require to manage its off street car parks itself. It concluded that there would be no financial savings, it was likely to increase revenue expenditure on this function without achieving any advantage.

The Chairman asked if anyone had put a case that it would be better for the Council to leave the Partnership.

Members of the group said that if there was currently a problem with recruiting CEOs, there was little realistic chance of UDC doing any better without the expertise and manpower. There would also be the additional start up costs as well as the annual running costs. Officers advised that it would be possible for the council to take on this role but it would be a huge challenge and it would have to engage the help of consultants. Members agreed that it would be difficult for UDC to provide the service cheaper itself and therefore it would be a ill-advised to leave the partnership.

However, there was some concern about whether the partnership was giving Uttlesford value for money, when it assigned only 1 or 2 CEO's to patrol the district. The committee thought there should be some improvements to the quality of service provided. One suggestion was whether Uttlesford could negotiate/pay for additional enforcement hours.

The Director of Public Services said the Cabinet would consider its initial response at its meeting on 12 October but the final decision would be made by the NEPP Joint Committee on 15 December 2016.

#### RESOLVED

- 1 To recommend that the Cabinet agree in principle that UDC commit to the NEPP for a further four years.
- 2 The Chairman to liaise with Cllr Asker and discuss with officers possible areas for improvement to the service and bring these back to the November meeting.

The meeting ended at 10pm.



**Committee:** Cabinet

**Agenda Item**

**Date:** 12 October 2016

**10**

**Title:** Compliance with the Waste Regulations in relation to separate collections of dry recyclables

**Portfolio Holder:** Cllr Susan Barker, Cabinet Member for Environmental Services

Key decision: Yes

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## Summary

The Waste Regulations require that all waste collection authorities collect materials such as glass, metal, paper and plastics for recycling separately. However they may be collected on a different basis where it is not technically, economically or environmentally practicable to make separate collections. The council collects dry recyclables on a co-mingled basis, and this report invites the Panel to consider the attached assessment which concludes that the council's current system has been chosen because it is seen as more technically practicable, environmentally and economically beneficial than collecting the four materials separately.

## Recommendations

The attached assessment be approved.

## Financial Implications

The council's current budget is based on co-mingled collection arrangements for the collection of dry recyclables. The attached assessment considers the financial implications of switching to separate collections of materials. In summary, the assessment is that this would incur an increase in costs of over £260,000 a year, excluding further costs to the Essex tax payer from lower recycling rates than at present resulting in increased landfill.

## Background Papers

None

## Impact

Communication/Consultation	
Community Safety	
Equalities	
Health and Safety	

Human Rights/Legal Implications	The Council needs to show that it is acting in accordance with the Waste England and Wales Regulations 2011 with particular reference to Regulation 13.
Sustainability	Addressed in the body of the report
Ward-specific impacts	
Workforce/Workplace	

## Situation

1. The council's collection system is designed to deliver an economic solution that minimises waste arisings, and maximises the capture rate of dry materials for recycling. It features separate collections of food and garden waste.
2. The council's chosen system recycles considerably more than a system that collects materials separately. By reference to benchmarking with other comparable authorities, the council is collecting 3,050 tonnes a year more than it would with fortnightly collections of recyclables in separate streams, and 1,724 tonnes more than it would if it introduced weekly recyclables collections.
3. The high tonnage of recyclables collected under the current system has an economic benefit in terms of recycling credits (up to an additional £190,655 a year based on £62.51 per tonne) and additional payments in terms of the overall recycling/ composting rate. ECC as the disposal authority also benefits by an estimated £145,000 a year over and above the payments to UDC through the greater diversion of residual waste.
4. If recyclate was collected as separate streams, and there were still fortnightly collections, the council would require an arrangement whereby those rounds continued to collect food waste. Where kerb side sort is used along with food waste collections, vehicle capacity constraints result in much lower productivity, and collections costs would increase starkly. If as is likely, weekly collections of dry recyclables would be required to meet the council's commitments under the Inter Authority Agreement to achieve tonnages the costs would be even starker.

## Risk Analysis

5.

Risk	Likelihood	Impact	Mitigating actions
Challenge in the courts to the council's current system of collecting dry recyclables	2 The Government's interpretation of the EU Waste Framework Directive into the Waste (England and Wales) Regulations 2011 was subject of a judicial review. The application was dismissed and no challenges to the regulations are outstanding	3 Depends on the outcome of any court action. Moving from a co-mingled system to separate collections would be at a significant cost to the council that would have implications for all its services	Approve the TEEP assessment

1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary.

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.







## INTRODUCTION

Uttlesford DC (UDC) collects its dry recyclables in-house. The collected materials become the property of Viridor; and are subsequently transported and treated through a contract between UDC and Viridor, under the terms of which Essex CC (the disposal authority) provides transfer facilities (at Great Dunmow); and Viridor provides transport to its MRF and treatment of the materials for recycling.

These are changed arrangements since a TEEP assessment was first carried out for UDC: formerly the contract was with Bywaters and the transfer facilities were provided by Bywaters as part of that contract. The new contract was procured on a partnership basis i.e. a partnership of four Essex waste collection authorities (Basildon, Brentwood, Rochford and Uttlesford, with Basildon acting as lead authority) who procured the new arrangement on a collaborative basis but with prices and options for each Council by the division into lots.

In setting up these arrangements, UDC was fully cognisant of the requirements of the EU Waste Framework Directive (WFD) 2008 and the Waste England and Wales Regulations 2011 which flow from it. The Regulations (which were the subject of a judicial review) include Regulation 13 regarding the collection of glass, metal, paper and plastic for recycling.

UDC was therefore aware that the requirement of Regulation 13 is that these materials (i.e. glass, metal, paper and plastic for recycling) should be collected separately: but may be collected on a different basis in certain circumstances which are where it can be shown that it is not should technically, economically or environmentally practicability (TEEP).

Accordingly, as part of the original design of its recycling systems, options for collecting recyclables were considered and tested using TEEP criteria: although no official guidance as to how this was to be done was available at the time.

In late April 2014 WRAP published the Waste Regulations Route Map. WYG was asked by UDC to assess its chosen methodology on the basis of this Route Map. This report is an update to the initial TEEP assessment based on latest data for 2014-15 and the new arrangements, including current gate fees, recycling credits and pay rates.



## THE SYSTEM DESIGN AND OUTCOMES

The system that UDC uses is designed to maximise the recycling / composting rate at an affordable cost.

The design is as follows:

- Residual waste collected fortnightly from a 180-litre wheeled-bin;
- Dry mixed recyclables (DMR) collected fortnightly, co-mingled including glass, from a 240-litre wheeled-bin;
- Garden waste collected fortnightly all year round excluding a shut down period from mid-December to mid-January from a 240-litre wheeled-bin on a chargeable basis; and
- Food waste collected weekly from food waste containers.

The size of the bins is designed to reduce residual waste and encourage recycling. In terms of comparative performance outcomes, the scheme is a success: in 2014/15 (at the time of writing the most recent data available for all local authorities) UDC had the 70<sup>th</sup> highest rate for recycling / composting in England at 50.3%: this is out of 320 collection and unitary authorities, meaning UDC's performance is among the top quartile of all local authorities in England.

The design of the collection system delivers an economic solution through three specific initiatives:

- First, the use of split-bodied collection vehicles for the main rounds, so that on one pass the householder has food waste and residual waste collected on one pass using the same vehicle: and a week later has food waste and dry recycling collected on one pass using the same vehicle. Therefore each household is passed once per week, except for those households which subscribe to the garden waste collection service.
- Second, collecting dry recycling (and food) across the whole District in one week and collecting residual waste (and food) in the other. This means that it is easier to deal with vehicle breakdowns, missed collections etc.
- Third, only collecting from Tuesdays to Fridays. This means that Bank Holiday catch-ups are not required (save for the Christmas / New Year period and Good Friday) giving residents greater certainty as to collection days and saving communications costs. It also provides greater economy, since UDC is very rural with consequential long travelling times: and the longer working day which this design delivers means that each round can service many more properties whilst still tipping twice per day maximum.



The resources used for collection are as follows (from 34,180 properties):

- Nine rounds each comprising a driver plus two loaders, which collect residual waste plus food waste on one week and dry recycling plus food waste on the alternate week;
- One round for restricted access collections comprising a driver and one loader using a 15-tonne vehicle; and
- Two garden waste rounds comprising a driver plus one loader.

In terms of volumes collected of household waste, in 2014/15 these were (from 34,180 households):

- Overall tonnages of waste: 29,308 tonnes;
- Residual waste: 14,577 tonnes (of which 13,412 tonnes were collected at the kerbside);
- Dry recyclables: 9,389 tonnes (excluding contamination), of which 8,476 tonnes were collected at the kerbside, alongside 747 tonnes of contaminants, a total of 9,223 tonnes;
- Compostable waste: 5,342 tonnes, of which: 2,958 tonnes were kerbside food waste, 956 tonnes kerbside garden waste and 1,428 tonnes 'bring' garden waste.

If measured in terms of kg per household for that year, the figures are as follows:

Total waste: 857 kg;

Residual household waste: 426 kg, of which 392 kg were collected at the kerbside);

Dry recycling: 275 kg (excluding contamination), of which 248 kg were collected at the kerbside;

Composting: 156 kg, of which 87 kg were kerbside food, 28 kg kerbside garden waste and 42 kg 'bring' garden waste);

This gives the following outcomes:

- Recycling rate: 32.0%;
- Composting rate: 18.2%;
- Combined recycling / composting rate: 50.3%.

These figures are worthy of some comment. The total waste arisings per household are very low – for many other Essex districts the figure is very much higher e.g. Basildon 1,005 kg; Braintree 910 kg; Brentwood 873 kg; Rochford 962 kg. The low figure for Uttlesford says much about the excellent work done in terms of designing a collection system that minimises waste.

The capture rate of dry recycling as a percentage of total waste arisings is significant. Again, looking at some other Essex authorities the figures are: Basildon 25.7%; Braintree 24.6%; Brentwood 30.8%;



Rochford 26.6%. Additionally, it is worth noting (as discussed later as a major part of the TEEP test) that the authorities in Essex collecting recyclables in separate streams collect even less than these figures, whether as a percentage (except Colchester) or in terms of kg per household.

## USING THE WRAP ROUTE MAP

With the benefit of the WRAP Route Map, the following commentary works its way through the various stages.

### **Step 1**

Here UDC should consider the waste collections covered; and the current waste collection system.

The waste collections being covered are household waste. The current waste collection system does collect the four materials (glass, metal, paper and plastic) for recycling: but these are not collected as separate waste streams.

It is worth noting that UDC delivers a recycling service (as well as a residual waste service) to schools. This includes the collection of food waste and the collection of dry recycling to the same specification as for households.

The published guidance also refers to the collection of food and garden waste: the system collects these on a separate basis, with garden waste collections on a chargeable basis.

The published guidance also refers to the collection of bulky waste and the system collects this and applies a waste hierarchy promoting reuse and recycling.

### **Step 2**

Here UDC should consider how each waste stream is managed and what waste is recycled.

Residual household waste and bulky waste is not currently recycled: but there will be recovery and some recycling through the new MBT facility at Basildon (run on behalf of Essex County Council, the Waste Disposal Authority for UDC).



Dry recyclate collected is all recycled, except for fines and contaminants. The contract between UDC and Viridor is based on a contamination rate of 10% or below: and the contract documentation sets out detailed processes that are followed to determine the make-up of the recyclate and managing contamination.

Food and garden waste is treated through composting.

### **Step 3**

Step 3 relates to the waste hierarchy: which has been applied throughout the decision-making process regarding the selection of recycling methodology.

### **Step 4**

At this stage a number of questions are asked in relation to the four dry streams of glass, metal, paper and plastic. Working through these questions:

- Does UDC collect glass, metal, paper and plastic for recycling? Yes
- Are separate collections in place? No (so necessity and practicability questions to be answered)
- Are separate collections necessary to ensure that waste is recycled? No – waste collected for recycling is (apart from contaminants etc.) recycled
- Is there an approach to separate collection that is technically, environmentally and economically practicable? No – as the following tests show

Necessity test:

Here the quality and quantity of recycling is considered.

In terms of quality, the contract documentation requires that at least 90% of collected material shall be recycled. Further, the contractor is required to set out in their tender the methodology to be used so that good quality recyclables result from the process; and this information is then incorporated into the contract.

The minimum range of materials required to be accepted through the treatment contract is as set out below (details from the specification for the contract).



	<p><b>Target Materials</b></p> <p>Residents shall be advised TO present these items Rinsed. The Contractor shall ensure the Recycling of these materials regardless of particle size</p>	<p><b>Non-Target Materials</b></p> <p>Residents shall be advised NOT to present these items There is no requirement for the Contractor to Recycle these Items.</p>	<p><b>Non-acceptable materials</b></p> <p>Residents shall be advised NOT to present these items There is <u>no requirement</u> for the Contractor to Recycle these Items.</p>
<p><b>EWC Code</b></p>		<p><b>The Contractor shall not reject a load on the basis of <u>the presence of these items.</u></b></p>	
<p>20 01 01</p>	<p>Newspapers, magazines, office paper, white and coloured, other papers including clean paper bags, Greetings cards, envelopes, including window type, phone Directories, Yellow Pages and similar Directories, junk mail, catalogues and shredded paper.</p>	<ul style="list-style-type: none"> <li>▪ Paper hand towels</li> <li>▪ Brown parcel paper free of tape</li> <li>▪ Paperback Books</li> </ul>	<ul style="list-style-type: none"> <li>▪ Food contact papers (Fish and chip papers, takeaway containers),</li> <li>▪ Hardback Books</li> <li>▪ Wrapping papers</li> </ul>
<p>15 01 01 &amp; 20 01 01</p>	<p>Cardboard, grey and OCC, card based egg boxes, domestic cardboard tubes, food packaging card, composite card and plastic,. Cardboard and fibre packing and carrier trays.</p>	<ul style="list-style-type: none"> <li>▪ Commercial cardboard tubes</li> <li>▪ Card based commercial food trays and boxes</li> <li>▪ window envelopes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Take away pizza boxes</li> </ul>
<p>15 01 40 &amp; 20 01 40</p>	<p>Rinsed Steel and aluminium domestic and commercial food and drinks cans, pet food cans</p>	<ul style="list-style-type: none"> <li>▪ Biscuit tins</li> <li>▪ Sweet tins</li> </ul>	<ul style="list-style-type: none"> <li>▪ Bulk domestic and commercial food grade oil cans.</li> <li>▪ Metal paint tins</li> </ul>
<p>15 01 40 &amp; 20 01 40</p>	<p>Aerosols empty of personal and beauty products, cleaning products and foods.</p>		<p>Containers previously used for</p> <ul style="list-style-type: none"> <li>▪ Car products,</li> <li>▪ Light lubricating oils,</li> <li>▪ Domestic and commercial glue</li> <li>▪ Filler, DIY products.</li> <li>▪ domestic insecticides</li> </ul>



	<p><b>Target Materials</b></p> <p>Residents shall be advised TO present these items Rinsed.</p> <p>The Contractor <u>shall ensure</u> the Recycling of these materials regardless of particle size</p>	<p><b>Non-Target Materials</b></p> <p>Residents shall be advised NOT to present these items</p> <p>There is no requirement for the Contractor to Recycle these Items.</p>	<p><b>Non-acceptable materials</b></p> <p>Residents shall be advised NOT to present these items</p> <p>There is <u>no requirement</u> for the Contractor to Recycle these Items.</p>
			<ul style="list-style-type: none"> <li>▪ Paint aerosols</li> </ul>
15 01 02 & 20 01 39	Food and drink bottles and jars (including trigger spray bottles, pump spray bottles and roller ball bottles) rinsed of personal care products, household cleaning products, cooking oil and food.	<ul style="list-style-type: none"> <li>▪ Rinsed Bulk (5 l or greater) containers previously containing cleaning products,</li> <li>▪ Rinsed Bulk food / liquids containers, (e.g. empty DIY plastic bottles, domestic screen-wash and detergent bottles)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Domestic and commercial containers previously used for motor oil, antifreeze, brake and clutch fluid and other chemicals.</li> </ul>
15 01 02 & 20 01 39	Rinsed Plastic rigid containers including food pots, tubs and trays.	<ul style="list-style-type: none"> <li>▪ Plastic flower pots, plant trays, CD &amp; DVD cases,</li> <li>▪ Biscuit and sweet containers,</li> <li>▪ Plastic coat hangers</li> </ul>	<ul style="list-style-type: none"> <li>▪ Plastic packaging films,</li> <li>▪ Black sacks empty or full,</li> <li>▪ Bubble wrap,</li> <li>▪ Soft plastic film</li> <li>▪ Cling Film</li> <li>▪ Empty Carrier bags</li> <li>▪ Toys, video tapes,</li> <li>▪ CDs DVDs, plastic paint pots,</li> <li>▪ Polystyrene cups and packaging materials,</li> <li>▪ corrugated plastic sheet,</li> <li>▪ washing up bowls,</li> <li>▪ cutlery and drainer trays.</li> </ul>
15 01 05	Waxed composite food, beverage and similar containers, including fabric conditioner	<ul style="list-style-type: none"> <li>▪ Pill etc. Blister packs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Aluminium composite foil laminate pouches (including for pet foods)</li> <li>▪ Take away hot beverage containers</li> <li>▪ Card and aluminium composite take away</li> </ul>



	<b>Target Materials</b>  Residents shall be advised TO present these items Rinsed. The Contractor <u>shall ensure</u> the Recycling of these materials regardless of particle size	<b>Non-Target Materials</b>  Residents shall be advised NOT to present these items There is no requirement for the Contractor to Recycle these Items.	<b>Non-acceptable materials</b>  Residents shall be advised NOT to present these items There is <u>no requirement</u> for the Contractor to Recycle these Items.
			container lids. ▪ All takeaway containers
20 01 40	Rinsed Food grade aluminium foils and aluminium food trays		▪ Food grade Aluminium containing food
19 12 08		▪ Textiles ▪ Shoes	

Additionally, for Uttlesford and for Rochford:

EWC Code	Target Materials	Non-Target Materials	Non-acceptable materials
20 01 02 & 15 01 07	Rinsed Glass food and beverage containers regardless of particle size		▪ Window / sheet glass ▪ Pyrex containers, ▪ Drinking glasses

This is a wide range of recyclables: and this has enabled UDC to remove the bring sites service, delivering greater economy.

The new contract requires a robust sampling methodology (at the time of the procurement this was in the form of the MRF Code of Practice) and also includes clear requirements regarding end markets. Viridor has an internal company VRML which handles the onward sales and transport of the materials recovered from the MRFs which Viridor operates; and this has been in operation since 1998.

To quote from Viridor’s submitted Method Statement (which forms part of the contract):

“VRML has the specific responsibility for the development, implementation and management of a long-term national, European and International marketing and sales strategies for all sorted recyclables. Strategies have been developed to efficiently and effectively manage the marketing and associated risks and logistics





over two million tonnes of recyclate per year generated from 26 MRFs (2014/15) and other recycling facilities.

“VRML’s objective is to ensure that quality products generated are positioned and placed within the UK, European and global markets in a timely, professional and balanced manner to ensure the secure, reliable, and environmentally sustainable use of the recyclate. Your recyclates will be embraced within this robust, dynamic marketing strategy.

“VRML operate to international standards under their Management System Accreditation for ISO 14001 EMS, ISO 9001 QMS and OHSAS 18001. They’re also an Environment Agency Accredited Packaging and WEEE Export company and Glass processor. In addition they are one of only a few companies in the UK accredited by the Chinese Export/Import Authorities - AOSIQ & CCIC for export of all Paper, Plastics and metals grade recyclables to China. VRML and our UK, European and international end market reprocessors are subject to continuous rigorous examination and audit trail requirements by the EA, BSI, Customs, AOSIQ, CCIC and other independent auditors.

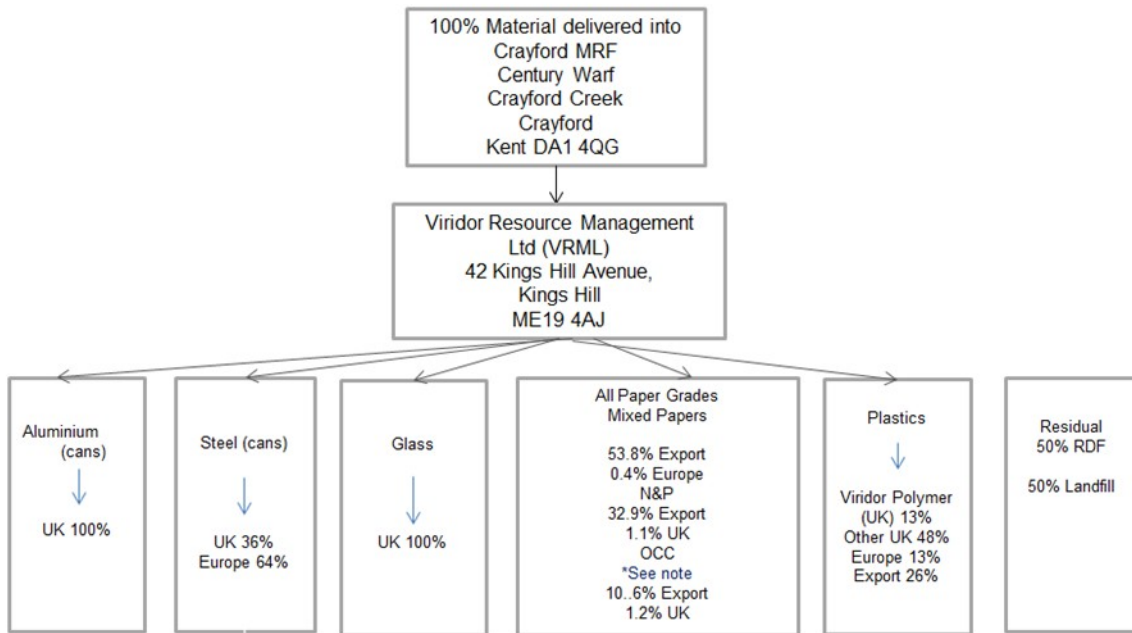
“VRML only use accredited reprocessors. These are carefully vetted under our QMS ‘approved customer process’ and must be approved and licensed in the UK by the EA; or are operating to European standards or similar and appropriately licensed. Maintaining a clear audit trail record on recyclates, their processing and subsequent supply to approved end market reprocessors is an important service and requirement. End market processors are audited under EA issued waste management licenses and accreditations, and by local authority customers in support of ‘duty of care’ and contractual responsibilities.”

The flowchart overleaf shows the end markets from the Crayford MRF where UDC’s recyclate is processed. It can be seen that all glass and aluminium is recycled within the UK and likewise the majority of plastics. 50% of residual waste goes to Energy from Waste plants. As part of the contract, UDC is regularly supplied with data on end markets.

Viridor Resource Management Limited VRML  
Example Typical End Destination Locations of Input Materials



Typical End Destination Locations of Input Materials from Crayford MRF July 2013



\*Note: OCC – Usual UK outlet Smurfit Snodland closed for refurbishment for 18 months from July 2013  
Data taken from material sales March – July 2013  
The operating site is responsible for residual disposal not VRML

Figure 1 Material destinations from Crayford MRF



It should be clear that in setting up these arrangements UDC has considered the quality of recycled materials most carefully.

In terms of quantity, there is a good deal of evidence which shows that the chosen methodology recycles much more than could be achieved with separate collections.

Nationally, if one looks at the higher performers, then the highest performer is for a fully co-mingled service (297 kg per household per annum) followed by a two-stream service collecting paper/card separately (260 kg per household per annum). This position does not just hold for the highest performers: it is also true at most quartiles, as shown in Figure 1 below:

**Figure 1: Range of Kerbside Dry Recycling Yields (kg/hh) for Each Recycling System**

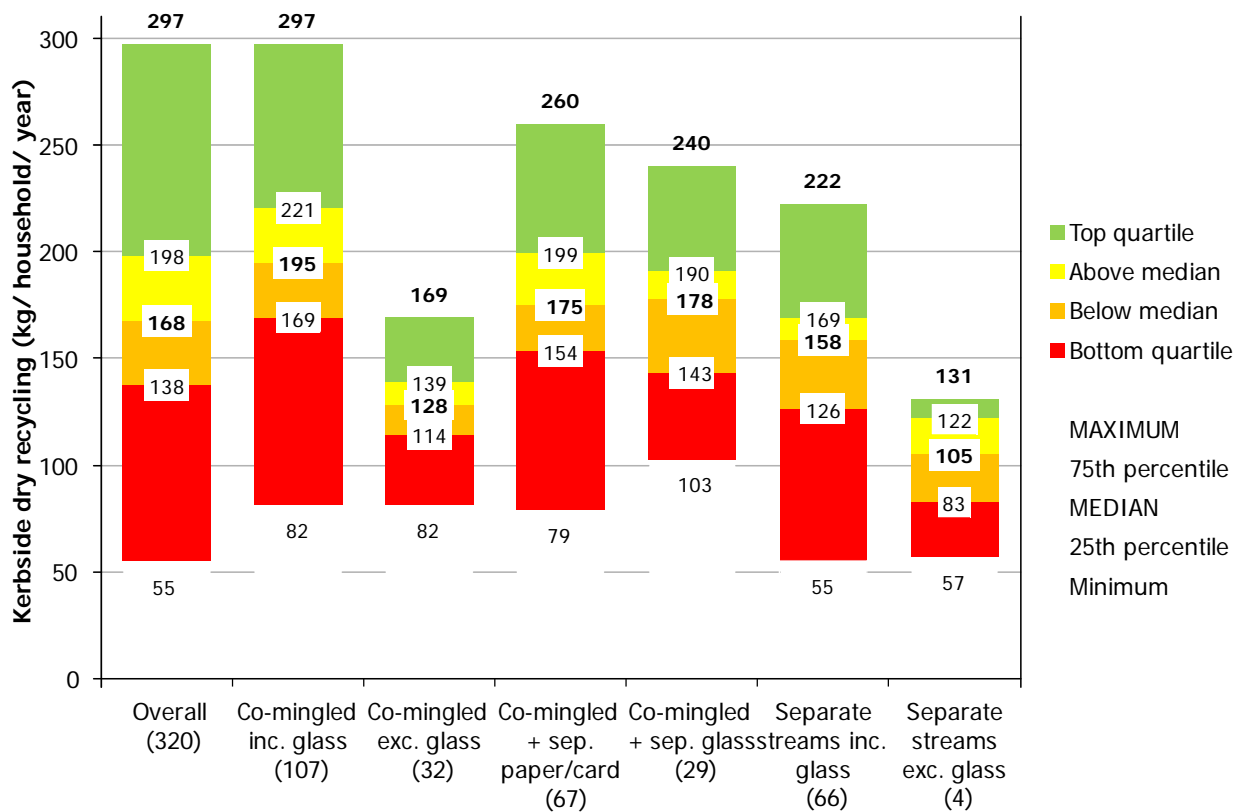


Table 1 overleaf shows that 24 of the top 30 performers collect fully co-mingled dry recyclables; five collect on a two-stream basis, with three collecting paper/card separately and two collecting glass separately; and one authority moved from separate streams to co-mingled including glass during the year; none of this top 30 collects on a kerbside-sort basis.

# NOTE FOR UTTLESFORD DC: TEEP ASSESSMENT



**Table 1: Collection Details for the Top 30 Kerbside Dry Recycling Authorities in 2014/15**

Rank	Authority	WYG client	Kerbside Recycl	Type	% Co-	Recycling				Refuse			
						Freq.	Wheeled	Sacs/ks/	Kerbside	Freq.	Wheeled	Sacs/ks/	Communal
1	Surrey Heath		29	C	99%	F	98%	1%	0%	F	90%	2%	8%
2	South Oxfordshire		29	C	100%	F	96%	4%	0%	F	96%	4%	0%
3	Vale of White Horse		27	C	100%	F	97%	3%	0%	F	97%	3%	0%
4	Chiltern		26	C/p	51%	F	85%	13%	98%	F	87%	9%	4%
5	Windsor and Maidenhead		25	C	98%	W	95%	5%	0%	W	79%	5%	16%
6	Lichfield		25	C	100%	F	100%	0%	0%	F	96%	1%	3%
7	Mole Valley		24	C	100%	F	97%	3%	0%	F	91%	0%	9%
8	Uttlesford		24	C	100%	F	94%	0%	0%	F	99%	0%	0%
9	South Cambridgeshire		24	C/p	75%	F	101%	0%	101	F	101%	0%	0%
10	Waverley		24	C	100%	F	100%	0%	0%	F	96%	2%	2%
11	South Northamptonshire		24	C	100%	F	100%	0%	0%	F	100%	0%	0%
12	Tandridge		24	C	99%	F	98%	2%	0%	F	0%	100	0%
13	Huntingdonshire		24	C	100%	F	89%	12%	0%	F	96%	4%	0%
14	Guildford		24	C	100%	F	95%	5%	0%	F	88%	5%	7%
15	Three Rivers		24	S⇒C	86%	W	100%	0%	0%	F	100%	0%	0%
16	Tamworth		24	C	100%	F	100%	0%	0%	F	100%	0%	0%
17	Ashford		24	C	100%	F	90%	5%	0%	F	88%	6%	7%
18	Epping Forest		24	C/g	76%	F	11%	89%	89%	F	91%	9%	0%
19	Woking		24	C	100%	F	75%	25%	0%	F	77%	3%	20%
20	Melton		23	C	100%	F	94%	6%	0%	F	96%	3%	1%
21	Cannock Chase		23	C	100%	F	101%	0%	0%	F	98%	0%	2%
22	Castle Point		23	C/g	76%	F	0%	100	100	F	0%	93%	7%
23	South Kesteven		23	C	100%	F	94%	6%	0%	F	94%	6%	0%
24	Wychavon		23	C	100%	F	93%	9%	5%	F	93%	5%	3%
25	Rutland		23	C	100%	F	99%	1%	0%	F	97%	1%	3%
26	Stratford-on-Avon		23	C	100%	F	95%	0%	5%	F	93%	5%	2%
27	North Hertfordshire		23	C/p	69%	F	100%	0%	0%	F	90%	0%	11%
28	Central Bedfordshire		23	C(x)	83%	F	72%	16%	12%	F	91%	5%	4%
29	South Staffordshire		23	C	100%	F	99%	1%	0%	F	98%	1%	4%
30	Charnwood		23	C	100%	F	99%	2%	0%	F	99%	2%	0%



Conversely among the bottom 30 performers, 12 out of 30 practice a form of kerbside-sort. It is worth noting also that authorities that have moved from separate collections to either a two-stream or fully co-mingled system (e.g. Ashford, LB Brent, Eastbourne, Isle of Wight, Rother and Wealden) have reported significantly higher capture rates.

In terms of volume, then, the argument runs in favour of moving away from kerbside-sort and toward some degree of co-mingling, either as a two-stream service or a fully co-mingled service.

Second, a pattern whereby higher capture results from either fully co-mingled or two-stream systems can be seen in Table 2 below, which looks at the capture rate at the kerbside for Essex authorities in 2014/15.

**Table 2: Collection Details for Essex Authorities in 2014/15**

Authority	kg/ household	Collection system for Dry Recyclables	Notes
Uttlesford	248	Co-mingled	W/bin for DMR, fortnightly
Epping Forest	240	Two-stream, glass separate	Sacks for DMR, fortnightly
Castle Point	236	Two-stream, glass separate	Sacks for DMR, fortnightly
Basildon	228	Two-stream, glass separate	Sacks for DMR, fortnightly
Rochford	226	Co-mingled	W/bin for DMR, fortnightly
Brentwood	222	Two-stream, glass separate	Sacks for DMR, weekly
Harlow	207	Co-mingled	W/bin for DMR, fortnightly
Chelmsford	170	Kerbside sort	Sacks for recycling, fortnightly
Maldon	169	Three-stream	Boxes for recycling, weekly
Colchester	166	Kerbside sort	Sacks for recycling, weekly
Braintree	157	Co-mingled exc. glass	Sacks for DMR, fortnightly
Tendring	91	Kerbside sort exc. glass	Boxes for recycling, weekly

There is a lot of evidence to show that the key factors in determining the volumes of dry recyclables collected are:

- (a) choice of system for collecting dry recyclables,
- (b) frequency and container size of residual waste service and
- (c) the degree of affluence.

In Essex the highest performers collect recyclables on either two-stream or fully co-mingled basis, with more affluent districts as well as those with fortnightly residual waste collections at the higher end of the spectrum for weight of recyclables collected per household.

Thirdly, one can look at wider benchmarks: these are detailed in the modelling which follows.



# NOTE FOR UTTLESFORD DC: TEEP ASSESSMENT

## Uttlesford Yield and Tonnage Estimates for TEEP Analysis

Uttlesford is in the Prospering Southern England ONS group within the Prospering UK Supergroup and has an IMD of 7.94.

It collects recycling fully co-mingled, including glass, fortnightly from wheeled bins and residual waste fortnightly from wheeled bins.

If Uttlesford moved to collecting recycling weekly in separate streams we believe the estimated yields would reduce from 248 to 198 kg/hh/year, meaning some 1,724 tonnes would not be recycled – and this for a weekly collection system:

Uttlesford	Collection type	Recycling container	Residual container	Recycling frequency	Residual frequency	IMD	kg/hh	Tonnes	Households
2014/15 collections and dry recycling yield	Fully co-mingled inc. glass	Wheeled bin	Wheeled bin	Fortnightly	Fortnightly	7.94	<b>248</b>	8,476	34,180
Proposed collections and estimated dry recycling yield*	Separate streams inc. glass	Box	Wheeled bin	Weekly	Fortnightly	13.01	<b>198</b>	6,752	
Change							<b>-50</b>	<b>-1,724</b>	

This is based on the following Prospering UK benchmark authorities with IMD < 16 that collect recycling weekly in separate streams from boxes and residuals fortnightly in wheeled bins.

Authority	ONS Group	IMD	Total (net)
North Somerset	Prospering Smaller Towns	15.18	<b>222</b>
West Oxfordshire	Prospering Smaller Towns	7.76	<b>220</b>
Daventry	Prospering Smaller Towns	12.06	<b>192</b>
Mendip	Prospering Smaller Towns	15.66	<b>178</b>
South Somerset	Prospering Smaller Towns	14.41	<b>175</b>



## NOTE FOR UTTLESFORD DC: TEEP ASSESSMENT

If Uttlesford moved to collecting recycling fortnightly in separate streams, we estimate the estimated yields would reduce from 248 to 159 kg/hh/year, meaning 3,050 tonnes would not be recycled:

Uttlesford	Collection type	Recycling container	Residual container	Recycling frequency	Residual frequency	IMD	kg/hh	Tonnes	House-holds
2014/15 collections and dry recycling yield	Fully co-mingled inc. glass	Wheeled bin	Wheeled bin	Fortnightly	Fortnightly	7.94	<b>248</b>	<b>8,476</b>	34,180
Proposed collections and estimated dry recycling yield*	Separate streams inc. glass	Boxes, sacks	Wheeled bin	Fortnightly	Fortnightly	11.64	<b>159</b>	<b>5,426</b>	
<b>Change</b>							<b>-89</b>	<b>-3,050</b>	

This is based on the following Prospering UK benchmark authorities with IMD < 16 that collect recycling fortnightly in separate streams from boxes, and residual waste fortnightly in wheeled bins.

Authority	ONS Group	IMD	Total (net)
West Berkshire	Prospering Southern England	9.98	<b>198</b>
St Albans	Prospering Southern England	7.75	<b>192</b>
Cotswold	Prospering Smaller Towns	10.93	<b>187</b>
Warwick	Prospering Smaller Towns	11.47	<b>168</b>
North West Leicestershire	Prospering Smaller Towns	15.22	<b>166</b>
South Gloucestershire	Prospering Smaller Towns	10.62	<b>162</b>
York	Prospering Smaller Towns	12.93	<b>159</b>
Selby	Prospering Smaller Towns	12.93	<b>159</b>
Harrogate	Prospering Smaller Towns	10.28	<b>152</b>
Cheltenham	Prospering Smaller Towns	15.46	<b>125</b>
Hambleton	Prospering Smaller Towns	10.97	<b>122</b>
Richmondshire	Prospering Smaller Towns	11.18	<b>115</b>



It should be clear, therefore, that UDC has considered the quality and the quantity of recycled material arising most carefully.

Practicability test:

Here the three areas to be addressed are: is the separate collection of each material stream economically, environmentally or technically impracticable?

It should be clear from the analysis above that the chosen system is more environmentally practicable: it recycles significantly more than a system which material streams separately) by an estimated 3,050 tonnes per annum if fortnightly collections remain or 1,724 tonnes per annum if weekly collections were introduced.

There is also an economic benefit to recycling at this level: both to UDC in terms of recycling credits (up to an additional £190,660 per annum based on £62.51 per tonne in the case of fortnightly collections of dry recyclables) and additional payments in terms of the overall recycling / composting rate of £486,601 per annum currently; as well as to the disposal authority Essex CC (calculated as up to a further £144,840 per annum over and above the payments made to UDC, based upon the difference between £62.51 and the treatment costs of ca. £110 per tonne).

Further: at present UDC collects dry recycle from its 34,180 properties on a fortnightly basis using 4.5 rounds with a driver plus two loaders and 0.5 of a round using a driver plus one loader, but also collecting food waste, over a four day cycle. If this were expressed at current (March 2016) rates the cost for collection and treatment could be expressed as:

- Collection resources as described above:
  - 5 drivers at £33,000 per annum: £165,000 per annum including NI and pension costs plus allowances for overheads
  - 9.5 loaders at £28,000 per annum: £266,000 including NI and pension costs plus allowances for overheads
  - 4.5 podded vehicles at £51,000 per annum, plus 0.5 15-tonne vehicles: £260,500 including insurance, fuel etc.
- 8,476 tonnes of dry recycle at £32.90 / tonne gate fee: £278,860
- Recycling credits: 8,476 tonnes @ £62.51 per tonne: (£529,835)
- Net cost of collection and treatment: £440,525





If the recycle was collected as separate streams, and there were still fortnightly collections, UDC would require an arrangement whereby those rounds continued to collect food waste: generally speaking such arrangements (whereby kerbside-sorted materials are collected along with food waste) have a much lower productivity rate because of vehicle capacity; and we would expect the costs to be:

- 6 rounds of driver plus three loaders:
  - 6 drivers at £33,000 per annum: £198,000 per annum including all overheads
  - 18 loaders at £28,000 per annum: £504,000 including all overheads
  - 6 kerbsider vehicles at £45,000 per annum: £270,000
- Income from sale of recyclables:
  - Paper and card: 3,250 tonnes @ £60 per tonne = (£195,000)
  - Cans / plastic: 820 tonnes @ £25 per tonne = (£20,500)
  - Glass: 1,356 tonnes at £15 per tonne = (£20,340)
- Recycling credits: 5,426 tonnes @ £62.51 per tonne: (£339,180)
- Net cost of collection and treatment: £702,180

This increase in cost is stark: an increase in costs of over £250,000 per annum. And it would be more economic even if the gate fee were to increase somewhat.

Additionally, Essex CC makes further savings from the current system (calculated at ca. £145,000 per annum) through the greater diversion from residual waste. Thus the overall saving to the Essex taxpayer from the current system is almost £450,000: as well as diverting significantly more material for recycling with obvious environmental benefits.

Further: if UDC were only to recycle at this lower level the supplementary payments from Essex CC would reduce sharply – and the option might be then to collect dry recyclables weekly which would be much more expensive and (as our modelling shows) would still not achieve the level of dry recycling which the current system achieves.

It should be clear that the current system has been chosen because it is seen as more technically practicable, environmental and economic than collecting the four materials separately.



## Step 5

At this stage sign-off is required.

We recommend that this assessment should be formally approved by the appropriate Council Committee or other authority; and retained as a formal record.

This report constitutes a review (Step 6 in the Route Map), appropriate for the new treatment contract UDC has entered into (the contract with Viridor, which started in May 2015); an additional review should take place just prior to the end of that contract (expected to be May 2019) or whenever waste services are generally reviewed, whichever is the earlier.

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