

# Selby District Council



## Agenda

Meeting: **Executive**  
Date: **5 September 2013**  
Time: **4pm**  
Venue: **Committee Room**  
To: Councillor Mark Crane, Councillor Mrs Gillian Ivey, Councillor Cliff Lunn, Councillor John Mackman and Councillor Chris Metcalfe

### 1. Apologies for absence

### 2. Minutes

The Executive is asked to approve the minutes of the meeting held on 4 July 2013. Pages 1 to 6 attached.

### 3. Disclosures of Interest

A copy of the Register of Interest for each Selby District Councillor is available for inspection at [www.selby.gov.uk](http://www.selby.gov.uk).

Councillors should declare to the meeting any disclosable pecuniary interest in any item of business on this agenda which is not already entered in their Register of Interests.

Councillors should leave the meeting and take no part in the consideration, discussion or vote on any matter in which they have a disclosable pecuniary interest.

Councillors should also declare any other interests. Having made the declaration, provided the other interest is not a disclosable pecuniary interest, the Councillor may stay in the meeting, speak and vote on that item of business.

If in doubt, Councillors are advised to seek advice from the Monitoring Officer.

**4. Empty Homes Strategy**

Report E/13/13 asks the Executive to approve the Empty Homes Strategy. Pages 7 to 34 attached.

**5. Financial Strategy – Key Decision**

Report E/13/14 asks the Executive to consider the Financial Strategy. Pages 35 to 63 attached

**6. 1<sup>st</sup> Interim Budget Exceptions Report – Key Decision**

Report E/13/15 provides the Executive with details of major variations between budgeted and actual expenditure and income for the 2013/14 financial year to 30 June 2013. Pages 64 to 78 attached.

**7. 1<sup>st</sup> Interim Treasury Management Progress Report – Key Decision**

Report E/13/16 asks the Executive to endorse the actions of officers with regard to the Council's treasury management activities. Pages 79 to 87 attached.

**8. 1<sup>st</sup> Interim Corporate Plan Progress Report**

Report E/13/17 asks the Executive to consider Access Selby's key performance indicators following the first quarter of 2013/14. Pages 88 to 98 attached.

**9. National Non-Domestic Rates Policy (NNDR)**

Report E/13/18 asks the Executive to consider the NNDR policy and submit the policy to Council for approval. Pages 99 to 138 attached.

**10. Traveller Needs Assessment**

Report E/13/19 asks the Executive to consider and endorse the Traveller Needs Assessment. Pages 139 to 202 attached.

**11. Duty to Co-operate Planning Policy**

Report E/13/20 updates the Executive with regard to the Duty to Cooperate (DTC), and the Spatial Planning taking place with neighbouring authorities and how it affects Selby District. Pages 203 to 219 attached.

## **12. Selby District Council Housing Development Strategy**

Report E/13/21 asks the Executive to consider the Council's Housing Development Strategy. Pages 220 to 248 attached.

**M Connor**  
**Chief Executive**

<b>Dates of next meetings</b>
<b>19 September 2013 Executive Briefing</b>
<b>3 October 2013 Executive</b>

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# Selby District Council



## Minutes

### Executive

Venue:	Committee Room, Civic Centre, Selby
Date:	4 July 2013
Present:	Councillor M Crane (Chair), Mrs G Ivey, C Lunn, J Mackman and C Metcalfe
Officers present:	Deputy Chief Executive, Executive Director S151, Managing Director, Director of Business Services, Lead Officer Finance, Lead Officer Marketing and Communication and Democratic Services Manager.
Also Present:	Councillor J Crawford, Peter Burt, Chris Derbyshire and Paul Hirst - Wigan Leisure Culture Trust
Public:	0
Press:	0

NOTE: Only minute numbers 14, 15, 17 and 18 are subject to call-in arrangements. The deadline for call-in is 5pm on 16th July 2013. Decisions not called in may be implemented on 17th July 2013.

#### 11. Apologies for Absence

No apologies were received.

#### 12. Minutes

The minutes of the meeting on 6 June 2013 were submitted and agreed as a correct record and signed by the Chair.

### 13. Disclosure of Interest

Councillor J Mackman declared a non pecuniary interest in item 6 (minute 16 - Programme for Growth Housing Development Strategy) through his role on the Selby and District Housing Trust. He remained in the meeting and participated during consideration of that item.

### 14. 2013/13 Final Accounts Outturn Report – Key Decision

Councillor C Lunn presented the report which set out the Council's end of year financial results for 2012/13. The Council had a surplus of £888k on the General Fund and £129k on the Housing Revenue Account (HRA).

Councillor C Lunn proposed that the surplus on the Core and Communities Selby General Fund be earmarked for the new policy on general rate relief and for the programme for growth, this was supported by the Executive.

The Executive discussed the capital programme and, whilst acknowledging its broad success, were mindful of the slippage reported and the need to spend the funds in a timely manner. The Executive Director (S151) detailed some of the additional grants received in the General Fund.

#### **Resolved:**

- i. To carry forward the funds of £927k Revenue and £1.591m Capital from 2012/13 to 2013/14;**
- ii. To transfer the £527k Core and Communities Selby General Fund surplus to the Discretionary Rate Relief Reserve - £300K and the remaining £227k to the Programme for Growth;**
- iii. To transfer the £361k Access Selby General Fund surplus to the earmarked NYCC Collaboration Project Reserve - £250k and the remaining £111k to Access Selby Reserves;**
- iv. To transfer the £129k HRA Surplus, £131k surplus to HRA Balances (Access Selby) and £2k deficit to HRA Balances (Core).**

Reason for the decision:

To allow projects and initiatives not completed in year to be rolled over to the following year and to make adequate appropriations to reserves to support future spending priorities and risks.

## 15. North Yorkshire Procurement Partnership

Councillor C Lunn presented the report which outlined the benefits of renewing the Council's membership of the North Yorkshire Procurement Partnership.

Councillor C Lunn informed the Executive that the Partnership had served the Council well since its inception in 2009 and had generated significant savings through smarter and more collaborative procurement. The Council's contribution toward the cost of the partnership would remain at £35k per annum.

The Executive discussed the costs of the partnership. Access Selby Board had considered the business case and concluded that it provided the most effective and best value option for the Council over the next three years.

### **Resolved:**

**To agree that Selby District Council remains a member of the North Yorkshire Procurement partnership for a further term of three years.**

Reasons for the decision:

Access Selby has a challenging savings target for the next few years and smarter procurement is to make a significant contribution to this. The planned procurement work programme is also quite extensive and if Access Selby is to achieve this then targeted and specialist resource will need to be provided.

Remaining in the North Yorkshire Procurement Partnership provides the best value procurement option available to Access Selby and the Council.

## 16. Programme for Growth – Housing Development Strategy – Key Decision

Councillor C Lunn presented the report on the Housing Development Strategy. The report set out the framework for delivering more affordable housing in Selby District to supplement the work of registered providers.

Councillor C Lunn informed the Executive that the strategy set out the need for more affordable housing within the district and specifically the need for smaller homes and homes for an aging population. He set out two routes to development, these were through the Housing Revenue Account or through a Housing Delivery Vehicle using General Fund resources, the Selby and District Housing Trust had been established for this purpose.

The Executive discussed the decision making process for the adoption of the strategy as well as the initial development of the Selby and District Housing Trust.

**Resolved:**

**To submit the proposed Development Strategy to Policy Review and Selby and District Housing Trust for comment.**

Reasons for the decision:

The Development Strategy will provide a framework for the Council to deliver affordable housing, either through the HRA, or through the General Fund.

**17. 2013/14 Performance Update**

Councillor M Crane presented the report which provided details of Access Selby's key performance indicators following the fourth quarter of reporting for the financial year 2012/13.

The Executive acknowledged the very positive results within the report and the excellent work being undertaken by Access Selby.

The Managing Director of Access Selby responded to questions from the Executive regarding the formulation of performance targets within the report. The Lead Officer Marketing and Communications outline the methodology used to make an assessment of employees' confidence and perception of the organisation.

**Resolved:**

**To note the report as a record of the performance of Access Selby during the year.**

Reasons for the decision:

The on-going management of performance and improvement data enables the Council to monitor the level of service delivered by Access Selby, and can assist the Council in achieving its strategic themes and priorities.

## **18. Annual Report 2012/13**

Councillor M Crane presented the Annual Report. The report was a key reference point for the authority, summarising the work of the Council during the 2012/13 as well as giving a financial overview.

### **Resolved:**

**To accept the Selby District Council Annual Report 2012/13 as an accurate record of the achievements of the authority during this period.**

Reason for the decision:

To enable the Annual Report to be published online, and with a limited print run for community locations.

## **19. Leisure Contract Annual Review April 2012 – March 2013**

Councillor Mrs G Ivey presented the report on the third formal annual review of the Leisure Contract with Wigan Leisure and Culture Trust (WLCT), covering the period April 2012 to March 2013.

Councillor Mrs G Ivey detailed the key findings in the report and welcomed the representatives of WLCT to the meeting. She highlighted the speed of the response in the re-provision of leisure facilities within Selby District following the fire at Selby Leisure Centre, this demonstrated the effectiveness of the partnership between the two organisations. She highlighted that there had been significant increases in membership levels at both Tadcaster Leisure Centre and the Interim Profiles Gym in Selby.

Peter Burt from WLCT highlighted the detail behind the Strategic Objectives of the Trust and gave an overview of the outreach work that was currently being undertaken, this included midnight football leagues and a weight management programme. He responded to questions from the Executive regarding capacity issues at Tadcaster Leisure Centre.

The Executive also discussed WLCT's involvement in the design of the new leisure centre and the plans that were being formulated for its launch.

### **Resolved:**

- i. To note the key findings of the report and in particular the performance of Wigan Leisure and Culture Trust to date;**
- ii. To agree the key priorities 2013 / 2014 highlighted in the annual review.**



Reason for the decision:

To recognise the progress WLCT has made to date; the measures put in place to maintain leisure services in the district; progress made to develop the service offer and the development of a replacement leisure facility during a very challenging period.

The meeting closed at 5.35 pm

# Selby District Council

## REPORT

Reference: E/13/13

Public – Item 4



**To:** The Executive  
**Date:** 5 September 2013  
**Status:** Non-Key Decision  
**Report Published:** 28 August 2013  
**Author:** Rose Norris, Executive Director  
**Executive Member:** Councillor Chris Metcalfe  
**Lead Director:** Rose Norris, Executive Director

**Title:** Empty Homes Strategy 2013-2016

### Summary:

The new Empty Homes Strategy 2013-2016 for the Selby District draws on current good practice in dealing with empty homes. It identifies the scale of the problem, sets out our priorities for addressing the issue and explores the approaches and resources required to bring empty properties back into use. This approach will address the adverse impact of empty homes on local neighbourhoods and economic regeneration. This work is a priority area in the council's Programme for Growth.

Since the strategy was considered at the Executive Briefing meeting in June 2013, it has been out to public consultation. The consultation ran from 24 June and closed on 6 August 2013.

### Recommendations:

- i. To adopt the Empty Homes Strategy 2013-2016.
- ii. To note the results of the consultation.
- iii. To agree that £100k of investment is committed from the Programme for Growth into a capital pot for an empty homes loans scheme.

- iv. **To agree that delegated authority to decide on the service delivery implementation arrangements is given to the Executive Director in consultation with Council's S151 Officer and the Tough Stuff Board.**

## **Reasons for recommendations**

As part of the Programme for Growth, the council has prioritised work to increase the amount of housing in the district and tackle empty homes.

### **1. Introduction and background**

- 1.1 Empty Homes are a national problem and as a region Yorkshire and Humber has the second highest number of empty homes in England. This level of empty homes reduces the amount of housing stock available to those seeking accommodation and if left empty and unmaintained for long periods can have a negative impact on the environment, the community and the local economy.
- 1.2 Selby District has a significant need for additional market and affordable housing; the council's Strategic Housing Market Assessment 2009 calculated a gross need for an additional 409 affordable homes per year, and yet there are 1178 empty homes (of which 497 have been empty for more than six months) across the district which could be brought back into use. Of these, 211 (17%) have been empty for more than two years. As part of the Programme for Growth, the council has prioritised work to increase the amount of housing in the district and tackle empty homes.

### **2. The Report**

- 2.1 The Tough Stuff Board, chaired by Cllr Chris Metcalfe, has been leading the work to develop the strategy and commissioned Access Selby to co-ordinate the work on its behalf. The strategy will enable the council to deliver back into use a number of empty homes in the District to provide more housing. The strategy is attached at Appendix A.
- 2.2 Since the strategy was considered at the Executive Briefing meeting in June 2013, it has been out to public consultation. The consultation ran from 24 June and closed on 6 August 2013. Those who took part in the consultation were extremely supportive of the council's proposals; the results are attached at Appendix B.

### **3. Legal/Financial Controls and other Policy matters**

#### **Legal Issues**

- 3.1 The council has no specific duty to manage empty homes as such, but it does have a duty to house homeless people in priority need.
- 3.2 Councils have legal powers to enable them to deal with empty homes; see section 4.5 for options on enforcement within the strategy document.
- 3.3 Any grants or loans made will be subject to appropriate terms and conditions and in accordance with the Council's legal powers.

#### **Financial Issues**

- 3.4 An initial revenue sum of £13,000 per annum has been allocated through the Programme for Growth for two years to fund the empty homes service. The service will become self-funding through the New Homes Bonus (NHB) which will be secured and the additional council tax levied on properties empty for longer than two years. There are currently 211 homes in the district which would attract the additional levy; this would generate an additional income of around £16,000 for Selby District Council (based on the Band D rate).
- 3.5 More importantly, for each Band D home brought back into use, the council will receive £6,716 New Homes Bonus (NHB) funding, over a six year period. This means that if the service were to bring back ten properties into use in Year 1, the council would receive a total of £67,160 in additional income. The government has proposed changes to the NHB, including the introduction of top slice arrangements; this would have a negative impact on the levels of income which could be achieved in the longer term and potentially reduce this sum by 35% to around £44k.
- 3.6 It is proposed that £100k of investment is committed from the Programme for Growth into a capital pot to launch a new empty homes loans scheme. The capital pot will be topped up through income from NHB and loan repayments. In addition to this, the new Housing Trust will play a key role in taking forward individual schemes. It is anticipated that capital investment on schemes will be funded by the rents generated and each scheme would be supported by a business case.
- 3.7 Any additional costs, including legal fees associated with enforcement action, will be considered on a case by case basis and subject to a satisfactory business case would be funded from the contingencies budget.

- 3.8 It is proposed that the service is evaluated after three years to evaluate its effectiveness, take up of loans, return on investment and the impact of any changes on NHB.

#### **4. Conclusion**

- 4.1 The Empty Homes Strategy will provide opportunities for the council to meet its corporate priorities: specifically bringing back empty homes into the housing stock for those in need; addressing environmental problems; working in priority areas; and securing New Homes Bonus.
- 4.2 The next stage in this work will be the implementation of the strategy. It is proposed that delegated authority to decide on the service delivery implementation arrangements is given to the Executive Director in consultation with the Tough Stuff Board.
- 4.3 The proposals for issuing grants and loans and business case preparation will be formulated in consultation with the Council's s151 Officer.

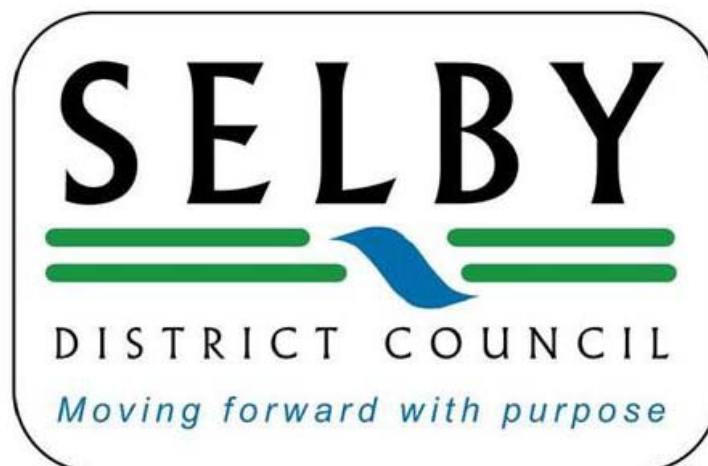
#### **5. Background Documents**

Appendix A Empty Homes Strategy 2013-2016  
Appendix B Consultation Report

#### **Contact Details**

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# EMPTY HOMES STRATEGY 2013-2016



# CONTENTS

- 1.0 Introduction
- 2.0 Outcomes for the Strategy
- 3.0 Background and Context
- 4.0 Planning and Priorities
- 5.0 Financial Resources
- 6.0 Roles and Responsibilities
- 7.0 Monitoring and Evaluation

Appendix 1

## 1.0 INTRODUCTION

This new Empty Homes Strategy for the Selby District draws on current good practice in dealing with empty homes. It identifies the scale of the problem, sets out our priorities for addressing the issue and explores the approaches and resources required to bring empty properties back into use. This approach will address the adverse impact of empty homes on local neighbourhoods and economic regeneration.

As many empty homes are situated in our town centres, returning them into use will help revitalise our urban landscape and improve footfall in and around our high streets. This will in turn complement the work planned for retail under our programme for growth.

Empty homes represent a significant waste of valuable housing. Each empty home that can be brought back into residential use represents a gain to the housing stock. This is extremely important where there are high levels of housing need. Moreover, any overall reduction in the number of long-term empty homes in an area would result in New Homes Bonus (NHB) grant received from delivering brand new homes, as well as potential increases in council tax receipts.

The emerging Selby District Council Core Strategy is focussed on building new housing to meet identified housing need. The Empty Homes Strategy supports this, ensuring that the best use is made of the existing housing stock, identifying homes at risk of falling into decline and preventing them causing blight on local communities. The council will vigorously work with and encourage owners to bring such properties back into use and, when appropriate, enforcement action will be taken.

Overall this strategy consolidates the ongoing efforts of the council and its partners to reduce the number of empty homes in the district that in turn helps the Council achieve three key elements of the Corporate Plan: Changing Places, Living Well and Tackling the Tough Stuff.



## 2.0 OUTCOMES FOR THE STRATEGY

Through this strategy the Council will target empty homes to achieve the following key outcomes:

1. A reduction in the number of empty homes in the district
2. Meeting housing need including homelessness
3. Helping achieve corporate objectives
4. Contribution to Council finances

## 3.0 BACKGROUND AND CONTEXT

### 3.1 Background

This Empty Homes Strategy set outs what the council will do to minimise the number of empty homes in the district, and the action we will take to help bring them back into use. Empty homes represent a significant waste of valuable housing stock at a time when demand is increasing. Each empty home that can be brought back into residential use represents a gain to the housing stock and an opportunity to a household in need.

There are many negative, social and environmental issues associated with empty homes. These include:

- crime
- vandalism and graffiti
- fly-tipping
- anti-social behaviour
- potential for illegal occupancy
- neighbourhood blight
- adjacent properties suffer significant falls in value and may even be affected by structural damage
- environmental health issues such as vermin or damp
- negative impact on communities

### 3.2 Why homes / properties are left empty

There are a wide range of reasons why a property may be empty including:

- owners class them as second /holiday homes
- owners have purchased the home in advance of their retirement
- lack of awareness of options
- inaction of owners
- unable to sell or let
- waiting for refurbishment
- lack of refurbishment funds
- infestation
- reluctance to let out
- abandonment
- bankruptcy / repossession
- buy for investment and left empty
- long term care / hospitalisation
- probate, estate or legal ownership issues

In many of these instances the council can work with property owners to help them bring their properties back into the housing stock.

Similarly, there are many reasons why space above commercial property is left vacant. These include:

- Restrictive covenants
- General security concerns such as the need for a separate entrance
- Issues of significant general disrepair
- Safety issues such as lack of fire precautions
- Lack of knowledge about the help and assistance available to convert empty space into residential use

Returning long term empty homes or properties above commercial premises back into use can be a long intensive process involving initial identification of owners/managers, followed by sustained encouragement and support and, where appropriate, enforcement action.

### 3.3 Supporting the Council's Corporate Plan

This strategy supports the council's Corporate Plan by helping to achieve three of the 'Five Big Things', namely:

- *Changing places*: helping others to see our district through new eyes.
- *Living well*: working with others to make this a great place to lead happy and healthy lives.
- *Tackling the tough stuff*: taking the lead in supporting every part of the district.

The council is delivering on these corporate objectives through its Programme for Growth, a three-year investment in the area. Reinvigorating empty homes across the district is a specific workstream within the Programme for Growth, but this work also supports a number of other Programme for Growth projects, including the 'environment masterplan' and 'housing site acquisitions'.

The government is providing incentives to local authorities to increase housing supply through the New Homes Bonus. For each empty home brought back into use, councils receive a financial reward equal to the average council tax each year for the following six years. The bonus is based on achieving a *net* reduction in the number of empty homes each year, and an additional bonus is paid if the dwellings are returned to use as affordable homes.

The strategy sets out a range of approaches in dealing with empty homes including encouragement and advice, publicity, financial advice and signposting, working in partnership with registered providers and, where appropriate, using the various enforcement powers available to us.

### 3.4 The National Context

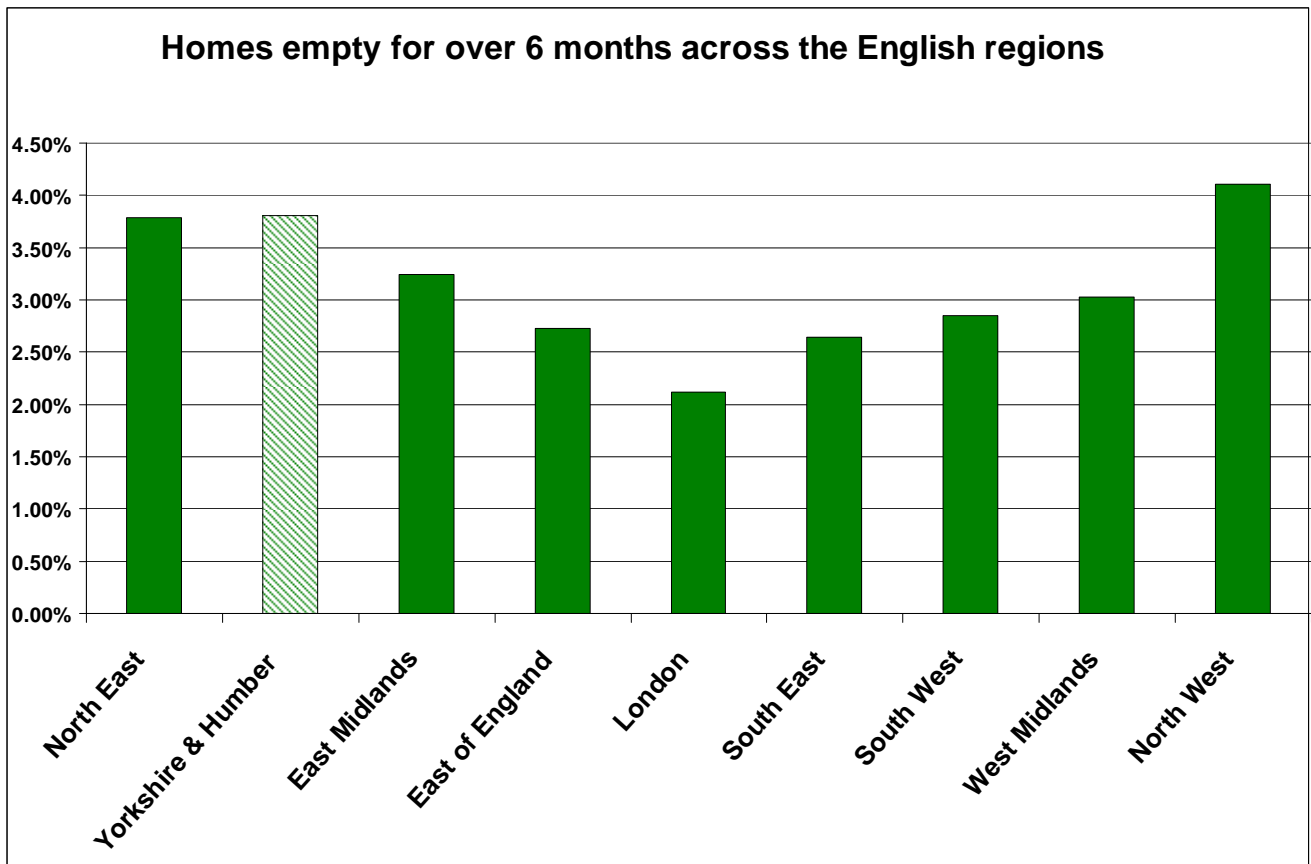
The Empty Homes Agency reports that at November 2012 there were approximately 710,140 empty homes in England, of which 259,000 had been empty for more than six months. Empty homes, the vast majority of which are in the private sector, represent around 3% of the total housing stock.

Some properties, however, are excluded from these statistics, including uninhabitable homes, homes due for demolition and flats above shops. If these were included in the figures there would be over one million empty homes at a national level.

The Government recognises that long term empty properties are a problem which blights neighbourhoods. As a result, £100 million has recently been made available within the new National Affordable Homes Programme for 2011-15 to bring long term empty homes back into use.

### 3.5 Regional Context

Regionally there are approximately 88,910 empty homes in Yorkshire and the Humber, which represents 3.8% of the total housing stock. Approximately 32,901 of these have been empty for longer than six months. The graph below demonstrates the proportion of empty homes in Yorkshire and Humber was the second highest in England in 2012.

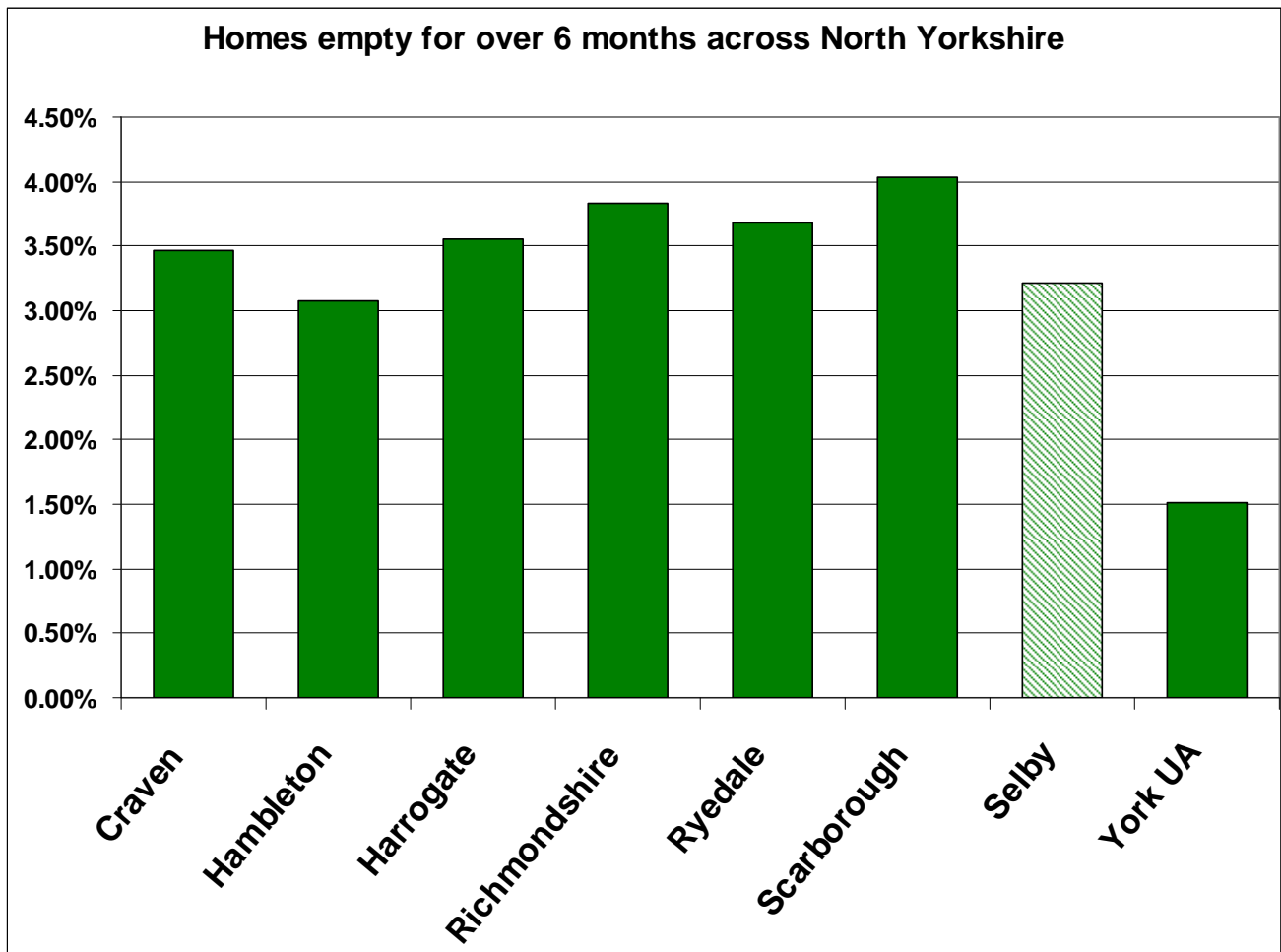


### 3.6 Sub-regional Context

Across York and North Yorkshire, there are approximately 11,135 empty homes, representing 3.08% of the total housing stock. Around 3,600 have been empty for longer than six months.

The North Yorkshire Housing Strategy (2010-15) states that bringing empty properties back into use is a key element of the strategic priority 'Enabling the provision of more affordable homes'. A sub-regional Empty Property Strategy 2011-15 has been developed to 'maximise the reuse of empty properties and decrease the number of empty properties across the sub-region'.

There is variation across districts in North Yorkshire on the levels of empty homes; Scarborough has the highest proportion and York has the lowest. The graph below shows the proportion of empty homes in the Selby District compared with other districts of the sub-region as at 2012.



### 3.7 Selby District

Selby District has a significant need for additional market and affordable housing; the council's Strategic Housing Market Assessment 2009 calculated a gross need for an additional 409 affordable homes per year, and yet there are 1178 empty homes (of which 497 have been empty for more than six months) across the district which could be brought back into use. Of these, 211 (17%) have been empty for more than two years. These represent the greatest challenge to the council.

Council tax records show the number of properties which have been empty for more than two years across the Selby District, alongside the number of properties in each parish in 2012. There may be other empty properties which are not included in the list; for example, where the owner is paying council tax or where the property is exempt. Appendix 1 sets out the classifications used for Council Tax purposes.

<b>Numbers of empty properties by parish</b>		
<b>Parish</b>	<b>Number of Properties</b>	<b>Properties empty for over 2 years</b>
Acaster Selby	20	1
Appleton Roebuck	324	5
Balne	101	3
Barkston Ash	199	6
<b>Barlby</b>	<b>2147</b>	<b>11</b>
Barlow	312	3
Beal	318	1
Bilbrough	143	2
Birkin	53	1
Bolton Percy	126	4
Brayton	2256	4
Brotherton	334	2
Burton Salmon	192	1
Byram Cum Sutton	676	1
Carlton	819	5
Cawood	702	3
Church Fenton	557	1
Cliffe	549	1
Colton	62	1
Drax	194	2
Eggborough	814	2
Escrick	400	2
Fairburn	399	3
Gateforth	94	2
Hambleton	821	6
Healaugh	72	4
Hemingbrough	829	6
Hensall	357	2
Hillam	289	3
Kellington	408	1
Kirk Smeaton	176	1
Long Drax	46	1
Newland	82	2
Newton Kyme	107	1
North Duffield	546	1
Oxton	9	1
Riccall	1049	1
Ryther cum Ozendyke	98	2
Saxton	193	2
<b>Selby</b>	<b>7077</b>	<b>40</b>
Sherburn In Elmet	2911	5
South Milford	1042	3
Steeton	15	1
Stillingfleet	163	1
<b>Tadcaster</b>	<b>2806</b>	<b>40</b>
Temple Hirst	51	2

<b>Numbers of empty properties by parish (continued)</b>		
Thorganby	131	3
Thorpe Willoughby	1190	3
Walden Stubbs	32	5
Whitley	437	1
Wistow	527	4
Womersley	175	2
<b>TOTAL</b>	<b>33430</b>	<b>211</b>

The figures show that the level of total stock empty for longer than two years is 0.6%. Parishes with the highest numbers of empty homes are Barlby, Selby and Tadcaster; these parishes have 91 between them and represent 43% out of the total for the district.

The implementation of the strategy will be supported by regular data cleansing to keep the information source up to date and this work has already been commissioned.

## 4.0 PLANNING AND PRIORITIES

### 4.1 Priorities

The council will adopt an approach which focuses on those properties in areas with the highest numbers of empty homes, since concentrations of empty homes have a disproportionate impact on communities and the local economy. However, within this framework, further prioritisation is needed to enable the strategy to focus resources where there will be the greatest impact.

The council is committed to addressing the problem of empty homes district wide. However, where we need to intervene, we will use the following criteria to establish which properties require the most immediate attention:

- Location
- Visibility
- Boarding up
- Disrepair
- Illegal occupancy
- Overgrown externally/garden
- Flytipping
- Length of time empty
- Marketing attempts

As part of the implementation of the strategy, a scoring matrix will be developed assigning appropriate weighting to each of the criteria and this will be published.

### 4.2 Our approach

The council has identified three interlocking approaches to addressing empty homes in the district. The approaches are not sequential and will be operated in parallel. These are:

- Encouragement
- Support
- Enforcement

### 4.3 Encouragement

Encouragement is a district wide approach that is not specific to any individual property. It involves informing the general public and property owners specifically of the importance of this issue and the options which are available to property owners to address it. We will publicise our aim to reduce the numbers of empty homes in the district, and encourage residents to advise us of properties which might require attention.

The Council will carry out publicity campaigns through our regular publications, Open Door and Citizenlink, to make property owners aware of the support and assistance available. Attempts will be made to identify the owner of an empty property.

Advice and assistance will be offered to the owners of empty homes to develop and improve properties with the intention of making them part of the available housing supply. Home owners



will be encouraged to improve the physical condition and appearance of the empty properties so they are in keeping with surrounding properties.

In order to encourage property owners not to leave properties empty for excessive periods, the council will impose council tax charges of 150% on properties left empty for more than two years.

It is hoped that low level interventions will be sufficient in the majority of cases for the property to be successfully brought back into use. In some cases no intervention will be needed other than making the property owner aware of their options.

#### **4.4 Support**

The council can offer a range of support options to property owners who are willing to engage with us to restore their empty properties to the housing stock. These include:

- Recommending suitable tenants from the Choice-based Lettings database
- Negotiation with registered social landlords who would be willing either to buy the property or refurbish and lease back the property
- Funding for adaptations and other special requirements
- Advice on tenancy terms and tenancy agreements
- Support prospective tenants in securing housing benefit
- Contacting developers who may be interested in purchase
- Advice on how to prepare a property for sale
- Advice on having the property managed through a lettings agent
- Advice on funding for renovation
- Advice on building work or conversion
- Advice on finding a building contactor
- Advice on change of use and other planning matters
- Advice on conservation and listed buildings matters
- Advice to estate executors on probate or disposal issues
- Advice and assistance on energy efficiency

The council will also explore opportunities to secure external funding to support or supplement these initiatives as these arise.

#### **4.5 Enforcement**

There are a range of enforcement options available for the Council to use against owners who are unwilling to bring their empty properties back into use. The options include:

##### **Compulsory Purchase Orders (CPO)**

- This approach may be justified where it appears that there is little other chance of a suitable property being used as a home. Before a CPO is progressed, Councils must show that they have taken steps to encourage the owner to bring the property into acceptable use.

##### **Acquisition Powers**

- Part 11 of the Housing Act 1985 Section 17 allows Local Authorities to acquire property and land for residential purposes. The Local Authority needs to show that

reasonable steps have been taken and the owner has been given options to sort out the problem.

### **Town and Country Planning Act 1990, Section 226**

- Section 226 relates to compulsory acquisition of land for development and other planning purposes and is intended to help local authorities take control of land needed to implement community strategies and local plans (local development documents).

### **Enforced Sale Procedures**

- Law of Property Act 1925; where the local authority have issued and enforced a charge against a property owned, they have all the legal rights of mortgage lender under the Law and Property Act 1925. A charge against the property may occur because the owner did not:
  - Obey the terms of a statutory notice when issued or
  - pay council tax or other debts owed to the local authority.

### **Dangerous or dilapidated buildings or structures**

- Under the Building Act 1984, sections 77 and 78; the local authority can order the owner to make a property safe or take emergency action to make it safe.

### **Statutory Nuisances**

- Under the Environmental Protection Act 1990 section 80, and Building Act 1984, section 76. The local authority can order the owner to make a property safe or take emergency action to make the building safe.

### **Unsecured Properties**

- Under the Local Government (Miscellaneous Provisions) Act 1982, section 29 the local authority can order the owner to:
  - Make a property secure or allow the local authority to board it up in an emergency or
  - allow the local authority to fence off the property.

### **Empty Dwelling Management Orders (EDMOs)**

- The Housing Act 2004 allows the Local Authority to take out an empty dwelling management order (EDMO) to make sure that the empty property is used for housing. The Housing Empty Dwelling Management Order 2012 as amended allows the Local Authority to serve EDMOs on properties that have been empty for more than two years.

### **Further Powers**

- The Local Authority can enter a property to inspect it. If the owner refuses to let the officer in, they may get a warrant to enter from the courts. This allows the Local Authority to gain entry in order to establish the status of the property.
- The Local Authority can serve notices asking for certain information, for example, about who owns a property. This allows the Authority to improve the property using the other powers described.
- Hazard-awareness notices will make sure that the owner or the person responsible is aware of a danger and the need to carry out repairs or alterations (Housing Act 2004)
- The Local Authority can serve improvement notices when work needs to be done to improve living conditions for occupiers or neighbours.

- Emergency remedial action: if the owner does not carry out the work to the standard specified by a notice, the Local Authority have the option of doing the work and charging for it.
- Power to take over managing properties: the Housing Act 2004 provides grounds for local authorities to do this; these grounds include long-term unoccupancy.
- Prohibition Order. The Local Authority would issue this notice only after they had carried out a detailed assessment to decide the best course of action to deal with a seriously substandard property. (Housing Act 2004)
- Power to order a property to be demolished or an area to be cleared. This power is available in similar circumstances to closing a property.

## 5.0 FINANCIAL RESOURCES

### 5.1 New Homes Bonus

In coming years the New Homes Bonus will complement the grant funding which the council receives from central government and provides a potential source of funding for ongoing empty property work. The New Homes Bonus will strengthen the incentive for local authorities to identify empty properties and work with property owners to find innovative solutions that allow these properties to be brought back into use.

### 5.2 Funding from Central Government

Bringing empty homes back into use is a priority for the Coalition Government. The national Housing Strategy 2011 includes details of a £100m capital fund to tackle long-term empty properties which would not come back into use without additional financial intervention. It is intended to deliver at least 3,300 affordable homes by March 2015 as well as providing an opportunity to foster new approaches and innovation.

The Homes and Communities Agency (HCA) has been allocated £70m of this funding to deliver a programme to bring empty properties back in to use as affordable housing. The remaining £30m has been made available to community and voluntary groups via a separate funding programme run by Tribal Education on behalf of Department of Communities and Local Government (DCLG). The council will explore the availability of funding from this stream to support this strategy.

### 5.3 National Empty Homes Loans

Loans from the National Empty Homes Loans will be launched in 2013. This will offer low interest loans up to about £10,000 to owners of empty homes to help them bring them into use as affordable housing. Loans will be available to pay for works needed to bring empty properties into use; the resultant homes must be affordable. This means that they will need to be let at an Affordable Rent (not more than 80% of the market rent) for at least five years. Homes will also need to be renovated to at least the Decent Homes Standard.

The fund will be run jointly by the Empty Homes Agency and a financial institution. It has been made possible by a grant from the Department for Communities and Local Government's Empty Homes Community Grants Programme.

### 5.4 Homes and Loans

Homes and Loans is a service set up by all the councils in Yorkshire and Humber. The service is run centrally by Sheffield City Council and assists vulnerable owner-occupiers to undertake repairs on their homes. Applicants must be owner occupiers and in need of assistance to repair their homes, either for health and safety reasons, disabled adaptations or to meet decency standards.

### 5.5 Selby District Council

The council will explore the possibility of offering loans to some empty property owners in order to facilitate work and get homes back into use.

## 6.0 ROLES AND RESPONSIBILITIES

### 6.1 Partnership working

Although the Council has a number of powers it can use to bring empty homes back into use, our intention is to work with a range of partners to help empty home owners get their property inhabited as quickly as possible.

To do this the council will work with partners including businesses, voluntary and community organisations including housing trusts and registered social landlords (RSLs) along with other statutory bodies to help bring empty homes back into use. The list below provides information on the different roles and responsibilities of both the council and our key partners.

### 6.2 Selby District Council

**Council Tax Records** – the Council provides data relating to the collection of council tax, which will allow empty properties to be identified.

**Collection of Data** - the Council maintains an empty property database.

**Planning policy** - Selby District Council Local Plan 2005 provides the most up to date planning policy framework for the authority. The council is progressing a new Local Plan (Core Strategy) for the district which will cover a period from 2011 to 2027.

**Development Management** – the council considers proposals for new development, Change of Use, Listed Building Consent or Full Permission required to works carried out.

**Environmental Health** - the council may take action in respect of a complaint of an untidy property, either vacant or occupied. Such action could secure, for example, the repair and replacement of broken or damaged windows and rainwater goods, repairs to the roof of a property and the clearance of vegetation and waste from the front and rear garden.

**Building Control Enforcement** - there is power to take action against properties in general, not only empty properties, under section 77, 78 and 79 of the Building Act 1984. This action is primarily undertaken to resolve dangerous structure issues where the public would be at risk from the premature collapse of any parts of the structure.

### 6.3 Homes and Community Agency

As an investment partner, the HCA works in partnership with local authorities and registered providers to increase the provision of affordable housing; this could include funding opportunities for empty homes work.

### 6.4 Registered Providers

In order to effectively and efficiently deal with problem empty properties and make full use of the council's strategic and enforcement role, additional involvement may be sought from the council's partner Registered Providers to bring individual properties back into use.

In addition to this the Council has created a charitable housing trust which will maximise the delivery of affordable homes in the district.

### **6.5 Community Engagement Forums**

Community Engagement Forums (CEFs) include public meetings and events at which residents can raise any concerns or make any comment about the local area or services and give residents a chance to influence issues which are important to them. The CEFs will be used for publicity, awareness raising and consultation, including on issues in relation to this strategy.

### **6.6 Other local authorities**

We will continue to work with other authorities to compare practices, exchange ideas, discuss the implications of Government policy and legislation and explore opportunities for joint working and co-delivery.

### **6.7 Empty Homes Agency**

The Empty Homes Agency is the national housing and campaign group on empty homes. It is an agency of Central Government and offers valuable assistance and training to local authorities on all aspects of empty homes, including a regular newsletter updating on Government thinking and proposals.

### **6.8 Homes and Loans**

Homes and Loans is a service set up by all the councils in Yorkshire and Humber. The service is run centrally by Sheffield City Council.

## 7.0 MONITORING AND EVALUATION

The council will monitor empty homes and the implementation of this strategy to ensure that the desired outcomes are achieved.

To monitor the effectiveness of this strategy the following performance indicators will be introduced:

- An annual assessment of the overall number of empty homes and those considered long term empty
- The number of homes returned to the district's housing stock
- The level of NHB secured as a result of this strategy
- The number and type of successful voluntary interventions
- The effectiveness of enforcement e.g. successful enforcement as a proportion of all attempts to enforce.

## Appendix 1

### Council Tax Class Descriptions for Unoccupied Dwellings

- A. A1 – unoccupied newly built dwellings (exempt up to 6 months) and A2 – dwellings where structural alterations or major repairs have taken place (exempt for up to 12 months) \*
- B. Unoccupied dwellings owned and last used by a charity (exempt for up to 12 months)
- C. Unoccupied and substantially unfurnished dwellings (exempt for up to 6 months) \*
- D. Dwellings left unoccupied by people in prison
- E. Dwellings left unoccupied by long stay hospital patients and also by people who move permanently into a nursing home or residential home
- F. Dwellings left unoccupied by deceased persons where Grant of Probate / Letters of Administration has not been obtained, and for a period after such grant has been obtained.\*
- G. Dwellings where occupation is prohibited by law
- H. Dwellings held vacant for a minister of religion
- I. Dwellings left unoccupied by people receiving care
- J. Dwellings left unoccupied by people providing care
- K. Dwellings left unoccupied by students
- L. Unoccupied dwellings where the mortgage has repossessed
- Q. Unoccupied dwellings in the possession of a trustee in bankruptcy
- R. A dwelling consisting of a Pitch or a Mooring which is not occupied by a caravan or a boat
- T. Dwellings forming part of another dwelling which cannot be let separately.

**\* Classes relevant to the Empty Homes Strategy**



## CONSULTATION REPORT

### Consultation Feedback for Draft Empty Homes Strategy

#### Summary:

The Draft Empty Homes Strategy has been out for a 6 week consultation period from 24<sup>th</sup> June – 4<sup>th</sup> August 2013.

The publicity for the consultation has been through;

- The Councils web-site
- Press Release
- Radio York
- Community Engagement Forums
- Citizen link

Through the consultation period comments have been sought to:

- Raise awareness of the Empty Homes Strategy
- Engage with the public for comments on the Empty Homes Strategy

Feedback from the consultation is broken down identifying what questions were asked and comments made below.

## Analysis of Empty Homes Strategy Consultation Results

### Question 1

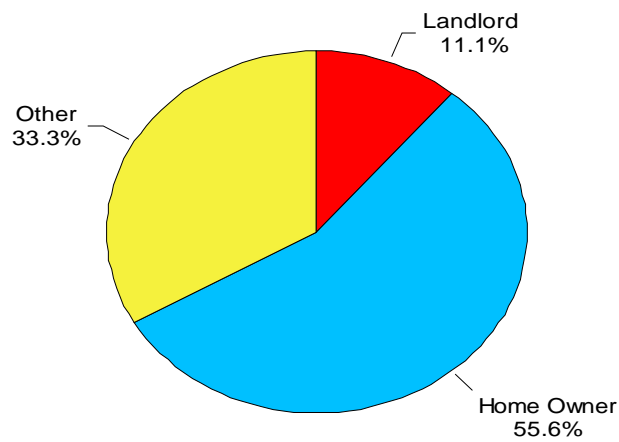
**In which category do you consider yourself.**

- 1 Landlords
- 5 Home Owner
- 3 Other

**Other people who commented were**

The three others who commented were below

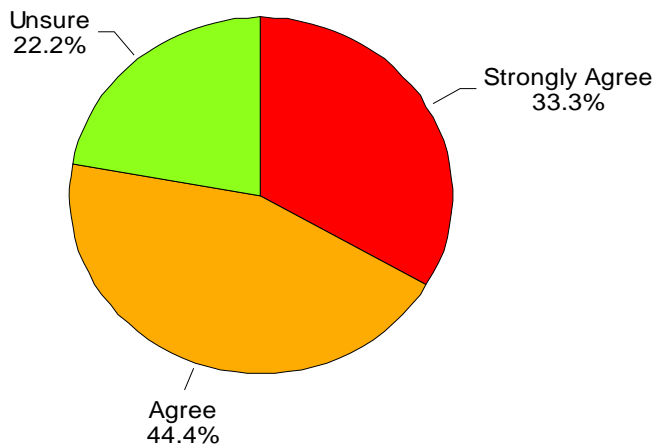
- 2 Living in rented accommodation
- 1 Parish Council



**Question 2**

**Do you think the number of empty homes in the Selby District are a problem?**

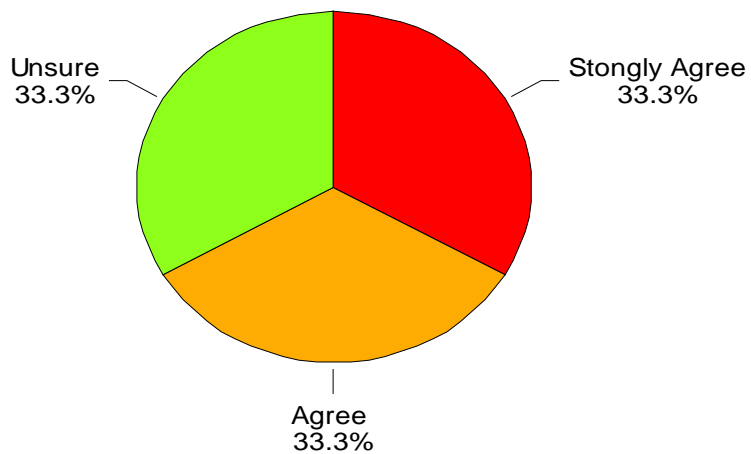
- 3 Strongly Agree
- 4 Agree
- 2 Unsure



**Question 3**

**If the strategy is implemented do you think it will reduce the number of empty homes in the Selby District?**

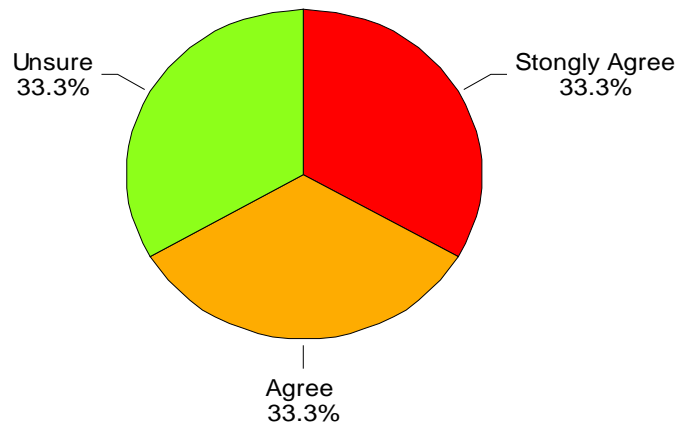
- 3 Strongly Agree
- 3 Agree
- 3 Unsure



**Question 4**

**If the strategy is implemented do you think it will reduce the number of empty homes in the Selby District?**

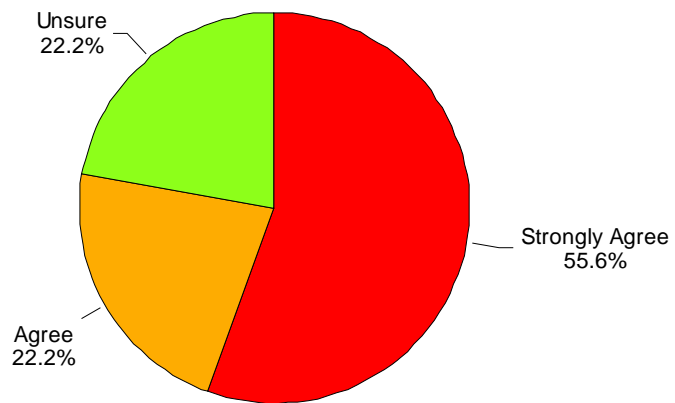
3 Strongly Agree  
3 Agree  
3 Unsure



**Question 5.**

**Do you broadly support the Selby District's Empty Homes Strategy?**

5 Strongly Agree  
2 Agree  
2 Unsure



## Question 6.

### Comments regarding the Empty Homes Strategy to date are as follows;

- It can only be a good thing to fill empty properties, I have an empty property next door to me and the run down state of the house is spoiling my quality of life and of my other neighbours
- I am quite new to Tadcaster and cannot believe the amount of houses not occupied. However I have heard some landlords will not be putting them back into use. if that is the case it would be extremely disappointing for the town as at the moment I think it looks very run down and house sales must be sticking, it would be so nice otherwise
- I would like to buy a empty home and do it up, but would also like to help with the empty homes strategy, I as I do think that it will help people get good affordable housing and help lift the social living standards
- The strategy could be instrumental in helping local people and young families find a home
- Strongly agree that the number of empty homes in the District, and in Tadcaster in particular is a problem.
- We believe that Tadcaster has the highest proportion of empty homes of any of the larger settlements in the District.
- Many of the empty homes in Tadcaster belong to one land lord in particular.
- Many of the empty homes in Tadcaster are in the town centre and this has a negative impact on the appearance of the town.
- We strongly agree that if the strategy if implemented in full, will reduce the number of empty homes in the Selby District.
- We strongly support the proposed Empty Homes Strategy
- We believe that the District Council needs to take all steps necessary to get empty homes back into use.
- We must encourage the District Council to carry out all procedures carefully and properly so as to avoid any risk of legal action.
- We believe that proper monitoring is essential to get our empty dwellings back into active use.

# Selby District Council

## REPORT

Reference: E/13/14

Item 5 - Public



**To:** The Executive  
**Date:** 5 September 2013  
**Status:** Key Decision  
**Report Published:** 28 August 2013  
**Author:** Karen Iveson – Executive Director (s151)  
**Executive Member:** Councillor C Lunn – Lead Member for Finance & Resources  
**Lead Officer:** Karen Iveson – Executive Director (s151)

**Title: Medium Term Financial Strategy Update**

### Summary:

This report presents an update to the revised Medium Term Financial Strategy (MTFS) approved by full Council in December 2012. Taking into account anticipated cuts to public sector funding a target net revenue budget of £10.7m is proposed for the forthcoming budget round (£9.9m excluding New Homes Bonus resources diverted to the 'Programme for Growth').

Anticipated cuts to Revenue Support Grant will mean total savings of £732k are required over the coming 3 years – with £516k of this required for 2014/15. Plans are in place to deliver around £300k of these savings.

Beyond 2016/17 there is still much uncertainty and opportunities for additional savings will continue to be sought.

Proposals to top-slice New Homes Bonus can be accommodated without impacting on the General Fund revenue budget but this will mean significantly less resource for any future 'Programme for Growth'.

There remains the potential for additional Business Rates income and there may be the potential to pool business rates with other North Yorkshire authorities. However the risk to this income means that it

would not be prudent to rely on this to support the revenue budget at this stage. However additional receipts could be used to extend the 'Programme for Growth'.

Further exploration of the potential for Business Rates pooling is proposed.

## **Recommendations:**

### **It is recommended that:**

- i) subject to comments from the Policy Review Committee the draft update to the Medium Term Financial Strategy be submitted to Council for approval;**
- ii) a report on proposals for Business Rates pooling be submitted to the next Executive meeting.**

## **Reasons for recommendation**

To set the framework for the 2014/15 budget and 2014 – 2016/17 Medium Term Financial Plan.

### **1. Introduction and background**

- 1.1 The Council's latest Medium Term Financial Strategy was approved by full Council in December 2012 – this report presents an update taking into account changes to the key assumptions within the strategy following the 2013 Spending Review.

### **2. The Report**

- 2.1 The attached update paper models three scenarios for the Council's General Fund revenue budget over the next 10 years. The mid-range forecast is the scenario that is proposed as the basis for the forthcoming budget round.
- 2.2 The Executive had intended to consider the potential for charging for green waste to meet its target for savings in 2014/15 but have since decided to defer proposals and alternative savings will be required for the coming year.
- 2.3 Assuming a further cut of 12% on Government funding in 2015/16, a 1% increase in Council Tax for the next 2 years and achievement of current savings targets, a budget deficit of £363k is forecast for 2015/16, and a deficit of £429k for 2016/17.
- 2.4 This deficit position combined with savings already planned but not

yet delivered, means total savings of £732k are required over the coming 3 years – with £516k of this required for 2014/15.

- 2.5 The on-going risk associated with the economic climate, public sector funding, and delivery of savings, means that it would be prudent to continue to look for additional savings wherever possible. The Executive will work with Access Selby to identify further opportunities for savings as part of the forthcoming budget round.
- 2.6 The planned top-slice of the national New Homes Bonus (NHB) pot to provide funding for the LEPs from 2015/16 will reduce future contributions to the 'Programme for Growth' – thereby helping to protect funding for the base revenue budget.
- 2.7 There also remains the potential for additional growth in Business Rates income and the potential to retain additional receipts locally through pooling with other authorities in North Yorkshire. Such additional receipts could be used to extend the 'Programme for Growth' or should income consistently achieve above our baseline funding then it could be used to support the revenue budget if required. Any such decisions would need to be taken in light of the overall funding risk at that time.
- 2.8 It is proposed that further work to explore the potential for Business Rates pooling be undertaken and that a report be submitted to the Executive in October 2013, recommending the way forward.

### **3. Legal/Financial Controls and other Policy matters**

#### **3.1 Legal Issues**

None as a direct result of this report.

#### **3.2 Financial Issues**

- 3.2.1 Based on the updated key assumptions within the paper and a mid-range cut to Government grant/business rates, the target net revenue budget for 2014/15 is £10.7m (or £9.9 excluding NHB for the 'Programme for Growth').
- 3.2.2 This will add a further £429k savings requirement to the Council's Core, taking the total savings to be delivered over the next 3 years to £732k, with £516k of this to be delivered for 2014/15.

### **4. Conclusion**

- 4.1 There remains significant risk and uncertainty to public sector funding. The mid-case forecast suggests a funding gap of £732k by 2016/17.
- 4.2 Given the on-going risk to resources and spending, additional savings



will be sought wherever possible in order to provide headroom and additional capacity to mitigate future financial risk. The Executive will work with Access Selby to identify further opportunities for savings as part of the forthcoming budget round.

- 4.3 Subject to the assumptions and by using NHB achieved from 2013/14 onwards to help back fill funding cuts, there should be sufficient resources to continue to divert £880k p.a. from NHB to the 'Programme for Growth' up to 2014/15. Although this is highly dependent upon achieving the savings targets set.
- 4.4 Any decision to extend the programme beyond 2014/15 will need to be taken in light of the Council's overall financial position, NHB achieved, any additional Business Rates income available and progress against savings targets.

## **5. Background Documents**

Approved MTFS December 2012

### **Appendices**

Appendix A - Medium Term Financial Strategy Update September 2013

### **Contact Details**

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kiveson@selby.gov.uk

## Selby District Council

### Medium Term Financial Strategy Update September 2013

#### 1. Introduction and Background

- 1.1 This paper presents an update to the revised Medium Term Financial Strategy approved by Council in December 2012. It considers the budget pressures and issues facing the Council over the next 3 years and provides the framework for the forthcoming budget round.
- 1.2 The strategic context for the financial strategy remains unchanged although the pressure on Local Government finance is increasing and the strategy aims to forecast, in broad terms, the impact of the June 2013 Spending Review.
- 1.3 The Council's work on its corporate objectives (the 5 Big Things) is progressing and the 'Programme for Growth' is well underway. The financial strategy aims to deliver financial sustainability and resilience for the Council in delivering its objectives and secure the resources necessary to deliver the 'Programme for Growth', in spite of the additional funding cuts we are facing.
- 1.4 To support this paper three scenarios have been modelled and are attached at **Appendix A**. The mid-case scenario is proposed as the framework for the forthcoming budget round.

#### 2 Update on financial assumptions

##### Interest Rates

- 2.1 The bank base rate remains at 0.5% with a rise not forecasted until late 2016. The approved strategy assumes investment rates will rise to 2.5% by 2015/16.
- 2.2 Current returns are just below 1.25% and the 2013/14 budget assumes this level along with assumptions of 1.5% for 2014/15, and 1.75% for 2015/16. The MTFS has been updated to reflect this profile.
- 2.3 The approved strategy includes provision for a £300k cap on the amount of investment interest used to support the revenue budget and as a result of the on-going low rates it is anticipated that this will not be reached in the next 2 - 3 years.

## Appendix A

### Inflation

- 2.4 The approved strategy took a cautious stance on inflation projections with 3% included for all years – no changes are proposed at this stage.

### Government Grants

- 2.5 This element of funding has seen the most significant changes following the localisation of Business Rates and Council Tax Support.
- 2.6 The 2013/14 Local Government Finance Settlement included a provisional settlement for 2014/15 – the table below summarises the settlement for Selby:

Local Government Finance Settlement February 2013	Actual 2013/14 £000's	Provisional 2014/15 £000's
Revenue Support Grant (RSG)	3,229	2,479
Business Rates Baseline Funding (BRBF)	2,148	2,214
<b>Start-Up Funding Assessment (SUFA)</b>	<b>5,377</b>	<b>4,693</b>

- 2.7 The Chancellor's 'Budget 2013' included a further 1% cut to Local Government resources in 2014/15 (in addition to those previously planned) and the 'Spending Review 2013' announced a further headline 10% cut in 2015/16.
- 2.8 Excluding Business Rates growth above the Retail Price Index (the index used to inflate the Business Rates Multiplier), and taking into account further technical detail announced on 25<sup>th</sup> July 2013, the impact of these cuts on the Council's Start-Up Funding Assessment (SUFA) over the next 2 years, is estimated as follows:

	2013/14 £000's	2014/15 £000's	2015/16 £000's
RSG	3,229	2,426	1,791
BRBF	2,148	2,214	2,280
<b>SUFA</b>	<b>5,377</b>	<b>4,640</b>	<b>4,071</b>
<b>% Change</b>		<b>-13.71%</b>	<b>-12.26%</b>
Previous MTFP assumptions		4,693	4,434
<b>Reduction in Income</b>		<b>53</b>	<b>363</b>

- 2.9 The current approach to excess Business Rates retained above the Baseline Funding, is to set it aside to off-set potential future losses. In 2013/14 the initial forecast (NNDR1) showed potential Business Rates growth of circa £1.4m (Selby's share) which would mean additional income to the Council of £700k after the payment of the 50% levy.

## Appendix A

- 2.10 The 2013/14 Budget report highlighted this potential additional income but also stressed the risk within the new funding system and recommended that initially, any additional receipts be set aside in the new Business Rates Equalisation Reserve to off-set any losses before reaching the safety net.
- 2.11 Should the additional Business Rates receipts continue at the 2013/14 level, then there may be opportunity to divert these resources towards spending priorities such as a future 'Programme for Growth' or the base revenue budget. However such decisions would need to be taken in light of the overall funding risk at that time.
- 2.12 There may also be the opportunity to pool Business Rates with other authorities in North Yorkshire in order to retain additional receipts locally and it is proposed that further work be undertaken to establish the preferred way forward.

### New Homes Bonus

- 2.13 The approved strategy assumes that Years 1 and 2 New Homes Bonus (NHB) is used to support the 'Programme for Growth' up to 2014/15 – i.e. £880k p.a. No decisions have yet been taken on future support for the programme beyond 2014/15 although the current budget assumes that £880k p.a. continues to be transferred to reserves.
- 2.14 The approved MTFs also assumes that receipts above £880k p.a. are used to support the revenue budget, effectively helping to back fill further grant cuts.
- 2.15 The Government's announcement in the 2013 Spending Review that from 2015/16 £400m will be top-sliced from the national NHB pot and be allocated to the LEPs means that there is likely to be a significant reduction in the NHB resources directly available to the Council.
- 2.16 Based upon the levels of NHB awarded to date, a 35% reduction in 2015/16 is anticipated. Our latest assumptions on NHB are therefore:

	2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's
Year 1	445	445	445	445	445	445
Year 2		435	435	435	435	435
Year 3			303	303	303	303
Year 4*				357	357	357
Year 5*					364	364
Year 6*						364
Top-slice*					-667	-794
<b>Total</b>	<b>445</b>	<b>880</b>	<b>1,183</b>	<b>1,483</b>	<b>1,237</b>	<b>1,474</b>

**Allocated to the Programme for Growth as 'one-off' resources**

\* Estimate and top-slice subject to Government consultation

- 2.17 A reduction in NHB of up to £880k can be accommodated without impacting on the revenue budget but this would mean significantly less

## Appendix A

resources for any future 'Programme for Growth', unless resources can be diverted from elsewhere. Using the above projections, the NHB resources are assumed to be allocated as follows:

Allocation of NHB	2011/12 £000's	2012/13 £000's	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's
Programme for Growth	445	880	880	880	213	86
GF Revenue Budget			303	603	1,024	1,388
<b>Total NHB</b>	<b>445</b>	<b>880</b>	<b>1,183</b>	<b>1,483</b>	<b>1,237</b>	<b>1,474</b>

- 2.18 It should be noted that the projections for NHB do not take into account any additional bonus awarded as a result of the Programme for Growth.

### Special and Specific Grants

- 2.19 The Council is in receipt of a number of additional grants for 2013/14 which may continue into the future. Current allocations and the Provisional Local Government Finance Settlement include:

	2013/14 £000's	2014/15 £000's
Transitional Council Tax Support	15	0
Efficiency Support	13	0
Community Right to Bid	8	8
Community Right to Challenge	9	9
CTS New Burdens	44	67
New Homes Bonus Adjustment	18	0
<b>Total Special and Specific Grants</b>	<b>107</b>	<b>84</b>

- 2.20 These grants are not ring-fenced and have been assumed in the current MTFP although no awards are included beyond 2014/15.

### Council Tax

- 2.21 The approved strategy assumes that Council Tax will increase in line with inflation. However, the Government's continuing policies on restricting Council Tax rises via the referendum rules and offering Council Tax Freeze Grant to those Councils that do not increase Council Tax, means that this assumption is no longer realistic over the medium term.
- 2.22 The latest MTFP assumes Council Tax rises of 1% to 2015/16:

	2013/14	2014/15	2015/16
Tax Base	27,824	28,102	28,383
Band D Charge	£158.88	£160.47	£162.07
Council Tax Income	£4,420,621	£4,509,480	£4,600,118

## Appendix A

- 2.23 Should the Council take the offer of Council Tax Freeze Grant in 2014/15 and 2015/16, then the impact on Council Tax charges and income would be:

	2013/14	2014/15	2015/16
Tax Base	27,824	28,102	28,383
Band D Charge	£158.88	£158.88	£158.88
<b>Council Tax Income</b>	<b>£4,420,621</b>	<b>£4,464,846</b>	<b>£4,509,491</b>
<b>Council Tax Freeze Grant</b>		<b>£44,648</b>	<b>£45,095</b>
<b>Total Income</b>	<b>£4,420,621</b>	<b>£4,509,494</b>	<b>£4,554,586</b>
Difference from MTFP		0	£45.5k

- 2.24 The Council Tax Freeze Grants currently suggested for 2014/15 and 2015/16 are 'one-off' grants which means that in 2016/17 when the grant drops out, the income level would be around £91k lower than it would have been if the Council had applied a 1% increase in both 2014/15 and 2015/16. Over a 10 year period this would mean around £1m less income for the Council. The mid case scenario assumes that Council Tax is increased by 1% in 2014/15 and 2015/16 and by 2% in 2016/17.

### General Balances

- 2.25 In accordance with the current strategy it is assumed that General Fund balances are **not** used to support the revenue budget from 2013/14 onwards.
- 2.26 General Balances remain funding of last resort. Currently there is a balance of £1.5m on this fund which is the approved minimum working balance.

### Earmarked Reserves

- 2.27 An initial review of earmarked reserves suggests:
- Asset Management - £130k p.a. is transferred into this reserve to cover our commitments to maintaining our build assets. However, following the move to the new Civic Centre and the fire at Abbey Leisure Centre this amount needs to be reviewed.
  - ICT Replacement – £150k p.a. General Fund and £50k p.a. HRA contributions are planned to sustain this important reserve, which provides the financial capacity to upgrade and replace our ICT infrastructure, hardware and systems. Fixed contributions allow the smoothing of these irregular costs to avoid peaks and troughs in funding requirements.

## Appendix A

- Special Projects Reserve - £880k of New Homes Bonus in 2012/13 – 2014/15 is earmarked to top up this reserve for the Council's 'Programme for Growth'. Contributions beyond 2014/15 are subject to sufficient NHB and/or Business Rates growth.

**It must be stressed that the use of NHB resources to fund growth is wholly dependent upon achieving the revenue savings targets set.**

- Spend to Save Reserve – the need for on-going savings and efficiencies to achieve the Council's objectives remains a key priority and therefore this reserve, which provides up front investment for improvements and efficiency initiatives, is a crucial part of the financial strategy. An annual contribution of £119k up to 2015/16 is included within the budget in line with previous Council Tax Freeze grant awarded. The reserve has also in the past, been sustained through in-year revenue savings in excess of set targets and through Council Tax Freeze Grant.
- Pension Equalisation – there may be the potential to release funds from this reserve subject to changes in pension rules and the next triennial valuation. Initial indications suggest that employers' pension contribution rates could rise by around 2% from 2014/15 – an increase of £100k p.a. based on the current pay bill.

Furthermore, changes to the National Insurance Contribution rates with effect from April 2017, for employers with their own pension schemes (currently NIC rates are discounted) will add a further £120k p.a. to our payroll costs.

The £200k p.a. that is currently set aside and the £600k balance expected on this reserve at the end of 2013/14 will be reviewed following the final results of the valuation due late in 2013.

- Business Rates Equalisation – this reserve was created in 2012/13 in anticipation of the new rules governing localised Business Rates and the funding risk inherent within the scheme. The current strategy assumes that any excess Business Rates above our baseline are transferred into this reserve to mitigate any funding shortfalls prior to the safety net being reached, until greater experience of the scheme is gained.

Notwithstanding any future decision on Business Rates pooling, the safety net threshold means losses of up to £161k would be borne by the Council – therefore the maximum requirement for say a 3 year period would be £483k.

## Appendix A

The fund has been established with £300k and therefore a top up £183k would provide enough resources to give a minimum 3 years' worth of cover.

The latest estimate for Business Rates income suggests additional receipts of circa £700k (after the payment of a levy to central Government) in 2013/14.

- Discretionary Rate Relief – this new reserve has been established with £300k from the 2012/13 General Fund revenue surplus. Future contributions could come from excess Business Rates income subject to availability and prioritising against the 'Programme for Growth'.
- PFI – the on-going adequacy of this reserve will be reviewed in light of interest rates and inflation. Any necessary increases in contributions will form part of the revenue budget and will be funded as a commitment before further service growth is considered.
- Contingency – this reserve provides resources to cover unforeseen issues beyond those that can be accommodated by in year contingency budgets – for example significant planning appeal costs. The reserve is topped-up using year-end surpluses if available and required. No changes are proposed.

2.28 A forecast of General Fund reserve balances is set out at **Appendix B**.

### 3 Revenue Budget

#### Costs

- 3.1 It is assumed that on average costs will increase in line with inflation.
- 3.2 Whilst cuts in general grant continue, any demand led cost pressures must be contained within the net revenue budget.

#### Income

- 3.3 Income budgets continue to be under pressure although shortfalls are being managed within Access Selby's net cost envelope – being offset by cost savings where necessary. Opportunities for growing income generation remain a priority and proposals for the planning service are currently in development.

#### Savings

- 3.4 The latest versions of the savings action plans are set out at **Appendix C**. Access Selby has made good progress against its savings target



## Appendix A

over the last year and has up to £512k headroom within its savings plan (i.e. savings identified in excess of target). This headroom is reliant on achieving the savings identified but provides the potential for crucial resources to sustain and develop the Council's service delivery arm for the ultimate benefit of the customers it serves.

3.5 The Core savings target has been achieved for 2013/14 but £304k is required for 2014/15 onwards – largely the result of localised Planning Fees not being implemented by central Government. The Executive considered charging for green waste collection to meet its target but have since decided to defer the proposals and further opportunities will be sought over the coming 2 years.

3.6 In summary the savings plans show:

<b>Current Savings Summary</b>	<b>2013/14 £000's</b>	<b>2014/15 £000's</b>	<b>2015/16 £000's</b>
Access Selby savings to be delivered	277	299	258
Core savings to be delivered	0	217	45
<b>Total savings still to be delivered to meet targets per current plan</b>	<b>277</b>	<b>516</b>	<b>303</b>

3.7 These savings are assumed within the current budget and are prior to any additional savings needed as a result of the further cuts to Government funding set out in paragraph 2.9.

## 4 Capital Programme

4.1 There is currently around £0.5m available in usable capital receipts over next 3 years after Disabled Facilities Grants and other capital project commitments. The approved programme is attached at **Appendix D**.

4.2 The fire at Abbey Leisure Centre and the resulting temporary gym arrangements mean that receipts from the sale of land at the former Civic Centre site will be delayed to 2015. These receipts have been earmarked for the 'Programme for Growth' should they be realised within the life of the programme.

4.3 As at 31 March 2013 there is £493k of capital receipts allocated to the 'Programme for Growth'. It is also proposed that balances related to Planning Delivery Grant and other small balances are transferred to the Programme for Growth to help mitigate the risk to the land sale receipts.

4.4 At this stage there are no plans to take out further prudential borrowing although this will be kept under review as the 'Programme for Growth' develops.

### 5 Programme for Growth

- 5.1 The 'Programme for Growth' is the Council's strategic programme to support delivery of its Corporate Plan. The programme comprises a range of cross cutting projects designed to '**build a stronger Selby district**' by investing in jobs; housing and infrastructure; retail; and the leisure economy.
- 5.2 The programme is funded largely by New Homes Bonus (up to £880k p.a.) and unallocated capital receipts. The latest programme is set out in the table below:

	Capital £000	Revenue £000	2012/13 £000	2013/14 £000	2014/15 £000
Prog management	0	93	3	40	40
Housing	100	229	4	81	108
Infrastructure	0	105	0	105	0
Jobs	0	118	0	54	47
Retail	0	500	0	500	0
Leisure	2,004	0	0	4	2,000
Strategic sites	1,750	0	5	1,652	93
<b>Total</b>	<b>3,854</b>	<b>1,045</b>	<b>12</b>	<b>2,436</b>	<b>2,288</b>
<b>Funding</b>					
Balance B/Fwd			0	2,441	885
Reserve - revenue		3,716	1,960	880	880
Capital Receipts	1,266		493	0	769
Project spend			-12	-2,436	-2,288
Commitments C/Fwd					-163
<b>Balance</b>			<b>2,441</b>	<b>885</b>	<b>83</b>

- 5.3 It should be noted that the programme funds include estimated capital receipts of £1m in 2014/15 which may not be realised. To help mitigate this risk £231k has been allocated from the 2012/13 revenue budget surplus and it is proposed that surplus Planning Delivery Grant and other small capital balances are allocated to the programme, although this still leaves £541k capital funding at risk.
- 5.4 The risk to capital receipts has been identified as part of the programme's outline business brief and the potential for prudential borrowing has been recognised in the leisure project brief. There may also be further potential to mitigate the risk by allocating other funds to the Programme (e.g. excess Business Rates).
- 5.5 Based on the assumptions at paragraph 2.17 NHB contributions could be £213k and £86k in 2015/16 and 2016/17 respectively.
- 5.6 At this stage no decisions have been taken on the programme beyond 2015/16 but subject to priorities there may be opportunity to extend the programme through excess Business Rates receipts or bids for funding from the LEP.

## Appendix A

### 6 Revenue Budget Outlook 2014/15 to 2016/17

6.1 The forecasted resources available to support the revenue budget for 2014/15 to 2016/17, based on the mid case scenario, are shown in the table below:

General Fund Revenue Resources	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's
SUFA	5,377	4,640	4,071	3,664
NHB	1,183	1,483	1,237	1,474
Special and Specific Grants	107	84	0	0
Council Tax	4,421	4,510	4,600	4,739
Council Tax Freeze Grant	49	45	0	0
Collection Fund Surplus	60	0	0	0
<b>Total Resources</b>	<b>11,037</b>	<b>10,766</b>	<b>9,909</b>	<b>9,877</b>
Core	4,859	4,571	4,123	4,095
Access Selby	6,049	6,045	6,030	6,211
<b>Total Net Budget</b>	<b>10,908</b>	<b>10,735</b>	<b>10,272</b>	<b>10,306</b>
<b>Surplus/(Deficit)</b>	<b>129</b>	<b>31</b>	<b>(363)</b>	<b>(429)</b>

6.2 Based on the mid-range scenario, the gap between projected expenditure and funding is forecast at £429k by 2016/17 (subject to assumptions), which is in addition to the current savings targets set out at paragraph 3.6. Therefore in total, on-going savings of £516k are to be delivered in 2014/15 followed by a further £150k in 2015/16 and then a further £66k in 2016/17 – giving a total of £732k by 2016/17.

Savings Summary	2014/15 £000's	2015/16 £000's	2016/17 £000's
Access Selby savings to be delivered	299	258	258
Core savings to be delivered	217	45	45
Additional Core Savings	0	363	429
<b>Total savings still to be delivered</b>	<b>516</b>	<b>666</b>	<b>732</b>

6.3 Due to the uncertainty of Government grant/Business Rates it is extremely difficult to predict the level of resources we can expect for 2014/15 and beyond. The strategy assumes that NHB is used to help backfill funding cuts but should the cuts be more severe, then additional savings may be needed. It is therefore proposed that further efficiencies are pursued in order to create additional financial capacity and resilience wherever possible.

## Appendix A

- 6.4 An announcement on funding levels for 2014/15 and 2015/16 is expected in December and any changes can be incorporated into the Executive's budget proposals before they are considered by full Council in February 2014.
- 6.5 Based on the indicative budget, within the current Medium Term Financial Plan (3 year budget) and amended for the updated assumptions in this paper, the net revenue budget is expected to total no more than £10.735m for 2014/15 and then drop to £9.909m for 2015/16 and £9.877m for 2016/17.

### 7 Conclusions

- 7.1 Forecasted revenue resources for 2014/15 are £10.766m. The target Net Revenue Budget for 2014/15 is £10.735m giving a forecasted surplus of £31k for the year.
- 7.2 Looking ahead to 2016/17 and the additional funding cuts expected in 2015/16 and potentially beyond, the deficit on the General Fund is estimated to be £429k, which when combined with savings already being sought, means a total savings target of £732k will be needed by 2016/17.
- 7.3 The additional savings have been allocated to the Core and proposals for savings will be brought forward as part of the 2014/15 to 2016/17 budget.

Revised Savings Targets	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's
Core	0	217	408	474
Access Selby	277	299	258	258
<b>Total</b>	<b>277</b>	<b>516</b>	<b>666</b>	<b>732</b>

- 7.4 Furthermore, there remains risk with the new business rates retention scheme, the continuing economic recession and delivery of savings. The Council's longer term financial position is heavily reliant upon resources keeping pace with inflation and costs being contained within base budget. Subject to assumptions, the funding gap over the next 10 years could be over £1m; therefore it would be prudent to continue to look for other efficiencies and savings wherever possible.
- 7.5 Top-slicing of the national NHB pot to provide funding for the LEPs from 2015/16 means that there will be significantly less resources to fund any future 'Programme for Growth' although based on the assumptions within this paper, funding to support the revenue budget can be protected. There is also the potential to lever LEP funding towards the Council's growth agenda.

- 7.6 And there remains the potential for additional Business Rates income the Business Rates growth and potentially pooling which could be used to extend the Programme for Growth or if income consistently achieves above the base line funding level, it could be used to support the revenue budget should this be necessary.

**SELBY DISTRICT COUNCIL - 10 YEAR FINANCIAL PLAN (August 2013) Mid Case**

**Appendix A1**

	Base 2013/14	← Medium Term Financial Plan →		2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	
		2014/15	2015/16	2016/17							
<b>KEY ASSUMPTIONS</b>											
Inflation		3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	
Interest Rates		1.50%	1.75%	2.00%	2.00%	2.50%	3.00%	3.50%	4.00%	4.00%	
Tax Base Increase		1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	
Government Grant (SUFA) Increase		-13.70%	-12.26%	-10.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	
Council Tax Increase		1.00%	1.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	
<b>COUNCIL TAX</b>											
Tax Base (Number of Band D Equivalents)	27.824	28.102	28.383	28.667	28.954	29.243	29.536	29.831	30.129	30.431	30.735
Council Tax @ Band D (£)	158.88	160.47	162.07	165.31	168.62	171.99	175.43	178.94	182.52	186.17	189.89
Council Tax Income (£000's)	4,421	4,510	4,600	4,739	4,882	5,030	5,182	5,338	5,499	5,665	5,836
Precept (£000's)	4,421	4,510	4,600	4,739	4,882	5,030	5,182	5,338	5,499	5,665	5,836
<b>REVENUE FINANCING</b>											
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Council Tax	4,421	4,510	4,600	4,739	4,882	5,030	5,182	5,338	5,499	5,665	5,836
SUFA	5,377	4,640	4,071	3,664	3,738	3,812	3,889	3,966	4,046	4,127	4,209
Top-slice for Parish CTS	- 160	-	-	-	-	-	-	-	-	-	-
Transitional Council Tax Support	15	-	-	-	-	-	-	-	-	-	-
Council Tax Freeze Grant	49	49	-	-	-	-	-	-	-	-	-
New Homes Bonus	1,183	1,483	1,237	1,474	1,474	1,474	1,474	1,474	1,474	1,474	1,474
Special and Specific Grants	92	84	-	-	-	-	-	-	-	-	-
Collection Fund Surplus/Deficit (+/-)	60	-	-	-	-	-	-	-	-	-	-
<b>TOTAL EXTERNAL RESOURCES</b>	<b>11,037</b>	<b>10,766</b>	<b>9,909</b>	<b>9,877</b>	<b>10,094</b>	<b>10,316</b>	<b>10,544</b>	<b>10,778</b>	<b>11,019</b>	<b>11,266</b>	<b>11,520</b>

	Base	← Medium Term Financial Plan →									
	2013/14 £000's	2014/15 £000's	2015/16 £000's	2016/17 £000's	2017/18 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's
<b>REVENUE BUDGET</b>											
Operational Budget - Core	3,715	3,437	3,805	3,796	3,909	4,027	4,283	4,272	4,400	4,532	4,821
Operational Budget - Access Selby	6,049	6,045	6,030	6,211	6,397	6,589	6,787	6,990	7,200	7,416	7,639
Investment Interest	- 200	- 250	- 280	- 300	- 300	- 300	- 300	- 300	- 300	- 300	- 300
<b>Contributions to Reserves:</b>											
PFI Scheme (Updated - incl SDC's contributic	363	383	396	409	435	437	440	442	443	443	443
Building Repairs	130	130	130	130	130	130	130	130	130	130	130
Computer Development	150	150	150	150	150	150	150	150	150	150	150
District Election	30	30	30	34	34	34	34	38	38	38	38
Pension Equalisation	200	200	200	200	200	200	200	200	200	200	200
Spend to Save (C.Tax Freeze Grant)	119	119	119								
Special Projects/P4G (New Homes Bonus)	880	880	213	86	86	86	86	86	86	86	86
Balances	129	-									
<b>Contributions from Reserves:</b>											
Spend to Save	- 150						- 18				
PFI	- 378	- 389	- 401	- 409	- 422	- 434	- 447	- 459	- 472	- 484	- 497
District Election			- 120				- 136				- 153
<b>Forecast Net Revenue Budget</b>	<b>11,037</b>	<b>10,735</b>	<b>10,272</b>	<b>10,306</b>	<b>10,620</b>	<b>10,919</b>	<b>11,209</b>	<b>11,549</b>	<b>11,875</b>	<b>12,211</b>	<b>12,557</b>
<b>Difference between resources and forecast budget (a - b)</b>	<b>- 0</b>	<b>31</b>	<b>- 363</b>	<b>- 429</b>	<b>- 526</b>	<b>- 603</b>	<b>- 665</b>	<b>- 771</b>	<b>- 856</b>	<b>- 945</b>	<b>- 1,037</b>

**SELBY DISTRICT COUNCIL - 10 YEAR FINANCIAL PLAN (August 2013) Best Case**

	Base 2013/14	← Medium Term Financial Plan →									
		2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
<b>KEY ASSUMPTIONS</b>											
Inflation		3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%
Interest Rates		1.50%	1.75%	2.00%	2.00%	2.50%	3.00%	3.50%	4.00%	4.00%	4.00%
Tax Base Increase		1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%
Government Grant (SUFA) Increase		-13.70%	-10.00%	-8.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%
Council Tax Increase		2.00%	2.00%	2.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%
<b>COUNCIL TAX</b>											
Tax Base (Number of Band D Equivalents)	27.824	28.102	28.383	28.667	28.954	29.243	29.536	29.831	30.129	30.431	30.735
Council Tax @ Band D (£)	158.88	162.06	165.30	168.60	173.66	178.87	184.24	189.77	195.46	201.32	207.36
Council Tax Income (£000's)	4,421	4,554	4,692	4,833	5,028	5,231	5,442	5,661	5,889	6,126	6,373
Precept (£000's)	4,421	4,554	4,692	4,833	5,028	5,231	5,442	5,661	5,889	6,126	6,373
<b>REVENUE FINANCING</b>											
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Council Tax	4,421	4,554	4,692	4,833	5,028	5,231	5,442	5,661	5,889	6,126	6,373
SUFA	5,377	4,640	4,176	3,842	3,919	3,997	4,077	4,159	4,242	4,327	4,413
Top-slice for Parish CTS	- 160	-	-	-	-	-	-	-	-	-	-
Transitional Council Tax Support	15	-	-	-	-	-	-	-	-	-	-
Council Tax Freeze Grant	49	49	-	-	-	-	-	-	-	-	-
New Homes Bonus	1,183	1,483	1,237	1,474	1,474	1,474	1,474	1,474	1,474	1,474	1,474
Special and Specific Grants	92	84	-	-	-	-	-	-	-	-	-
Collection Fund Surplus/Deficit (+/-)	60	30	30	30	30	30	30	30	30	30	30
<b>TOTAL EXTERNAL RESOURCES</b>	<b>11,037</b>	<b>10,841</b>	<b>10,135</b>	<b>10,180</b>	<b>10,451</b>	<b>10,732</b>	<b>11,023</b>	<b>11,324</b>	<b>11,635</b>	<b>11,957</b>	<b>12,291</b>



<b>REVENUE BUDGET</b>	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Operational Budget - Core (excl invest intere	3,715	3,437	3,805	3,796	3,909	4,027	4,283	4,272	4,400	4,532	4,821
Operational Budget - Access Selby	6,049	6,045	6,030	6,211	6,397	6,589	6,787	6,990	7,200	7,416	7,639
Investment Interest	- 200	- 250	- 280	- 300	- 300	- 300	- 300	- 300	- 300	- 300	- 300
<b>Contributions to Reserves:</b>											
PFI Scheme (Updated - ncl SDC's contribut	363	383	396	409	435	437	440	442	443	443	443
Building Repairs	130	130	130	130	130	130	130	130	130	130	130
Computer Development	150	150	150	150	150	150	150	150	150	150	150
District Election	30	30	30	34	34	34	34	38	38	38	38
Pension Equalisation	200	200	200	200	200	200	200	200	200	200	200
Spend to Save (C.Tax Freeze Grant)	119	119	119								
Special Projects/P4G (New Homes Bonus)	880	880	213	86	86	86	86	86	86	86	86
Balances	129	-									
<b>Contributions from Reserves:</b>											
Spend to Save	- 150						- 18				
PFI	- 378	- 389	- 401	- 409	- 422	- 434	- 447	- 459	- 472	- 484	- 497
District Election			- 120				- 136				- 153
<b>Forecast Net Revenue Budget</b>	<b>11,037</b>	<b>10,735</b>	<b>10,272</b>	<b>10,306</b>	<b>10,620</b>	<b>10,919</b>	<b>11,209</b>	<b>11,549</b>	<b>11,875</b>	<b>12,211</b>	<b>12,557</b>
<b>Difference between resources and forecast budget (a - b)</b>	<b>- 0</b>	<b>106</b>	<b>- 137</b>	<b>- 127</b>	<b>- 168</b>	<b>- 187</b>	<b>- 186</b>	<b>- 225</b>	<b>- 240</b>	<b>- 254</b>	<b>- 266</b>

**SELBY DISTRICT COUNCIL - 10 YEAR FINANCIAL PLAN (August 2013) Worst Case**

	Base 2013/14	← Medium Term Financial Plan → 2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
<b>KEY ASSUMPTIONS</b>											
Inflation		3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%	3.00%
Interest Rates		1.50%	1.75%	2.00%	2.00%	2.50%	3.00%	3.50%	4.00%	4.00%	4.00%
Tax Base Increase		1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%	1.00%
Government Grant (SUFA) Increase		-13.70%	-14.00%	-12.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%
Council Tax Increase		0.00%	0.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%
<b>COUNCIL TAX</b>											
Tax Base (Number of Band D Equivalents)	27.824	28.102	28.383	28.667	28.954	29.243	29.536	29.831	30.129	30.431	30.735
Council Tax @ Band D (£)	158.88	158.88	158.88	162.06	165.30	168.60	171.98	175.42	178.92	182.50	186.15
Council Tax Income (£000's)	4,421	4,465	4,510	4,646	4,786	4,931	5,080	5,233	5,391	5,554	5,721
Precept (£000's)	4,421	4,465	4,510	4,646	4,786	4,931	5,080	5,233	5,391	5,554	5,721
<b>REVENUE FINANCING</b>											
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Council Tax	4,421	4,465	4,510	4,646	4,786	4,931	5,080	5,233	5,391	5,554	5,721
SUFA	5,377	4,640	3,991	3,512	3,582	3,654	3,727	3,801	3,877	3,955	4,034
Top-slice for Parish CTS	- 160	-	-	-	-	-	-	-	-	-	-
Transitional Council Tax Support	15	-	-	-	-	-	-	-	-	-	-
Council Tax Freeze Grant	49	94	45	-	-	-	-	-	-	-	-
New Homes Bonus	1,183	1,483	1,237	1,474	1,474	1,474	1,474	1,474	1,474	1,474	1,474
Special and Specific Grants	92	84	-	-	-	-	-	-	-	-	-
Collection Fund Surplus/Deficit (+/-)	60	- 30	- 30	- 30	- 30	- 30	- 30	- 30	- 30	- 30	- 30
<b>TOTAL EXTERNAL RESOURCES</b>	<b>11,037</b>	<b>10,736</b>	<b>9,752</b>	<b>9,602</b>	<b>9,812</b>	<b>10,028</b>	<b>10,250</b>	<b>10,478</b>	<b>10,712</b>	<b>10,953</b>	<b>11,199</b>

<b>REVENUE BUDGET</b>	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
Operational Budget - Core	3,715	3,437	3,805	3,796	3,909	4,027	4,283	4,272	4,400	4,532	4,821
Operational Budget - Access Selby	6,049	6,045	6,030	6,211	6,397	6,589	6,787	6,990	7,200	7,416	7,639
Investment Interest	- 200	- 250	- 280	- 300	- 300	- 300	- 300	- 300	- 300	- 300	- 300
<b>Contributions to Reserves:</b>											
PFI Scheme (Updated - ncl SDC's contribu	363	383	396	409	435	437	440	442	443	443	443
Building Repairs	130	130	130	130	130	130	130	130	130	130	130
Computer Development	150	150	150	150	150	150	150	150	150	150	150
District Election	30	30	30	34	34	34	34	38	38	38	38
Pension Equalisation	200	200	200	200	200	200	200	200	200	200	200
Spend to Save (C.Tax Freeze Grant)	119	119	119								
Special Projects/P4G (New Homes Bonus)	880	880	213	86	86	86	86	86	86	86	86
Balances	129	-									
<b>Contributions from Reserves:</b>											
Spend to Save	- 150						- 18				
PFI	- 378	- 389	- 401	- 409	- 422	- 434	- 447	- 459	- 472	- 484	- 497
District Election			- 120				- 136				- 153
<b>Forecast Net Revenue Budget</b>	<b>11,037</b>	<b>10,735</b>	<b>10,272</b>	<b>10,306</b>	<b>10,620</b>	<b>10,919</b>	<b>11,209</b>	<b>11,549</b>	<b>11,875</b>	<b>12,211</b>	<b>12,557</b>
<b>Difference between resources and forecast budget (a - b)</b>	<b>- 0</b>	<b>1</b>	<b>- 520</b>	<b>- 705</b>	<b>- 808</b>	<b>- 891</b>	<b>- 959</b>	<b>- 1,071</b>	<b>- 1,163</b>	<b>- 1,258</b>	<b>- 1,357</b>

											Appendix B
<b>Reserves</b>											
Description	Actual Balance 31 March 13	Use	Contribs	Estimated Balance 31 March 14	Use	Contribs	Estimated Balance 31 March 15	Use	Contribs	Estimated Balance 31 March 16	
	£	£	£	£	£	£	£	£	£	£	
<b>Revenue Reserves</b>											
<b>General Fund</b>											
PFI Scheme	2,422,360	- 378,060	363,480	2,407,780	- 389,400	382,730	2,401,110	- 401,080	396,030	2,396,060	
Building Repairs & Projects*	562,244	- 20,500	130,000	671,744	- 93,000	130,000	708,744		130,000	838,744	
ICT	679,934	- 642,690	200,000	237,244	- 230,000	200,000	207,244	- 100,000	200,000	307,244	
Access Selby	438,310			438,310			438,310			438,310	
Contingency	553,135			553,135			553,135			553,135	
Election	66,954		30,000	96,954		30,000	126,954	- 150,000	30,000	6,954	
Industrial Units	58,119	- 25,000		33,119			33,119			33,119	
Open Space Maintenance	11,158			11,158			11,158			11,158	
Pensions Equalisation Reserve**	400,000		200,000	600,000		200,000	800,000		200,000	1,000,000	
Planning Inquiries	100,000			100,000			100,000			100,000	
Sherburn Amenity Land	9,992			9,992			9,992			9,992	
Special Projects (Programme for Growth)	1,944,000	- 1,943,240	884,242	885,002	- 1,519,453	880,000	245,549	- 162,922		82,627	
Special Projects (Non_PFG commitments)	571,702	- 254,242		317,460			317,460			317,460	
Spend To Save	312,090	- 318,810	119,070	112,350		119,070	231,420		119,070	350,490	
Tadcaster Central Area	466,090	- 250,690		215,400			215,400			215,400	
Wheeled Bins	18,000			18,000			18,000			18,000	
NDR Equalisation	300,000			300,000			300,000			300,000	
Discretionary Rate Relief Fund	300,000			300,000			300,000			300,000	
NYCC Collaboration	250,000			250,000			250,000			250,000	
General Fund	1,544,817		129,055	1,673,872		31,000	1,704,872		-	1,704,872	
<b>Sub Total</b>	<b>11,008,905</b>	<b>- 3,833,232</b>	<b>2,055,847</b>	<b>9,231,520</b>	<b>- 2,231,853</b>	<b>1,972,800</b>	<b>8,972,467</b>	<b>- 814,002</b>	<b>1,075,100</b>	<b>9,233,565</b>	
<b>Capital Reserves</b>											
Capital Receipts***	3,343,534	- 249,720	102,500	3,196,314	- 3,210,000	561,079	547,393	- 205,000	257,500	599,893	
Capital Receipts (Programme for Growth)	493,000	- 493,000	227,636	227,636	- 769,057	541,421	-			-	
Planning Delivery Grant (Capital)	192,750	- 192,750		-			-			-	
LPSA Grant - Balance from 07/08	32,499	- 32,499		-			-			-	
Community Safety Grant - Balance from 08/09	2,387	- 2,387		-			-			-	
	<b>4,064,170</b>	<b>- 970,356</b>	<b>330,136</b>	<b>3,423,950</b>	<b>- 3,979,057</b>	<b>1,102,500</b>	<b>547,393</b>	<b>- 205,000</b>	<b>257,500</b>	<b>599,893</b>	
* Potential for up to £500k to be allocated to Abbey Leisure Centre rebuild - subject to scheme costs											
** Payment to Pension Fund and reserve contributions to be reconsidered following triennial valuation due 2013/14											
*** Includes £3m insurance settlement re Abbey Leisure Centre											

**Core & Communities Selby**  
**GENERAL FUND BASE BUDGET**  
**SAVINGS/EFFICIENCIES ACTION PLAN**  
**2013/14 - 2015/16**  
**Updated July 2013**

**Key:**

Green	Savings likely to be achieved/low risk
Amber	Tentative savings - further work required/medium risk
Red	Savings require a change in Council policy or significant change in service delivery/high risk

Proposed Savings	Status	2013/14 £	2014/15 £	2015/16 £	Progress
Inflation factor		0.020	0.020	0.020	
<b>Procurement Workstream</b>					
Election software	Green	4,700	4,700	4,700	Completed
Audit Partnership	Green	15,000	15,000	15,000	Completed
		<b>19,700</b>	<b>19,700</b>	<b>19,700</b>	
WTT - Transformation (Core)	Green	50,000	50,000	50,000	Completed
Core Structure	Green	-	82,000	82,000	
<b>Total Transformation</b>		<b>50,000</b>	<b>132,000</b>	<b>132,000</b>	
<b>Asset Management Workstream</b>					
<b>Total Asset Management</b>		-	-	-	
<b>Value for Money Workstream</b>					
Internal Drainage Boards	Green	146,000	146,000	146,000	Completed
Community Safety	Green	15,000	15,000	15,000	Completed
Ward boundary review	Amber	-	-	30,000	To be implemented following next election May 2015 - amount subject to review of allowances
<b>Total Value for Money</b>		<b>161,000</b>	<b>161,000</b>	<b>191,000</b>	
<b>Base Budget Review Workstream</b>					

<b>Proposed Savings</b>	<b>Status</b>	<b>2013/14 £</b>	<b>2014/15 £</b>	<b>2015/16 £</b>	<b>Progress</b>
External Audit Fee		31,840	31,840	31,840	Completed
Early Retirements - Strain on Pension Fund	Green	75,000	75,000	75,000	Completed
Corporate and Democratic Core	Green	7,000	7,000	7,000	Completed
Pay Award from 2.5% est to 1% revised	Green	22,230	33,150	48,118	Completed
Car Allowances	Green	2,850	2,850	2,850	Completed
<b>Total Base Budget Review</b>		<b>138,920</b>	<b>149,840</b>	<b>164,808</b>	
<b>Discretionary Service Review Workstream</b>					
External Grants	Green	12,000	12,000	12,000	Completed
<b>Total Discretionary Service Review</b>		<b>12,000</b>	<b>12,000</b>	<b>12,000</b>	
<b>Inflation adjustment</b>		<b>15,417</b>	<b>29,046</b>	<b>42,824</b>	
<b>Total General Fund Savings</b>		<b>397,037</b>	<b>503,586</b>	<b>562,332</b>	
<b>Target</b>		<b>397,037</b>	<b>720,147</b>	<b>574,650</b>	
<b>Headroom/Deficit (+/-)</b>		<b>0</b>	<b>- 216,561</b>	<b>- 12,318</b>	
<b>Green Savings</b>		363,911	469,797	495,395	
<b>Amber Savings</b>		-	-	32,473	
<b>Red Savings**</b>		-	-	-	
<b>To be identified</b>		33,126	250,350	46,782	
<b>Total</b>		<b>397,037</b>	<b>720,147</b>	<b>574,650</b>	

**ACCESS SELBY**  
**GENERAL FUND BASE BUDGET**  
**SAVINGS/EFFICIENCIES ACTION PLAN 2013/14 -**  
**2015/16 (V2)**  
**Updated 2nd July 2013.**

**Key:**

Green
Amber
Red

Savings likely to be achieved/low risk  
 Tentative savings - further work required/medium risk  
 Savings require a change in Council policy or significant change in service delivery/high risk

Proposed Savings	Status	2013/14 £	2014/15 £	2015/16 £	Progress
<b>Inflation factor</b>		0.020	0.020	0.020	
<b>Procurement Workstream</b>					
Collaborative corporate contracts through shared procurement service Note: The balance of this target will reduce as individual procurement projects are identified	Red	36,610	61,560	61,560	Delivery of the remaining saving by year end is a risk and the target has therefore been reduced. The target has been impacted by the delay in the delivery of the CCTV Project and the reduction in saving from the green waste project.
-----					
<b>Total Procurement</b>		<b>36,610</b>	<b>61,560</b>	<b>61,560</b>	<b>Completed</b>
-----					
<b>Transformation</b>					
Spend to save initiatives	Red	0	25,000	25,000	Saving to be reviewed.
CRM Replacement - Capital investment required to achieve revenue savings	Amber	12,620	52,262	52,262	Approval has been given for the CRM replacement project. Realisation of savings is highly dependant on staff efficiencies being achieved
Mobile Working - Capital investment required to achieve revenue savings	Amber	0	134,500	145,500	Approval has been given for the Mobile Working Project. Realisation of savings is highly dependant on staff efficiencies being achieved
Service delivery options	Red	25,000	50,000	50,000	Saving to be reviewed.
-----					
<b>Total Transformation</b>		<b>37,620</b>	<b>261,762</b>	<b>272,762</b>	

<b>Proposed Savings</b>	<b>Status</b>	<b>2013/14</b> £	<b>2014/15</b> £	<b>2015/16</b> £	<b>Progress</b>
<b>Asset Management Workstream</b>					
Running costs of new Civic Centre	Amber	40,000	40,000	40,000	A NNDR appeal date has been set at 17 July 2013. We have now agreed with the PCT the formula for calculating the split of utilities bills resulting in a lower annual bills.
Barlby Depot	Amber	8,380	8,380	8,380	Options for the future of the depot are currently being explored
<b>Total Asset Management</b>		<b>48,380</b>	<b>48,380</b>	<b>48,380</b>	
<b>Value for Money Workstream</b>					
Telecommunications Mast	Red	-	13,000	13,000	There is a proposal to take over the ownership of the mast from the Police with a view to manage in the interim prior to the relocation. There is no set timescale for this. This will generate an income however the figures have not been agreed. There will be no savings achieved during 2013/14.
Negotiation for share of out performance on Council Tax collection	Red	25,000	25,000	25,000	Currently underachieving on the collection of Council Tax. A review of this data is required to establish impact.
Car Park Income	Green	97,500	97,500	97,500	Future estimates have been reflected in the 13/14 budget process.
<b>Total Value for Money</b>		<b>122,500</b>	<b>135,500</b>	<b>135,500</b>	
<b>Base Budget Review Workstream</b>					
Car Allowances	Amber	41,150	41,150	41,150	2013/14 savings will need to be reviewed regularly, on-going changes to service delivery could have a positive knock on effect on mileage claims.
Housing Benefit Overpayments Recovery	Green	125,000	125,000	125,000	Due to the nature of the Debt, on-going review required.
<b>Total Base Budget Review</b>		<b>166,150</b>	<b>166,150</b>	<b>166,150</b>	



<b>Proposed Savings</b>	<b>Status</b>	<b>2013/14</b> £	<b>2014/15</b> £	<b>2015/16</b> £	<b>Progress</b>
<b>Discretionary Service Review Workstream</b>					
New charge for planning advice	<b>Green</b>	30,000	30,000	30,000	Now charging for planning advice, further proposals for additional income generation within Planning are being considered
Maximise current income streams	<b>Amber</b>	50,000	100,000	100,000	Progress against pilot projects in marketing strategy is being made including Civic Centre Room Hire. A process is to be developed with the assistance of the Finance Team to establish where (if any) progress has been made to influence and establish whether this saving is achievable. Going forward, the Programme for Growth will significantly contribute to achieving the target
Redeploy resources to pursue grant funding opportunities	<b>Red</b>	50,000	50,000	50,000	Lead officers considering grant opportunities as part of their budget monitoring.
Policy changes to introduce new income streams	<b>Red</b>	-	-	100,000	Parking Charges can't be considered at Tadcaster until the legal challenge has been heard and we have carried out the improvements, which will be late 2014/15 at the earliest.
<b>Total Discretionary Service Review</b>		<b>130,000</b>	<b>180,000</b>	<b>280,000</b>	
<b>Inflation adjustment</b>		<b>21,867</b>	<b>52,232</b>	<b>79,494</b>	
<b>General Fund Savings in Progress</b>		<b>563,127</b>	<b>905,584</b>	<b>1,043,846</b>	
<b>Completed (GREEN) General Fund Savings</b>		<b>2,633,546</b>	<b>2,773,310</b>	<b>2,925,459</b>	<b>(Maintained on a separate sheet)</b>
<b>Total General Fund Savings</b>		<b>3,196,673</b>	<b>3,678,894</b>	<b>3,969,305</b>	
<b>Target</b>		<b>3,173,668</b>	<b>3,340,335</b>	<b>3,457,103</b>	
<b>Headroom/Deficit (+/-)</b>	**	<b>23,005</b>	<b>338,559</b>	<b>512,202</b>	
<b>Green Savings</b>		2,896,247	3,041,265	3,198,773	
<b>Amber Savings</b>		158,297	399,324	419,217	
<b>Red Savings**</b>		142,129	238,305	351,314	
<b>Total</b>		<b>3,196,673</b>	<b>3,678,894</b>	<b>3,969,305</b>	
<b>Note: Value of savings to be delivered to meet target</b>		<b>277,421</b>	<b>299,070</b>	<b>258,330</b>	

**2013/14 – 2016/17 GENERAL FUND CAPITAL PROGRAMME**

<b>PROJECTS</b>	<b>Current Programme 2013/14</b>	<b>Estimated Programme 2014/15</b>	<b>Estimated Programme 2015/16</b>	<b>Total</b>	<b>Financing</b>
	<b>£</b>	<b>£</b>	<b>£</b>	<b>£</b>	
Asset Management Plan Leisure Centres & Park	20,500	93,000		113,500	Building Repairs Reserve
ALC All Weather Pitch	250,000			250,000	Special Projects Reserve
Tadcaster Central Area	250,690			250,690	Tadcaster Central Area Project Reserve
Road Adoption - Industrial Units Sherburn	25,000			25,000	Industrial Units Reserve
Mast Relocation	145,210			145,210	Spend to Save Reserve
CCTV	23,600			23,600	Spend to Save Reserve
<b>Grants</b>					
Conservation / Heritage Grants					
Disabled Facilities Grants	350,000	350,000	350,000	1,050,000	Capital Receipts/Grant
Repair Assistance Loans	35,800			5,800	Capital Receipts
Energy & Efficiency Grants	13,640			13,640	Capital Receipts
<b>ICT Hardware &amp; Systems Within ICT Strategy</b>					
Implementation & Infrastructure Costs	546,690	75,000	75,000	696,690	ICT Reserve
Desktop Replacement Programme	15,000	25,000	25,000	65,000	ICT Reserve
Mobile Working Solution	81,000	130,000		211,000	ICT Reserve
<b>TOTAL</b>	<b>1,757,130</b>	<b>673,000</b>	<b>450,000</b>	<b>2,880,130</b>	

**SUMMARY OF FUNDING**

Capital Receipts	249,720	200,280	200,280	650,280
Grants & Contributions	149,720	149,720	149,720	449,160
Reserves	1,357,690	323,000	100,000	1,780,690 *
Borrowing	0	0	0	0
<b>TOTAL</b>	<b>1,757,130</b>	<b>673,000</b>	<b>450,000</b>	<b>2,880,130</b>

\* 113,500 Building Repairs  
 250,690 Tadcaster Central Area  
 250,000 Special Projects  
 168,810 Spend to Save  
 972,690 ICT  
 25,000 Industrial Units  
1,780,690

# Selby District Council

## REPORT

Reference: E/13/15

Item 6 - Public



**To:** The Executive  
**Date:** 5 September 2013  
**Status:** Key Decision  
**Report Published:** 28 August 2013  
**Author:** Jodie Taylor – Lead Officer Finance  
**Executive Member:** Councillor C Lunn – Lead Member for finance & Resources  
**Lead Officer:** Karen Iveson – Executive Director (and S151)

**Title:** Financial Results and Budget Exceptions Report to 30 June 2013

### Summary:

At the end of quarter 1, the full year forecast for the General Fund shows an estimated surplus of £128k and the HRA an estimated surplus of £81k. Progress with savings is good, although further savings need to be identified to achieve the 2013/14 target. There are currently some delays on the Capital Programme due to issues outside of the Councils control, otherwise progress at this stage is positive.

### Recommendations:

**The Executive endorse the actions of officers and note the contents of the report.**

### Reasons for recommendation

**To ensure that budget exceptions are brought to the attention of the Executive with explanations from officers; in order to approve remedial action as necessary.**

### 1. The Report

## Financial Results

- 1.1 Appendix A presents the major forecasted variances identified to date for the 1st quarter 2013/14 against the approved budgets.

### General Fund - Revenue

- 1.2 The full year forecast for the General Fund currently shows an estimated surplus of £128k (£103k Access Selby & £25k Core):

General Fund	Budget £000's	Forecast Full Year variance £000's
Core	3,089	(25)
Access Selby	6,049	(103)
Communities Selby	199	0
	9,337	(128)

- 1.3 The core surplus is due to savings on audit fees and drainage board levies, slightly offset by reduced investment interest as a result of lower than budgeted interest rates, however cash available for investment over the course of the year is likely to be greater than originally budgeted, reducing the deficit as the year goes on.
- 1.4 Access Selby General Fund is currently forecasting a 2013/14 surplus of £103k, a large proportion of this relates to employee costs, which are under constant review to ensure they are always as up to date as possible. However with projects such as the NYCC collaboration in the pipeline these are likely to change over the course of the year.

### Housing Revenue Account

- 1.5 The HRA full year forecast surplus is £81k (£67k Access Selby & £14k Core):

HRA	Budget £000's	Forecast Full Year variance £000's
Core	(4,297)	(14)
Access Selby	4,297	(67)
Communities Selby	0	0
	0	(81)

- 1.6 The core HRA surplus of £14k is largely contributed to by increased housing rents, this is subject to change over the year depending on tenancy changes and the number of void properties. This figure is kept under constant review and will be updated accordingly.
- 1.7 Access Selby HRA is forecasting a current year end surplus of £67k

largely due to increased maintenance recharges on community centres and corporate buildings, as well as Supporting People private subscriber income.

### **Capital**

- 1.8 There are several capital budget exceptions for 2013/14, the details of which are set out in Appendix B. General fund is experiencing some delays due to legal issues and some decisions being put on hold pending further investigation of the NYCC joint working arrangement. HRA is seeing good progress with minimal slippage expected for the year.

### **Savings**

- 1.9 Appendix C presents an update on progress against the Council's savings action plan for the General Fund and HRA.
- 1.10 General Fund savings of £3.293m (£397k Core & Communities Selby and £2.896m Access Selby) and HRA (Access Selby) savings of £546k have been achieved or likely to be achieved up to the end of quarter 1. Savings have been identified to meet the Access Selby target for the year, however work needs to be done to ensure these are realised. A further £173k needs to be identified to meet the Core & Communities Selby general fund savings target. HRA has already exceeded its annual target for 2013/14 by £186k.

## **2. Legal/Financial Controls and other Policy matters**

### **2.1 Legal Issues**

There are no legal issues as a result of this report.

### **2.2 Financial Issues**

The financial issues are highlighted in the body of the report.

## **3. Conclusion**

- 3.1 Overall, the financial results show a good start to the year. Progress needs to be maintained to ensure savings targets are achieved and provide capacity for future anticipated funding cuts.

### **Contact Details**

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**Appendices:**

Appendix A – General Fund and Housing Revenue Account Revenue budget exceptions

Appendix B – General Fund and Housing Revenue Account Capital Programme

Appendix C – General Fund and Housing Revenue Account Savings

## BUDGET EXCEPTIONS REPORT

April 2013 - June 2013

## Core

## General Fund Income

Budget Description	Annual Budget £000's	Forecast Variance £000's	One-Off/ On-going	Comments
Investment Interest	(200)	35	On-going	Decreased forecast for investment income due to poor interest rates earned on investments as a result of a flat economy.
<b>Total Variance - General Fund Income</b>		<b>35</b>		

## Core

## General Fund Expenditure

Budget Description	Annual Budget £000's	Forecast Variance £000's	One-Off/ On-going	Comments
Employees	1,455	(12)	On-going	Estimated savings (£12k) on pension payments to other Local Authorities for old pension schemes.
Supplies & Services	359	(24)	On-going	Savings expected on External Audit fees through the dissolution of the Audit Commission and replacement by Mazars LLP.
Drainage Boards	1,503	(24)	On-going	Budget increased by 2.9% from 2012/13. Actual increases from the Drainage boards equate to a 1.24% increase. The impact of the Danvm board was lower than first anticipated as they have not yet implemented an equalisation of their rate across the Councils they levy upon.
<b>Total Variance - General Fund Expenditure</b>		<b>(60)</b>		
<b>Total Variance - General Fund Revenue</b>		<b>(25)</b>		

Access Selby  
General Fund Income

Budget Description	Annual Budget £000's	Forecast Variance £000's	One-Off/ On-going	Comments
Customer and Client Receipts***	(3,303)	(19)	On-going	There is a forecasted increase in Supporting people income £26k from increased private payers for the service, this will be offset by a recharge from HRA. There is an anticipated Clinical Waste income shortfall of (£9k) due to demand.
<b>Total Variance - General Fund Income</b>		<b>(19)</b>		

Access Selby  
General Fund Expenditure

Budget Description	Annual Budget £000's	Forecast Variance £000's	One-Off/ On-going	Comments
Employees	5,569	(90)	One-Off	Current underspend relates to vacant and frozen posts across Access Selby. A portion of these savings may be utilised to fund planned future commitments.
Premises	701	(8)	One-Off	Small savings are anticipated on Footpath and Car Park Maintenance, these budgets are for both planned and responsive works and forecasts may change over the course of the year.
Supplies and Services	6,559	(12)	One-Off	To date small savings have been identified on Land Charges, Car Park Expenses, Mediation Services and Printing Expenses.
Support Services***	372	26	On-going	This is the corresponding recharge to the HRA for increased Supporting People Private Payers, as identified in the customer and client receipts heading.
<b>Total Variance - General Fund Expenditure</b>		<b>(84)</b>		
<b>Total Variance - General Fund Revenue</b>		<b>(103)</b>		

\*\*\* Additional Supporting People Private Payer Income is recharged to the HRA through Support Services.



**Core  
Housing Revenue Account Income**

Budget Description	Annual Budget £000's	Forecast Variance £000's	One-Off/ On-going	Comments
Housing Rents	(11,741)	(29)	One-Off	Early forecasts suggest rents will exceed budget. To date there has only been one eviction and void turnover remains good at an average of 22 days. This means the property can be tenanted quicker rather than being left empty.
Investment Interest	(45)	8	On-going	Decreased forecast for investment income due to poor interest rates earned on investments as a result of a flat economy.
<b>Total Variance - HRA Income</b>		<b>(21)</b>		

**Core  
Housing Revenue Account Expenditure**

Budget Description	Annual Budget £000's	Forecast Variance £000's	One-Off/ On-going	Comments
Pension Past Service Adjustments	191	7	One-Off	The budget for 2013/14 was not increased sufficiently to cover the increases in the pension basic-funding payments to NYCC.
<b>Total Variance - HRA Expenditure</b>		<b>7</b>		
<b>Total Variance - HRA Revenue</b>		<b>(14)</b>		

Access Selby  
Housing Revenue Account Income

Budget Description	Annual Budget £000's	Forecast Variance £000's	One-Off/ On-going	Comments
Recharges	(392)	(36)	One-Off	Non-dwelling properties/capital schemes recharges expected to generate surpluses through the number of capital projects. Supporting People Recharge to General Fund increased due to Private Payers £26k.
<b>Total Variance - HRA Income</b>		<b>(36)</b>		

Access Selby  
Housing Revenue Account Expenditure

Budget Description	Annual Budget £000's	Forecast Variance £000's	One-Off/ On-going	Comments
Premises	856	(15)	One-Off	Due to the responsive nature of the work corresponding with pro-active capital works it is expected there will be saving on Gutter work £5k and Electrical Testing Contractors £10k due to an in-house Electrician.
Supplies and Services	1,311	(14)	One-Off	Small savings identified to date on grant audit fees £6k as a result of Self Financing eliminating subsidy returns, Materials £5k through pro-active procurement and Telephones £3k from usage.
<b>Total Variance - HRA Expenditure</b>		<b>(29)</b>		
<b>Total Variance - HRA Revenue</b>		<b>(65)</b>		

**2013/14 Selby District Council Capital Programme - June 2013**

General Fund	Annual Budget	Year to date Budget	Year to date Actual	Year to date Variance	Forecast	Comments
Industrial Units - Road Adoption	25,000	0	0	0	25,000	This budget has been carried forward from 2012/13. There are legal issues still to be resolved in relation to the road adoption which will hopefully be completed in 2013/14.
ICT - Desktop Replacement Programme	15,000	1,000	669	-331	15,000	This is for a continuous cycle of updating desktop equipment.
Tadcaster Central Area Redevelopment	258,440	0	1,996	1,996	258,440	Progress has stalled due to legal challenge.
Mast Relocation Project	147,190	0	2,500	2,500	147,190	Further options are being considered in regard to the future of the mast and its location.
ICT - Capital Investment Projects	546,960	0	0	0	546,960	System upgrades & replacements within ICT Strategy - subject to business case - covers areas such as infrastructure review, website development, Revs and Bens, DIP, Housing and CRM. Potential to integrate some of this work with the NYCC joint working arrangement.
Mobile Working Solution	81,000	0	0	0	81,000	Linked to the CRM IT Project and progress may be influenced by joint working with NYCC
CCTV - Fibre Hub	23,600	1,000	921	-79	23,600	Fibre Hub is now installed and work is to take place to decommission the old equipment, it is anticipated that this will be completed by August 13.
Abbey Leisure Centre Rebuild			139,577	139,577		Early Planning and Development stage of the Leisure Centre rebuild. Full costs of project are yet to be finalised.
Programme for Growth			2,500	2,500		Specialist fees for the Bondgate project. Project costs are to funded as milestones are met.
Private Sector - Home Improvement Loans	35,800	0	2,734	2,734	35,800	Loans continue to be processed. To date, 2 have been paid out and 3 repayments have been received which are recycled in to the scheme.
Disabled Facilities Grants	350,000	87,500	15,800	-71,700	350,000	Applications for funding are being received, but due to changes in working practices the number of referrals have reduced from NYCC. This may generate some savings in the year.
Energy Efficiency & Fuel Poverty	13,640	0	0	0	13,640	Public interest in this service generally occurs in the autumn / winter and therefore is anticipated that the budget will be spent by year end.
	<b>1,496,630</b>	<b>89,500</b>	<b>166,697</b>	<b>77,197</b>	<b>1,496,630</b>	

Housing Revenue Account	Annual Budget	Year to date Budget	Year to date Actual	Year to date Variance	Forecast	
Kitchen Replacements	353,570	88,393	125,295	36,903	353,570	Good progress has been made to date and phase 2 is coming to an end. A new phase is being put together and this will commence with a new contractor to start from August 13.
Electrical Rewires	260,000	65,000	58,409	-6,591	260,000	Work continues well on a programme of rewires and consumer units.
Airey Property Works	486,980	0	0	0	486,980	The next phase is not planned to start until December 13 / January 14 to combine this phase with next years programme.
Central Heating System Replacements	1,684,840	421,210	278,447	-142,763	1,684,840	Programme of replacements commenced. 189 systems replaced or ordered this year to date, including fuel switches (see below). Any refusals will be addressed in future years of the 3 year programme or when the property becomes vacant.
Solid Fuel System Replacements	250,000	0	190	190	250,000	Linked to the Central Heating Replacement programme, encountering refusals due to disturbance and in some case the receipt of free coal by some tenants. These will continue to be looked at in the programme.
Roof Replacements	560,000	140,000	272,792	132,792	560,000	The project is well underway, Phase 3 is expected to be complete by September.
Damp Works	300,000	75,000	63,409	-11,591	300,000	Work continues to cover more responsive works, alternative solutions are being looked at but still a large number of properties to address.
External Cyclical Repairs (Painting & Windows)	184,990	46,248	30,580	-15,667	184,990	The new programme has been issued to the contractor to commence July, while last years programme was held up by the weather nears completion. The work being is combined with the external door replacement and window replacement programmes and is expected to be completed this year.
External Door Replacements	143,500	35,875	38,632	2,757	143,500	As External Cyclical Repairs.
Window Replacements	140,000	35,000	19,746	-15,254	140,000	As External Cyclical Repairs.
Void Property Repairs	50,000	12,500	27,971	15,471	50,000	This work is responsive to the level of void properties and is dependent on each individual scenario as to the level of work required. The largest element of spend to date is on Electrical work.
Fencing Programme	17,990	4,498	7,005	2,508	17,990	Residual amount of 12/13 funding to be spent in the year. Lots of on-going work.
	<b>4,431,870</b>	<b>923,723</b>	<b>922,477</b>	<b>-1,246</b>	<b>4,431,870</b>	
<b>Total Capital Programme</b>	<b>5,928,500</b>	<b>1,013,223</b>	<b>1,089,173</b>	<b>75,951</b>	<b>5,928,500</b>	

**ACCESS SELBY  
GENERAL FUND BASE BUDGET  
SAVINGS/EFFICIENCIES ACTION PLAN 2013/14 -  
2015/16 (V2)  
Updated 2nd July 2013.**

## Key:



Savings likely to be achieved/low risk  
Tentative savings - further work required/medium risk  
Savings require a change in Council policy or significant change in service delivery/high risk

Proposed Savings	Status	2013/14 £	2014/15 £	2015/16 £	Progress
<b>Inflation factor</b>		0.020	0.020	0.020	
<b>Procurement Workstream</b>					
Collaborative corporate contracts through shared procurement service Note: The balance of this target will reduce as individual procurement projects are identified	Red	36,610	61,560	61,560	Delivery of the remaining saving by year end is a risk and the target has therefore been reduced. The target has been impacted by the delay in the delivery of the CCTV Project and the reduction in saving from the green waste project.
<b>Total Procurement</b>		<b>36,610</b>	<b>61,560</b>	<b>61,560</b>	<b>Completed</b>
<b>Transformation</b>					
Spend to save initiatives	Red	0	25,000	25,000	Saving to be reviewed.
CRM Replacement - Capital investment required to achieve revenue savings	Amber	12,620	52,262	52,262	Approval has been given for the CRM replacement project. Realisation of savings is highly dependant on staff efficiencies being achieved
Mobile Working - Capital investment required to achieve revenue savings	Amber	0	134,500	145,500	Approval has been given for the Mobile Working Project. Realisation of savings is highly dependant on staff efficiencies being achieved
Service delivery options	Red	25,000	50,000	50,000	Saving to be reviewed.
<b>Total Transformation</b>		<b>37,620</b>	<b>261,762</b>	<b>272,762</b>	
<b>Asset Management Workstream</b>					
Running costs of new Civic Centre	Amber	40,000	40,000	40,000	A NNDR appeal date has been set at 17 July 2013. We have now agreed with the PCT the formula for calculating the split of utilities bills resulting in a lower annual bills.
Barlby Depot	Amber	8,380	8,380	8,380	Options for the future of the depot are currently being explored
<b>Total Asset Management</b>		<b>48,380</b>	<b>48,380</b>	<b>48,380</b>	
<b>Value for Money Workstream</b>					
Telecommunications Mast	Red	-	13,000	13,000	There is a proposal to take over the ownership of the mast from the Police with a view to manage in the interim prior to the relocation. There is no set timescale for this. This will generate an income however the figures have not been agreed. There will be no savings achieved during 2013/14.
Negotiation for share of out performance on Council Tax collection	Red	25,000	25,000	25,000	Currently underachieving on the collection of Council Tax. A review of this data is required to establish impact.
Car Park Income	Green	97,500	97,500	97,500	Future estimates have been reflected in the 13/14 budget process.
<b>Total Value for Money</b>		<b>122,500</b>	<b>135,500</b>	<b>135,500</b>	

Proposed Savings	Status	2013/14 £	2014/15 £	2015/16 £	Progress
<b>Base Budget Review Workstream</b>					
Car Allowances	Amber	41,150	41,150	41,150	2013/14 savings will need to be reviewed regularly, on-going changes to service delivery could have a positive knock on effect on mileage claims.
Housing Benefit Overpayments Recovery	Green	125,000	125,000	125,000	Due to the nature of the Debt, on-going review required.
<b>Total Base Budget Review</b>		<b>166,150</b>	<b>166,150</b>	<b>166,150</b>	
<b>Discretionary Service Review Workstream</b>					
New charge for planning advice	Green	30,000	30,000	30,000	Now charging for planning advice, further proposals for additional income generation within Planning are being considered
Maximise current income streams	Amber	50,000	100,000	100,000	Progress against pilot projects in marketing strategy is being made including Civic Centre Room Hire. A process is to be developed with the assistance of the Finance Team to establish where (if any) progress has been made to influence and establish whether this saving is achievable. Going forward, the Programme for Growth will significantly contribute to achieving the target
Redeploy resources to pursue grant funding opportunities	Red	50,000	50,000	50,000	Lead officers considering grant opportunities as part of their budget monitoring.
Policy changes to introduce new income streams	Red	-	-	100,000	Parking Charges can't be considered at Tadcaster until the legal challenge has been heard and we have carried out the improvements, which will be late 2014/15 at the earliest. Options for green waste charging is still being considered by the Council but not in 2013/14. The Core has informed Access Selby the Green waste charges will not be considered until 15/16 and potential charges introduced in 16/17
<b>Total Discretionary Service Review</b>		<b>130,000</b>	<b>180,000</b>	<b>280,000</b>	
Inflation adjustment		21,867	52,232	79,494	
<b>General Fund Savings in Progress</b>		<b>563,127</b>	<b>905,584</b>	<b>1,043,846</b>	
<b>Completed (GREEN) General Fund Savings</b>		<b>2,633,546</b>	<b>2,773,310</b>	<b>2,925,459</b>	<b>(Maintained on a separate sheet)</b>
<b>Total General Fund Savings</b>		<b>3,196,673</b>	<b>3,678,894</b>	<b>3,969,305</b>	
<b>Savings Target</b>		<b>3,173,668</b>	<b>3,340,335</b>	<b>3,457,103</b>	
<b>New Target</b>		<b>3,173,668</b>	<b>3,340,335</b>	<b>3,457,103</b>	
<b>Headroom/Deficit (+/-)</b>	**	<b>23,005</b>	<b>338,559</b>	<b>512,202</b>	
<b>Green Savings</b>		2,896,247	3,041,265	3,198,773	
<b>Amber Savings</b>		158,297	399,324	419,217	
<b>Red Savings**</b>		142,129	238,305	351,314	<b>Completed</b>
<b>Total</b>		<b>3,196,673</b>	<b>3,678,894</b>	<b>3,969,305</b>	

**Core & Communities Selby**  
**GENERAL FUND BASE BUDGET**  
**SAVINGS/EFFICIENCIES ACTION PLAN**  
**2013/14 - 2015/16**  
**Updated July 2013**

**Key:**

<b>Green</b>	Savings likely to be achieved/low risk
<b>Amber</b>	Tentative savings - further work required/medium risk
<b>Red</b>	Savings require a change in Council policy or significant change in service delivery/high risk

<b>Proposed Savings</b>	<b>Status</b>	<b>2013/14</b> £	<b>2014/15</b> £	<b>2015/16</b> £	<b>Progress</b>
<b>Inflation factor</b>		0.020	0.020	0.020	
<b>Procurement Workstream</b>					
Election software	Green	4,700	4,700	4,700	Completed
Audit Partnership	Green	15,000	15,000	15,000	Completed. Planned reduction in Audit days and merger with Veritau.
		<b>19,700</b>	<b>19,700</b>	<b>19,700</b>	
<b>WTT - Transformation (Core)</b>					
	Green	50,000	50,000	50,000	Completed
<b>Total Transformation</b>		<b>50,000</b>	<b>50,000</b>	<b>50,000</b>	
<b>Asset Management Workstream</b>					
<b>Total Asset Management</b>		-	-	-	
<b>Value for Money Workstream</b>					
Internal Drainage Boards	Green	146,000	146,000	146,000	Completed
Community Safety	Green	15,000	15,000	15,000	Completed
<b>Total Value for Money</b>		<b>161,000</b>	<b>161,000</b>	<b>161,000</b>	
<b>Base Budget Review Workstream</b>					
External Audit Fee	Green	31,840	31,840	31,840	Completed
Early Retirements - Strain on Pension Fund	Green	75,000	75,000	75,000	Completed

<b>Proposed Savings</b>	<b>Status</b>	<b>2013/14</b> £	<b>2014/15</b> £	<b>2015/16</b> £	<b>Progress</b>
Corporate and Democratic Core	Green	7,000	7,000	7,000	Completed
Pay Award from 2.5% est to 1% revised	Green	22,230	33,150	48,118	Completed
Car Allowances	Green	2,850	2,850	2,850	Completed
<b>Total Base Budget Review</b>		<b>138,920</b>	<b>149,840</b>	<b>164,808</b>	
<b>Discretionary Service Review Workstream</b>					
External Grants	Green	12,000	12,000	12,000	Completed
<b>Total Discretionary Service Review</b>		<b>12,000</b>	<b>12,000</b>	<b>12,000</b>	
<b>Inflation adjustment</b>		<b>15,417</b>	<b>24,027</b>	<b>33,592</b>	
<b>Total General Fund Savings</b>		<b>397,037</b>	<b>416,567</b>	<b>441,100</b>	
<b>Target</b>		<b>569,867</b>	<b>720,037</b>	<b>745,460</b>	
<b>Headroom/Deficit (+/-)</b>		<b>- 172,830</b>	<b>- 303,470</b>	<b>- 304,360</b>	
<b>Green Savings</b>		397,037	416,567	441,100	
<b>Amber Savings</b>		-	-	-	
<b>Red Savings**</b>		-	-	-	
<b>Total</b>		<b>397,037</b>	<b>416,567</b>	<b>441,100</b>	



**HOUSING REVENUE ACCOUNT BASE BUDGET SAVINGS 2013/14 - 2015/16****Updated June 13 (v12)**

Key:

Green	Savings likely to be achieved/low risk
Amber	Tentative savings - further work required/medium risk
Red	Savings require a change in Council policy or significant change in service delivery/high risk

	Status	2013/14 £	2014/15	2015/16	Progress
<b>Inflation factor</b>		0.020			
<b>Proposed Savings</b>					
Review of Property Services unfilled posts	Green	50,000	50,000	50,000	Completed
Gas Servicing Contract	Green	20,000	20,000	20,000	Reduced servicing costs from replacement boilers.
Grassed Areas & Open Spaces base budget review	Green	29,000	29,000	29,000	Completed
Various Suppliers	Green	22,000	22,000	22,000	Completed - Improvement in supplier terms and conditions.
WTT - Savings	Green	129,591	129,591	129,591	Completed
2011/12 Pay Award	Green	27,000	27,000	27,000	Completed
Car Allowances	Green	5,600	5,600	5,600	Identified as part of budget 2012/13 - input to spreadsheets
Savings on Audit Fees and early Retirement Charges	Green	24,800	24,800	24,800	Completed
Ryecare Help-Line Telecom Saving	Green	700	700	700	Completed
Consolidation of IT Budgets	Green	23,685	23,685	23,685	Completed
Electrical Testing - R&M	Green	10,000	10,000	10,000	Completed
Vehicle Tracking System	Green	500	500	500	Completed
Energy Performance Certificates	Green	3,000	3,000	3,000	Completed
WTT - Savings from recharges from GF	Green	200,000	200,000	200,000	
<b>Total Housing Revenue Account Savings</b>		<b>545,876</b>	<b>545,876</b>	<b>545,876</b>	
<b>Target Savings</b>		<b>360,000</b>	<b>360,000</b>	<b>360,000</b>	
<b>Headroom/Deficit (+/-)</b>		<b>185,876</b>	<b>185,876</b>	<b>185,876</b>	
	Green Savings	545,876	545,876	545,876	
	Amber Savings				
	Red Savings**				

# Selby District Council

## REPORT

Reference: E/13/16

Item 7 - Public



**To:** The Executive  
**Date:** 5 September 2013  
**Status:** Key Decision  
**Report Published:** 28 August 2013  
**Author:** Jodie Taylor – Lead Officer Finance  
**Executive Member:** Councillor C Lunn – Lead Member for Finance & Resources  
**Lead Director:** Karen Iveson – Executive Director (s151)

**Title:** Treasury Management – Monitoring Report to 30 June 2013

### Summary:

This report reviews the Council's borrowing and investment activity (Treasury Management) for the first three months of 2013/14 and presents performance against the Prudential Indicators.

Investments – Money market investment rates continue to remain low in the early part of 2013, with interest rates at historically low levels and a rise in bank rate not expected until 2015 at the earliest. As a result, an outturn of £202k is forecasted, which is £43k below budget.

Borrowing – the Council has long term borrowing of £60.33m at 30 June 2013. Interest payments of £2.525m are forecast for 2013/14.

Prudential Indicators – the Council's affordable limits for borrowing were not breached during this period.

### Recommendations:

**Councillors endorse the actions of officers on the Council's treasury activities for the period ending 30<sup>th</sup> June 2013 and approve the report**

## **Reasons for recommendation**

To comply with the Treasury Management Code of Practice, the Executive is required to receive and review regular treasury management monitoring reports.

### **1. Introduction and background**

- 1.1 This is the first monitoring report for treasury management in 2013/14 and covers the period 1 April to 30 June 2013. During this period the Council complied with its legislative and regulatory requirements.
- 1.2 Treasury management in Local Government is governed by the CIPFA “Code of Practice on Treasury Management in the Public Services” and in this context is the management of the Council’s cash flows, its banking and its capital market transactions, the effective control of the risks associated with those activities and the pursuit of optimum performance consistent with those risks. This Council has adopted the Code and complies with its requirements.
- 1.3 The Council’s Treasury Strategy, including the Annual Investment Strategy and Prudential Indicators, was approved by Council on 26 February 2013.
- 1.4 The two key budgets related to the Council’s treasury management activities are the amount of interest earned on investments £245k (£200k General Fund, £45k HRA) and the amount of interest paid on borrowing £2,525k (£112k General Fund, £2,413k HRA).

### **2. The Report**

#### **Interest Rates and Market Conditions**

- 2.1 The Bank of England is continuing to maintain interest rates at 0.5% (the bank rate). Due to the current economic climate forecasters are not expecting a rise in bank rate until 2015 at the earliest.
- 2.2 Consumer Price Inflation (CPI) started the financial year in April at 2.4% and rose to 2.7% in May. The Retail Price Index (RPI) was at 2.9% in April and rose to 3.1% in May. CPI is forecast to pick up to above 3% over the summer, however, this is not expected to be sustained.
- 2.3 Table 1 shows recent average interest rates available up to a duration of 12 months and reflects the lack of movement in rates since the start of the year. As bank rate remains low and with no expectation for any increases until 2015, investment rates are not expected to improve throughout 2013/14.

Table 1: Average Interest Rates 1 April 2013 to 30 June 2013

	<b>April 2013</b>	<b>May 2013</b>	<b>June 2013</b>
<b>Base Rate (Bank Rate)</b>	0.50	0.50	0.50
<b>Over Night</b>	0.40	0.40	0.40
<b>7 Days</b>	0.40	0.40	0.40
<b>1 month</b>	0.40	0.40	0.40
<b>3 Months</b>	0.45	0.45	0.45
<b>6 Months</b>	0.55	0.55	0.55
<b>1 Year</b>	0.80	0.75	0.75

- 2.4 The Council's Treasury Advisors, Sector provided a forecast for interest rates for both investments and PWLB borrowing as part of the Treasury Management Strategy. This forecast is monitored regularly and has recently been updated. Table 2 shows the forecast included in the Treasury Strategy and Table 3 shows the latest forecast.

Table 2: Forecast for Interest Rates Included in Treasury Strategy

	<b>2013</b>			<b>2014</b>				<b>2015</b>
	<b>Now</b>	<b>Q3</b>	<b>Q4</b>	<b>Q1</b>	<b>Q2</b>	<b>Q3</b>	<b>Q4</b>	<b>Q1</b>
	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>	<b>%</b>
<b>Bank Rate</b>	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.75
<b>5 Yr PWLB</b>	1.50	1.60	1.60	1.70	1.70	1.80	2.00	2.20
<b>10 Yr PWLB</b>	2.50	2.60	2.60	2.70	2.70	2.70	2.80	3.00
<b>25 Yr PWLB</b>	3.80	3.80	3.80	3.90	3.90	4.00	4.10	4.30
<b>50 yr PWLB</b>	4.00	4.00	4.00	4.10	4.10	4.20	4.30	4.50

- 2.5 As can be seen from Tables 2 and 3 because the bank rate has remained at 0.5% this has had an impact on the forecast for rates later in this financial year and into the following financial years.
- 2.6 The forecasts are based on moderate economic recovery and Monetary Policy Committee (MPC) views about inflation looking two years ahead. There is a high level of uncertainty in all forecasts due to the factors involved and their sensitivity to each other. The MPC continue to vote for no change to the levels of quantitative easing in recent meetings and any change in approach is unlikely in the short term.

Table 3: Forecast for Interest Rates June 2013

	2013			2014				2015
	Now	Q3	Q4	Q1	Q2	Q3	Q4	Q1
	%	%	%	%	%	%	%	%
<b>Bank Rate</b>	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.75
<b>5 Yr PWLB</b>	1.71	1.80	1.80	1.90	2.00	2.10	2.20	2.40
<b>10 Yr PWLB</b>	2.51	2.90	2.90	3.00	3.10	3.20	3.30	3.50
<b>25 Yr PWLB</b>	4.04	4.10	4.10	4.20	4.20	4.30	4.40	4.60
<b>50 yr PWLB</b>	4.58	4.20	4.20	4.40	4.40	4.50	4.60	4.70

### **Annual Investment Strategy**

2.7 The Annual Investment Strategy outlines the Council's investment priorities which are :

- ⊕ Security of Capital and
- ⊕ Liquidity of its investments

These priorities are consistent with those recommended by DCLG and CIPFA.

2.8 The Council aims to achieve optimum return on investments commensurate with these priorities. In the current economic climate officers are striving to achieve a balance of investments that will give at least an average of the budgeted level of return of 1.25% whilst minimising the ongoing risks within the banking sector.

2.9 The Council continues to invest in only highly credit rated institutions using the Sector suggested creditworthiness matrices which take information from all the credit ratings agencies. Officers can confirm that the Council has not breached its approved investment limits during the first three months of the year for fixed term deposits (maximum £5m). Appendix A shows an analysis of Investments at 1 April and 30 June 2013.

2.10 Interest rates continue to remain low and market investment rates fell sharply in early 2013, which has resulted in returns slightly lower than budgeted for the Council. Deposits have been placed with government backed banks and other local authorities. The current forecast is that the Council will achieve interest income of £202k (£165k allocated to the General Fund; £37k to the Housing Revenue Account), a shortfall of £43k against the budget.

2.11 The average level of funds available for investment during the 3 months to June was £22.9m. £13.6m was invested in fixed term deposits at an average of 1.71%. £9.3m was held in Money Market Funds and instant access deposit accounts. Investments held on instant access deposits

earned an average of 0.66% while Money Market Funds returned an average rate of 0.37%. These funds were available on a temporary basis, and the level of funds available was mainly dependent on the timing of precept payments, receipt of grants and progress on the capital programme which has increased cash available to invest in the short term. The Council holds approximately £14.0m of core cash balances made up of earmarked reserves and capital receipts set aside to repay debt for investment purposes (i.e. funds available for more than one year).

- 2.12 The impact of lower than forecast interest rates means the interest earned is less. The forecast at the time the budget was set was for interest rates to remain relatively low in 2013/14. However, investment rates have reduced further in 2013 as base rate is now not expected to rise until at least 2015. Interest rates currently on offer are averaging between 0.2% up to 1.00% depending on the duration and the institution.
- 2.13 The Council has a benchmark of its budget target of 1.25% to reflect performance of investments. The overall average rate to June of 1.20% is marginally below benchmark. A cautious approach has been taken when forecasting the average rate for the year due to the uncertainties in the market. The forecast is kept under constant review. However, the Council's cash balances remain high which will support the interest earned budget as investment income rates remain low.

### **Borrowing**

- 2.14 It is a statutory duty for the Council to determine and keep under review its "Affordable Borrowing Limits". The Council's approved Prudential Indicators (affordable limits) were outlined in the Treasury Management Strategy Statement (TMSS). A list of the limits is shown at Appendix B. Officers can confirm that the Prudential Indicators were not breached during the first three months of the year.
- 2.15 The TMSS indicated that there was no requirement to take long term borrowing during 2013/14 to support the budgeted capital programme. The latest capital programme funding forecast 2013/14 to 2015/16 for both the General Fund and Housing Revenue Account does not currently include a borrowing requirement. However, both the Programme for Growth and Abbey Leisure Centre capital projects have been identified as schemes which may potentially require funding from borrowing. Any borrowing requirement will be confirmed as the project plans are finalised.
- 2.16 The Council approved an Authorised Borrowing Limit of £75.0m (£72m debt and £3m Leases) and an Operational Borrowing Limit of £71.0m (£68m debt and £3m Leases) for 2013/14. The highest total gross amount of debt in the year to 30 June has not been more than £66.6m on any occasion.

- 2.17 Internal capital borrowing (use of reserves and balances) to part fund the Council's Capital Financing Requirement was £2.1m at 31 March 2013. Over the next 3 years investment rates are expected to continue to be below long term borrowing rates. A value for money assessment would therefore indicate that value could best be obtained by delaying new borrowing and continuing to use internal cash balances to finance capital expenditure.

### **3. Legal/Financial Controls and other Policy matters**

#### **3.1 Legal Issues**

There are no legal issues as a result of this report.

#### **3.2 Financial Issues**

There are no financial implications as a result of this report. However, the Executive Director (s151) and Lead Officer - Finance will, with advice from the Council's advisor (Sector Treasury Services) look to maximise opportunities with the Council's investment and borrowing position.

### **4. Conclusion**

- 4.1 The impact of the economy, and the turmoil in the financial markets, continues to have an impact on the Council's investment returns and will continue to do so for some while.

### **5. Background Documents**

Accountancy treasury management files

#### **Contact Details**

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#### **Appendices:**

Appendix A – Analysis of Deposits at 1 April 2013, 30 June 2013  
Appendix B – Prudential Indicators as at 30 June 2013

**Analysis of Deposits At 1 April 2013, 30 June 2013**

Institution	At 1 April 2013			At 30 June 2013		
	Amount £'000	Maturity	Rate %	Amount £'000	Maturity	Rate %
Doncaster Council	1,000	24-May-13	1.40			
Fife Council	1,000	06-Jan-14	1.30	1,000	06-Jan-14	1.30
Lloyds TSB	3,000	16-Oct-13	0.90	3,000	16-Oct-13	0.90
Lloyds TSB	2,000	01-Aug-14	1.30	2,000	01-Aug-14	1.30
Nat West	1,000	09-Sep-13	1.28	1,000	09-Sep-13	1.28
Nat West	1,000	15-Nov-13	1.50	1,000	15-Nov-13	1.50
Newcastle City Council	3,000	07-May-15	1.00	3,000	07-May-15	1.00
Newcastle City Council	1,000	28-Sep-15	1.00	1,000	28-Sep-15	1.00
North Lanarkshire	2,000	20-May-13	1.20			
NatWest				2,000	30 day	0.70
NatWest	2,397	Call	0.60	729	Call	0.60
Money Market Fund - Prime Rate				5,000	Call	0.38
<b>Total Deposits</b>	<b>17,397</b>			<b>19,729</b>		



**Prudential Indicators – As at 30 June 2013**

Note	Prudential Indicator	2013/14 Indicator	Quarter 1 Actual
1.	Mid Year Capital Financing Requirement £'000	61,674	61,252
	Gross Borrowing £'000	61,726	61,726
	Investments £'000	15,000	19,729
2.	Net Borrowing £'000	46,726	41,997
3.	Authorised Limit for External Debt £'000	75,000	75,000
4.	Operational Boundary for External Debt £'000	71,000	71,000
5.	Limit of fixed interest rates based on net debt %	100%	100%
5.	Limit of variable interest rates based on net debt %	30%	30%
6.	Principal sums invested for over 364 days		
	1 to 2 Years £'000	20,000	5,000
	2 to 3 Years £'000	15,000	1,000
	3 to 4 Years £'000	5,000	0
	4 to 5 Years £'000	5,000	0
7.	Maturity Structure of external debt borrowing limits		
	Under 12 Months %	20%	0%
	1 Year to 2 Years %	20%	0%
	2 Years to 5 Years %	50%	0%
	5 Years to 10 Years %	50%	12.43%
	10 Years to 15 Years %	50%	0%
	15 Years and above %	90%	87.57%

**Notes to the Prudential Indicators**

1. Capital Financing Requirement – this is a measure of the Council's underlying need to borrow long term to fund its capital projects.

## APPENDIX B

2. Net Borrowing (Gross Borrowing less Investments) – this must not except in the short term exceed the capital financing requirement.
3. Authorised Limit for External Debt – this is the maximum amount of borrowing the Council believes it would need to undertake its functions during the year. It is set above the Operational Limit to accommodate unusual or exceptional cashflow movements.
4. Operational Boundary for External Debt – this is set at the Council's most likely operation level. Any breaches of this would be reported to Councillor's immediately.
5. Limit of fixed and variable interest rates on net debt – this is to manage interest rate fluctuations to ensure that the Council does not over expose itself to variable rate debt.
6. Principal Sums Invested for over 364 days – the purpose of these limits is so that the Council contains its exposure to the possibility of loss that might arise as a result of having to seek early repayment or redemption of investments.
7. Maturity Structure of Borrowing Limits – the purpose of this is to ensure that the Council is not required to repay all of its debt in one year. The debt in the 15 years and over category is spread over a range of maturities from 23 years to 50 years.

# Selby District Council

## REPORT

Reference: E/13/17

Item 8 - Public



**To:** The Executive  
**Date:** 5 September 2013  
**Status:** Non Key Decision  
**Report Published:** 28 August 2013  
**Author:** Chris Smith and Caroline Sampson Paver  
**Executive Member:** Councillor Mark Crane  
**Lead Officer:** Keith Dawson

**Title:**

**Access Selby 1st Interim Key Performance Indicator Progress Report:  
April 2013 – June 2013**

**Summary:**

This report provides details of Access Selby key performance indicators following the 1st quarter of reporting for the financial year 2013/14, and recommends appropriate action where required.

**Recommendations:**

**It is recommended that the Executive approves the report.**

**Reasons for recommendation**

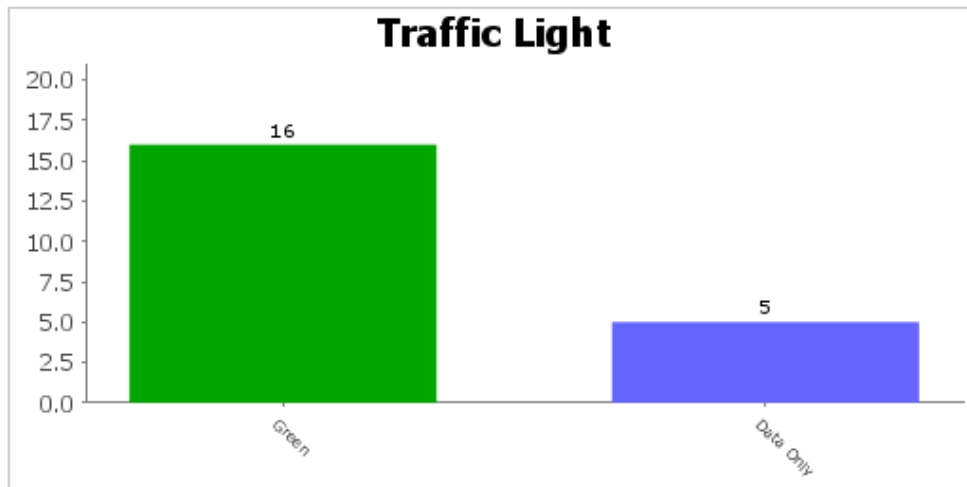
The ongoing management of performance and improvement data assists Access Selby in achieving its priorities for 2013/14.

### **1. Introduction and background**

- 1.1** Performance indicators for the relevant period together with appropriate commentary from officers are shown at Appendix A.
- 1.2** A total of 24 key performance indicators have been created and divided into four themes: *customer and community, learning and growth, process and finance*. These four themes form the basis of the

'balanced scorecard' approach, and are designed to support the long-term sustainability of the organisation.

## 2. The Report



2.1 Based on the performance indicators that hold reported data, results are above target on all 16 indicators

2.2 Work continues in key project areas such as Business Intelligence, which will further deliver on the SLA requirements.

## 3. Legal/Financial Controls and other Policy matters

3.1 Subject to the actions determined by councillors to address weakness identified, there are no financial implications arising from the contents of this report.

3.2 Any actions identified for improvements to performance would need to be properly assessed for financial implications and, if required, approval for any additional funding sought and such issues would be highlighted in the budget exceptions report elsewhere on the agenda.

## 4.0 Conclusion

4.1 In summary, performance has been maintained in the 1<sup>st</sup> quarter of reporting with improvements evident in the progress of the Access Selby performance indicators.

4.2 Mechanisms have been put in place to resolve ongoing performance issues with continued improvements in the Benefits monthly performance. It is anticipated through the benefits improvement plan that ongoing performance will remain consistent throughout the year.

- 4.3** Additionally, development of performance measures, and other development projects within the SLA need to be kept under regular review, and be afforded the necessary priority in the work plans of Access Selby and The Core, so that targets may be achieved.

**5. Background Documents**

None

**Contact Details**

**Chris Smith**

Lead Officer – Data & Systems Access Selby

**Caroline Sampson Paver**

Commissioning & Performance Officer, Core Selby

**Appendices:**












**Appendix A –**

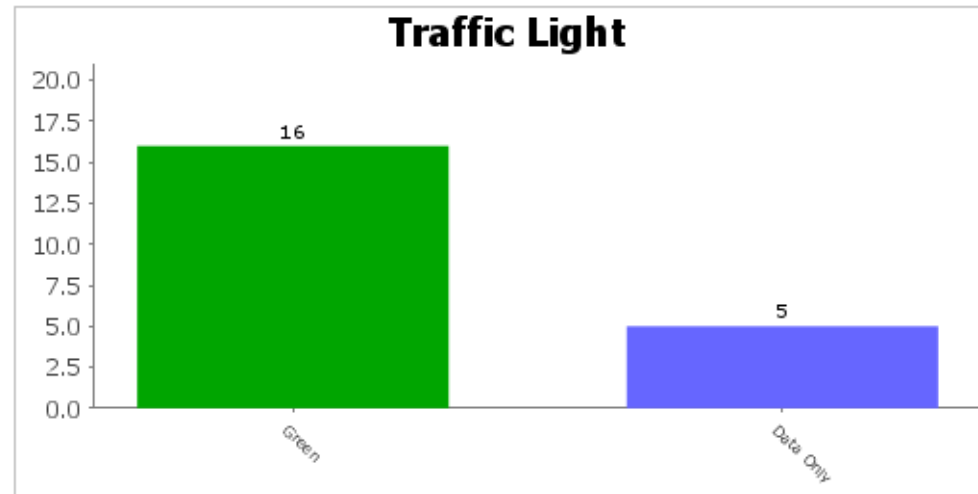
Access Selby 1st Interim Key Performance  
Indicator Report: April 2013 – June 2013

# Access Selby 1<sup>st</sup> Interim Key Performance Indicator Report: April 2013- June 2013



**Report Type:** PIs Report  
**Report Author:** Data & Systems  
**Generated on:** 08 July 2013

PI Status		Long Term Trends		Short Term Trends	
	Alert		Improving		Improving
	Warning		No Change		No Change
	OK		Getting Worse		Getting Worse
	Unknown				
	Data Only				



Code	Short Name	Direction of Travel	Current Target	Current Value	Short Term Trend Arrow	Long Term Trend Arrow	Traffic Light	Quarter 1 2012/2013 Performance	Latest Note
SLA_001	% of satisfied customers	<b>Aim to Maximise</b>	70.00%	<b>98.63%</b>	↑	↑	✔	97.33%	<b>How are we doing/Moving Forward?</b> A total of 1464 satisfaction surveys have been completed in the first quarter with 1444 customers satisfied with the service received. The satisfaction surveys measure satisfaction across all public facing business areas following successful roll out of the customer pledge within the Assets, Benefits, Community Officers and at the Customer Contact Centre.
SLA_002	% of contact 'right first time'	<b>Aim to Maximise</b>	90.00%	<b>91.72%</b>	↑	↑	✔	91.04%	<b>How are we doing/Moving Forward?</b> Total of 39728 contacts were made to the CCC for the period 01/04/13 – 30/06/2013. A total of 36439 were dealt with at 1st point of contact. This good performance links to SLA001.
SLA_003	% satisfied with street cleanliness	<b>Aim to Maximise</b>	70.00%						<b>How are we doing/Moving Forward?</b> Reports Annually
SLA_004	% satisfied with leisure facilities provided on behalf of the Council	<b>Aim to Maximise</b>	70.00%						<b>How are we doing/Moving Forward?</b>  This is an annual target and is measured through an external suit of satisfaction surveys WLCT commission for all their sites and is carried out in March.  In the meantime, we report interim results based on monitoring of complaints, which provides some measure of satisfaction until the formal

Code	Short Name	Direction of Travel	Current Target	Current Value	Short Term Trend Arrow	Long Term Trend Arrow	Traffic Light	Quarter 1 2012/2013 Performance	Latest Note
									survey results are reported.  <b>Complaints</b>  Between April and June no complaints were received by the leisure service.
SLA_009.1	% or repairs to council-owned properties completed within agreed timescales (EMERGENCY/URGENT REPAIRS combined)	<b>Aim to Maximise</b>	95.00%	<b>98.30%</b>	↓	↑	🟢	91.81%	<b>How are we doing/Moving Forward?</b> Target continues to be met and sustained with a performance consistently above 98.00% since December 2012.
SLA_009.2	% or repairs to council-owned properties completed within agreed timescales NON-URGENT REPAIRS	<b>Aim to Maximise</b>	90.00%	<b>97.28%</b>	↑	↓	🟢	98.82%	<b>How are we doing/Moving Forward?</b> Target continues to be met and sustained with minimum variance month on month.
SLA_010	Average time taken to re-let local authority housing	<b>Aim to Minimise</b>	24 days	<b>21 days</b>	↓	↓	🟢	20 days	<b>How are we doing/Moving Forward?</b> Target continues to be met with processes in place to constantly look for any areas of possible improvement. High number of void properties this month with 2 hard to let 1 bed bungalows significantly affecting the figure overall target still on track
SLA_013	% increase in employees confidence and perception of the organisation	<b>Aim to Maximise</b>	10% on 2011 level		↑	↑			<b>How are we doing/Moving Forward?</b> Reports Annually in Quarter 3
SLA_014.1	Inspection of premises in accordance with statutory code of practice (High Risk)	<b>Aim to Maximise</b>	100.00%	<b>100.00%</b>	▬	▬	🟢	100%	<b>How are we doing/Moving Forward?</b> Inspections of <b>high-risk premises: Food hygiene, health and safety and PPC (environmental permits).</b>



Code	Short Name	Direction of Travel	Current Target	Current Value	Short Term Trend Arrow	Long Term Trend Arrow	Traffic Light	Quarter 1 2012/2013 Performance	Latest Note
									Resources are focussed upon higher & medium risk premises (SLA14.1 & 14.2 respectively) in accord with risk-rating schemes contained in Statutory Codes of Practice thus protecting consumers' public health and supporting businesses. To date all 5 inspections falling within the scope of the indicator have been inspected and the shortfall noted in the previous month has been covered.
SLA_014.2	Inspection of premises in accordance with statutory code of practice (Medium Risk)	<b>Aim to Maximise</b>	100.00%	<b>100.00%</b>	▬	▬	🟢	100%	<b>How are we doing/Moving Forward?</b>  Inspections of <b>medium risk premises: Food hygiene, health and safety and PPC (environmental permits)</b> . Resources are focussed upon higher & medium risk premises (SLA14.1 & 14.2 respectively) in accord with risk-rating schemes contained in Statutory Codes of Practice thus protecting consumers' public health and supporting businesses. Resources and plans in place to achieve performance in relation to annual inspection programme. Demand is comparable to the previous year at this period. Looking forward to cover increases over the next quarter.
SLA_015	% Response to Environmental Health enquiries and complaints	<b>Aim to Maximise</b>	100.00%	<b>100.00%</b>	▬	▬	🟢	100%	<b>How are we doing/Moving Forward?</b>  100% - 8 out of 8 food and safety complaints responded within target. (Checked 4th June 2013) Sub regional target is 95% through North Yorkshire Quality Management System (ISO accredited). Environmental Health business area has maintained high

Code	Short Name	Direction of Travel	Current Target	Current Value	Short Term Trend Arrow	Long Term Trend Arrow	Traffic Light	Quarter 1 2012/2013 Performance	Latest Note
									performance by continuing the working practices in respect of proactive & reactive work streams and excellent support from community officers in respect of general environmental health enquiries & service requests.
SLA_016	Number of high risk enforcement issues resolved	<b>Aim to Maximise</b>	60.00%	<b>100.00%</b>	▬	▬	✔	100%	<b>How are we doing/Moving Forward?</b>  The enforcement team has achieved a 100% resolution rate for high risk enforcement cases for the 1 <sup>st</sup> quarter of reporting
SLA_018	% of new benefit claims and changes processed within 5 days upon receipt of complete application	<b>Aim to Maximise</b>	90.00%	<b>90.11%</b>	↑	↑	✔	80.28%	<b>How are we doing/Moving Forward?</b>  Consistent performance maintained throughout June 2013 has seen the team reach the 90.00% target as projected in the recovery plan. Monthly performance has increased from 83.02% in April to 96.94% in June. Throughout the 2nd quarter of reporting it is paramount that the business area achieves a consistent level of performance to ensure the target is reached month on month.
SLA_019	% of Council Tax debt recovered	<b>Aim to Maximise</b>	21.86%	<b>21.86%</b>	↑	↓	✔	30.38%	<b>How are we doing/Moving Forward?</b>  Reduced collection rate in June 2013 due to the impact of the re-billing process and the decision to move the monthly

Code	Short Name	Direction of Travel	Current Target	Current Value	Short Term Trend Arrow	Long Term Trend Arrow	Traffic Light	Quarter 1 2012/2013 Performance	Latest Note
									council tax instalment dates. It is anticipated that the collection rate will run alongside the profiled target set each month and meet the set target in March 2014.
SLA_020	% of Council Rent debt recovered	<b>Aim to Maximise</b>	88.09%	<b>90.06%</b>	↑	↓	✔	94.04%	<p><b>How are we doing/Moving Forward?</b></p> <p>Debt Control continues to work proactively with Community Officers, Customer Services, Communications &amp; Taxation &amp; Benefits to provide information &amp; guidance to customers to help them manage the impact of Welfare Reform. Work loads and arrears have increased as predicted and we continue to engage with customers to offer benefits &amp; welfare advice, advise on payment methods &amp; options available to them and to contact us as soon as possible if they are struggling to pay their rent to try &amp; prevent them getting into further financial difficulties and to try and minimise the impact on rent arrears and collection rates going forward.</p>
SLA_021	% of applications considered within time under scheme of delegation	<b>Aim to Maximise</b>	80.00%	<b>90.32%</b>	↑	↑	✔	59.33%	<p><b>How are we doing/Moving Forward?</b></p> <p>The first quarter of the 2013/14 financial year has been particularly successful. The output of applications has also been relatively high which builds in some capacity/ resilience should difficulties arise later in the year. The main issue/challenge for the coming month and quarter is to ensure that publication of the Inspector's report into the Core Strategy does not unnecessarily cause delays in the progression of applications.</p>

Code	Short Name	Direction of Travel	Current Target	Current Value	Short Term Trend Arrow	Long Term Trend Arrow	Traffic Light	Quarter 1 2012/2013 Performance	Latest Note
									Planning Committee for July has been rescheduled to 31 July, to allow reports to be redrafted to take account of the CS. Although this has created further work the team has risen to the challenge and it is considered that we should be able to get all items back onto the agenda.
SLA_023	% of invoices paid on time	<b>Aim to Maximise</b>	85.00%	<b>95.38%</b>	↓	↑	🟢	91.42%	<b>How are we doing/Moving Forward?</b>  Slight drop in performance but still maintaining above target position. no underlying problems to report
SLA_025	% yield on commercial assets	<b>Aim to Maximise</b>	7.00%	<b>16.27%</b>	▬	▬	🟢		<b>How are we doing/Moving Forward?</b>  The forecast ROI at the end of quarter 1 is 16.27%, well above the target. This is mainly due to increase in expected car park income and expected reduced electricity costs at the vivars.  The target for 2013-2014 is 7% for 2013/14, which has already been achieved in the previous 2 years and should be achievable going forward.
SLA_026	Reducing internal costs on non operational sites	<b>Aim to Maximise</b>	3.00%	<b>8.52%</b>	▬	▬	🟢		<b>How are we doing/Moving Forward?</b>  Current forecast at the end of quarter 1 is that costs in 13/14 will reduce by 8.52%, mainly due to unusual costs associated with the Leisure Centre fire in 12/13.

Code	Short Name	Direction of Travel	Current Target	Current Value	Short Term Trend Arrow	Long Term Trend Arrow	Traffic Light	Quarter 1 2012/2013 Performance	Latest Note
SLA_027	% increase in income generation	<b>Aim to Maximise</b>	Target to be agreed						<b>How are we doing/Moving Forward?</b> Overall income levels are above the budgeted target income by 2.32% at the end of quarter 1. Planning income was high due to large value applications in the 1 <sup>st</sup> quarter. The current estimate is that income will reach target by year end.
SLA_028	% Efficiency improvements	<b>Aim to Maximise</b>	Target to be agreed						<b>How are we doing/Moving Forward?</b> Current value of efficiency improvements is 2.86% of budget. Further improvement plans are in place for 13/14 which should result in further gains throughout the year.
SLA_029	% Productivity improvement	<b>Aim to Maximise</b>	Target to be agreed						<b>How are we doing/Moving Forward?</b> No results in this quarter
SLA_030	% efficiency gain in outsourced services	<b>Aim to Maximise</b>	10%						<b>How are we doing/Moving Forward?</b> To date, Access selby had delivered gains of 5.87% on commissioned services. To reach the 10% further savings of approximately £190K is required
SLA_031	Capital Programme Delivery	<b>Aim to Maximise</b>	Target to be agreed						<b>How are we doing/Moving Forward?</b> % Programme delivered in Quarter 1 18.37%. A number of ICT projects are underway which should increase activity in Qtr2 and 3.

# Selby District Council

## REPORT

Reference: E/13/18

Item 9 – Public



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<b>To:</b>	<b>The Executive</b>
<b>Date:</b>	<b>5 September 2013</b>
<b>Status:</b>	<b>Non-Key Decision</b>
<b>Report Published:</b>	<b>28 August 2013</b>
<b>Author:</b>	<b>Michelle Dinsdale - Policy Officer</b>
<b>Executive Member:</b>	<b>Councillor C Lunn</b>
<b>Lead Officer:</b>	<b>Karen Iveson - Executive Director</b>

**Title: National Non - Domestic Rates (NNDR) - Discretionary Rate Relief Policy**

### **Summary:**

On 6<sup>th</sup> June 2013 Executive supported the proposal to undertake a six week consultation on the draft NNDR Discretionary Rate Relief Policy, with final proposals to be put forward to full Council on 10<sup>th</sup> September 2013. Overall the response to the consultation was positive and no changes are proposed for the draft policy following consultation.

### **Recommendations:**

**It is recommended that the draft National Non - Domestic Rates (NNDR) Discretionary Rate Relief Policy be submitted to Council for approval.**

### **Reasons for recommendation**

To put in place a robust policy framework to ensure that decisions regarding the award of discretionary rate relief are taken in a fair, consistent and transparent manner giving due consideration to the interests of local tax payers.

## **1 Introduction and background**

- 1.1 The award of rate relief for non-domestic properties is discretionary and as such there is no legal requirement for an authority to have a written policy. However, it is considered best practice to have a policy which sets guidelines for the factors that should be considered when making a decision to award or refuse relief.

The current policy was last reviewed approximately ten years ago.

- 1.2 The policy covers awards of rate relief for charities, non-profit making organisations and businesses located in small rural settlements. The District Council has the ability to grant discretionary rate relief, either to 'top up' the 80% mandatory rate relief (charitable bodies), the 50% mandatory relief (rural), or to give discretionary relief alone (non-profit making organisations) up to 100%. The objective of discretionary rate relief is to give assistance to charitable and non-profit making organisations that may for example have difficulty in paying their rates and are of benefit to the local community, such as village halls.
- 1.3 A review of the Council's current NNDR policy which was undertaken by the Scrutiny Task and Finish Group.  
The review focused on two key areas - existing relief and a new general relief.
- 1.4 From 1st April 2012, section 69 of the Localism Act 2011 amends section 47 of the Local Government Finance Act 1988 to replace the limited circumstances in which local authorities can currently give discretionary relief with a power to grant relief in any circumstances.
- 1.5 In exercising these discretionary powers the Council must act reasonably having regard to all relevant considerations and the interests of all tax payers. The Council must not have a blanket policy either to award or not to award relief and each case should be considered on its own merits.

## **2. The Report**

- 2.1 On 6th June 2013 Executive resolved that consultation on the draft NNDR Discretionary Rate Relief Policy could proceed, with final proposals to be considered by the Executive on 5th September 2013. As part of the proposals the Executive were asked to consider if the introduction of a cap for individual awards in respect of the new general discretionary relief should be included in the policy. Whilst consideration of a cap was put forward in the 6th June 2013 Executive report, it is considered advisable that the amount of each award is left to Members' discretion. The Final Draft Policy is scheduled to go to Council on 10th September 2013.

2.2 This report provides details of the consultation and also sets out the final proposed Policy, taking into account the responses received to the public consultation, and recommends that the Executive approve the Policy.

2.3 The draft policy was subject to public consultation from 17th June 2013 to 26 July 2013 and as part of the consultation process:

- Letters were sent to all current NNDR Discretionary Rate Relief recipients (129 in total)
- Letters were sent to all those businesses currently liable for non-domestic rates (1808 in total)
- A press release was issued
- An 'In Focus' item was on created on the Council's website with a link to the draft policy.
- Councillors were made aware of the consultation in the Weekly Dispatch
- The following stakeholders were also contacted:
  - All Town and Parish Councils
  - The Federation of Small Businesses
  - Selby Chamber of Trade
  - Community Engagement Forums, charities and non-profit making organisations (via Selby Association of Voluntary Services).

2.4 A total of twenty one valid responses were received for the Discretionary Rate Relief consultation which provided a flavour of people's opinions. This is considered to be a good level of response, particularly when comparing it against the numbers associated with other recent consultation exercises.

2.5 Consultation headlines are detailed in this section. Full details of the consultation responses can be found in Appendix A and it is intended that these be published on the Council's web-site.

**Table 1- Analysis of respondents**

Category of respondent	Number of responses
Charitable relief recipient	5
Rural rate relief recipient	2
Non-profit making recipient	1
Community Amateur Sports Club recipient	1
Small business	11
Parish Council	1
Total	21



## 2.6 Key points - General responses

- Over half of the responses received came from small businesses, who appeared to be confusing small business rate relief with discretionary rate relief, and who will not be affected by the policy.
- The consensus from recipients of discretionary rate relief was that they did not want to see any reduction in the amount of relief that they currently receive.
- A number of businesses commented that relief was a crucial element to their continued existence and that any reduction or removal could result in the business becoming unviable and ultimately inevitable closure.

## 2.7 Key points - Charitable organisations

Respondents who provided comments in relation to charities were in favour of the option to award 20% additional relief, where there were clear benefits to local residents. There was agreement in the following:

- That relief should continue to be awarded to charitable organisations.
- That focus should be on those whose charitable purposes are of most benefit within the local community.
- That there should be a distinction between local and national charities.

2.8 Overall, consultation highlighted the need for the policy to include reference to small business rate relief. In order to avoid any confusion the policy has been amended to clearly state that small business rate relief is set by central government and is therefore not within the remit of a local authority's discretionary rate relief policy.

2.9 Responses also highlighted the importance of emphasising the difference between local and national charities and this is already clearly stated within the policy.

## 2.10 Timescale

**Table 2 - NNDR Discretionary Rate Relief Policy timeline**

Date	Event	Action
06 June 2013	Executive	Draft NNDR Discretionary Rate Relief Policy
17 June - 26 July		Local Consultation
05 September	Executive	Policy proposals confirmed
10 September	Council	Policy approved
01 April 2014		Policy implemented

## 3. Legal/Financial Controls and other Policy matters

### 3.1 Legal Issues

3.1.1 Whilst there is no absolute legal requirement to have a policy on the award of discretionary rate relief, government guidance and good practice strongly suggest that the Council should have a policy. Legal Services have reviewed the draft policy and have advised that no amendments are necessary.

3.1.2 An Equalities Impact Assessment (EIA) was carried out which identified that the proposed policy will have a neutral impact on the Council's statutory equality duty and therefore no changes are considered to be required.

### 3.2 Financial Issues

3.2.1 The proposed policy requires that the interests of Council Taxpayers are taken into account in considering any award and, therefore, awards will only be made where the benefits of the award are considered to outweigh any disadvantages, including a reduction in financial resources.

3.2.2 On the 6th June the Executive approved the introduction of a cap on the resources set aside to support the new general relief - initially £300k has been set aside from in-year surpluses in 2012/13.

3.2.3 Under the Business Rates Retention Scheme the Council retains a proportion of the yield collected from the non-domestic rates payable in the District and therefore awards of discretionary rate relief will reduce the rates yield. Any relief granted under the new general relief will be at 100% cost to the Council.

- 3.2.4 Resource implications - there will be an increase in Officer time in order to:
- check applications in relation to new general relief, prior to formulating a brief report to the Executive to assist Members in the decision making process
  - review each award after the end of the award period (one, two or three years depending on the type of award).

3.2.5 There will be also be the need to review all existing awards, of which there are currently 129 (as at 14 June 2013), prior to the implementation of the policy, ideally by December 2013. It is envisaged that this process will be undertaken over a period of approximately three months.  
This additional work will be carried out using existing staffing resources and within the existing budget.

#### **4. Conclusion**

4.1 Following consideration of the consultation responses and further discussion of the issues the following minor amendment is recommended to the original draft policy:

- The inclusion of a paragraph which clearly states that small business rate relief is set by central government and therefore does not fall within the remit of a local authority's discretionary rate relief policy. This will serve to avoid any confusion for businesses looking to claim either type of relief.

4.2 A final draft of the NNDR Discretionary Rate Relief Policy (Appendix B) is attached for approval, which includes the above proposed recommendation.

4.3 In accordance with the legal requirement to provide twelve months written notice of any potential changes, all current recipients of discretionary rate relief were informed in March 2013 that the relief would be subject to review in the current financial year. Having met this requirement it is therefore proposed that the policy be implemented from 01 April 2014.

4.4 It is the intention, that following implementation the policy will be reviewed in twelve months, to test its effectiveness.

#### **5. Background Documents**

Executive Papers 06 June 2013  
Local Government Finance Act 1988 - Section 47  
Localism Act 2011

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**Appendices:**

Appendix A - Consultation Responses

Appendix B - Final Draft National Non Domestic Rates (NNDR)  
Discretionary Rate Relief Policy

**National Non-Domestic Rates (NNDR) - Discretionary Rate Relief Policy  
Consultation Responses**

Category of respondent	Comments received	Officer response
Charitable	It is very important that rate relief is available to organisations such as ourselves. The hall serves a number of the local communities, who do not have a similar facility. The hall is used by the school as it has no large hall of its own. The hall is used on a very regular basis for other educational activities as well as community use such as dances and parties. If we were to be charged Rates then the additional cost could make us unviable and we would have to consider closing the hall, a great loss to the community and local villages. I hope, therefore, that the proposed policy will continue to grant rate relief to organisations/premises such as ourselves	Under the policy, charities that operate for the benefit of local residents should not be affected by any change in relief, as they would still qualify for 80% mandatory relief and 20% discretionary top up. However, evidence of this local benefit would need to be provided.
Non-profit making	I have reviewed the policy for non-profit making organisations, which we are The 80% concession would be exceptionally helpful to our organisation, in these difficult financial times.	Under the policy non-profit making organisations should not be affected by any change in relief as they would still qualify for 80% discretionary relief.
Charitable	I believe that our organisation meets the majority of the titles in the points table. My only concern would be that values such as someone's health and well-being are very difficult to measure or to put a point against it. Some organisations in the district may be effected by this	Under the policy, charities that operate for the benefit of local residents should not be affected by any change in relief, as they would still qualify for 80% mandatory relief and 20% discretionary top up. However, evidence of this local benefit would need to be

		provided. The monetary cap may have an impact on the amount of relief awarded.
Small business	I believe we have been receiving relief as we qualify as a small business. The only reference I can see relating to this in the policy is as follows: "In the first instance organisations that meet the qualifying criteria for Small Business Rates Relief will be considered for this type of relief." Firstly, I had to go back and check who qualifies for small business relief. It might be worth reiterating who would qualify for this in the policy document itself, or include an appendix, as you have for all of the other groups who may qualify. Secondly - this statement from you in the policy is not very clear - are you saying that all businesses who qualify for SBR will automatically qualify for the Discretionary Rate Relief? Or will we have to make an application, and the Council will then decide if we qualify or not? I can't tell if Selby Council would be able to supersede a national policy on SBR, or whether you are saying this policy relates to businesses / organisations who would not qualify for SBR	Small business rate relief is set by central government and does not fall within the remit of a discretionary rate relief policy; therefore there should be no impact on the business as result of the policy.
Small business	I have read your proposed policy and comment. Many, probably most, businesses in Tadcaster, especially in the town centre, are in survival mode, a combination of the town's unique problem and the national malaise and are just breaking even for some and many are losing money, surviving on previous good years. The Business Centre offers offices to micro businesses, those who want to be away from the use of a spare bedroom at home. The recent huge increases in utility bills is causing extra ordinary problems and in the context of the cost of renting suites is just 15% of the rent, so 15% increase in 15% of the rent causes major problems, the imposition of rates will be the breaking point. The rateable values were set at the highest point in the economic cycle and are not at all reflective of achievable rents. Approximately 40% of all offices in the town centre are empty. We have been running extra ordinary rent terms, rent free for the first 6 months of an 18 month lease, we are seeing companies collapse after the 6 months and walk away without having paid a penny. We offer by far the cheapest rents in the town, coupled with the rent free period and there has been no take up of any offices since November 2012. We have offices that have been empty for 6 years, several tenants are on half rent. My office overlooks Bridge Street, nothing but nothing is on the streets or road	The current increase in the amount of small business rate relief, from 50% to 100% for businesses with a rateable value under £6,000 is a temporary measure until 31 March 2014, implemented by central government. Businesses may be able to apply for hardship relief once the small business rate relief increase ends. Under the policy a business would have to satisfy the test that the cost to the council would be in the interest of the council tax payers, e.g. loss of

	<p>and this is at 13.45 pm. This silent characteristic has been obvious for the past 3 weeks. If businesses are forced back into the spare bedroom or do not emerge from that spare room then the consequences onto retail are obvious and so the spiral accelerates. NNDR is a tax on business and at the levels of rateable value are not payable. So commerce in Tadcaster is in a very sore way and even the proverbial straw will break the camel's back.</p> <p>Tadcaster needs the small businesses in this town, they employ local people and they give to the local community. Kill the business and you kill that commitment to the town. Please continue to maintain no NNDR in the town of Tadcaster and for the smaller businesses.</p>	employment for local people if the business closed.
Small business	Tadcaster high street is in a critical state, please do not turn the life support machine off	Small business rate relief is set by central government and does not fall within the remit of a discretionary rate relief policy; therefore there should be no impact on the business as result of the policy.
Small business	Having read your Consultation Document it would appear that I have qualified under the heading General Business rating. With trading circumstances no better, or possibly worse, since the discretionary relief was introduced my opinion would be that the system should continue in its present form. It is very likely that with the current trading abilities of Charity Shops that they probably have a better turnover than a lot of other normal businesses in the area so if their relief status is to remain so should the relief for those businesses that already qualify. The relief had been very welcome and would be appreciated if it were to remain as it is currently.	Small business rate relief is set by central government and does not fall within the remit of a discretionary rate relief policy; therefore there should be no impact on the business as result of the policy.
Small business	The discretionary relief that we receive significantly helps to reduce our overheads and is very much welcomed. We are a small busy business that employs 13 local people and keeping our overheads as low as possible is essential to us. After reviewing the draft policy, it seems that each year, businesses like ours, will have to apply for discretionary rate relief in what appears will be a lengthy form filling process. Time is very precious to us and I fear that businesses like ours will not have the time or man power to apply for the rate relief. I am sure this will be good for the council coffers but	Small business rate relief is set by central government and does not fall within the remit of a discretionary rate relief policy; therefore there should be no impact on the business as result of the policy.

	bad for local businesses. The existing policy seems to work for us and I would wish for this to continue allowing time for the council to focus on more significant local issues.	
Small business	We are a family business working from an out of town centre shop we employ local people and contribute to local community. The extra cost of the business rate on top of the ever increasing utility bills would be a large burden on the finances of the business if we were to pay business rates again. We look forward to hearing from you on your decision.	Small business rate relief is set by central government and does not fall within the remit of a discretionary rate relief policy; therefore there should be no impact on the business as result of the policy.
Rural	With the decline of pubs in general and even more so rural pubs, any increase in our overheads has to be most unwelcomed in a time of recession and cannot be justified.	Under the policy, businesses in rural settlements should not be affected by any change in relief.
Rural	We understand that rural rate relief was put in place to help small rural businesses particularly where that business was the only one of its kind in the immediate area (which we are). We are under exceptional pressure at the moment; as we have been for the past three years – due to the recession. We employ six part time staff who live locally and most of whom who have worked here for a decade. It would be impossible to maintain the necessary opening hours without these staff. If the rural rate relief were to be withdrawn we would inevitably have to look reluctantly towards redundancy for one of our staff members. The rural rate relief is an essential element in all of this as I'm sure you can see. We hope that you will consider continuing to offer that relief to us so that we can continue to offer the community a service it has benefitted from for the best part of a century. (these are the main points extracted from a letter)	Under the policy, businesses in rural settlements should not be affected by any change in relief.
Small business	When reading the guidance notes it is unclear as to whether for Mandatory Rural Rate Relief whether just being in a rural settlement provides 50% for a business or whether another of the listed conditions need fulfilling e.g. Sole General Store or sole public house before the relief is granted. Similarly for the "Top Up" relief does just being in a rural settlement qualify the business for relief or does one of the other conditions need fulfilling? As a local business we will accept whatever ruling Selby District Council decides but I	To qualify for mandatory rural rate relief the business must be the sole public house, petrol station, post office or general store in the rural settlement. Discretionary rural rate relief



	think if you are publishing guidance just a bit more clarification is required.	can be awarded to any small rural business which is situated in a qualifying rural settlement and which is of benefit to the local community.
Charitable	Our organisation, as you are no doubt aware, provides free confidential impartial and independent advice for everyone who lives in Selby District. We have no income other than the grants which we receive from SDC, NYCC and local town and parish councils annually which enables us to pay for limited paid staff time to support our wonderful volunteers who deliver our generalist advice service and cover our general running costs. We also attract funding for other Projects which supplement and enhance the basic advice service but these all attract their own deliverables so are largely income neutral for us except they do contribute towards the general running costs which gives us a bit more flexibility within the generalist service. We are extremely grateful for the continued support which the bureau receives both for its day to day service and in the form of full rate relief because if we had to pay NNDR then we would have to close down more of our day to day service to the detriment of the community. We are aware that other advice and information services within the District who offer a free service also rely on this discretionary rate relief to continue to support the most vulnerable within our community. We would urge SDC to continue to allow the additional 20% rate relief to local advice and information services who offer a free service for clients particularly those who are disadvantaged or vulnerable.	Under the policy, charities that operate for the benefit of local residents should not be affected by any change in relief, as they would still qualify for 80% mandatory relief and 20% discretionary top up. However, evidence of this local benefit would need to be provided.
Small business	My main observation is that you want applications in by 1st January. Will the council be contacting those already claiming rate relief and prominently publishing that rate relief may be available? With government / council issues there is sometimes too much onus put on the business owner to investigate possible benefits, rather than a cohesive list being available.	Details of rate reliefs available are issued with all annual bills.
Community Amateur Sports Club	I am writing regarding the above review to be held later this year. I have read the draft policy document online and note that from your letter dated 21st June 2013 you welcome comments on the subject, please find our comments below. The status of the club remains unchanged from when the Rate Relief was granted some years ago, we remain a Non Profit Making Organisation and are registered as a Community Amateur	Under the policy, community amateur sports clubs should not be affected by any change in relief, as they would still qualify for 80% mandatory

	Sports Club. As an organisation we very much hope that we remain to hold the qualifying criteria needed to maintain our Rate Relief.	relief.
Small business	I am in receipt of rate relief and I can confirm that the removal of this burden has been of assistance to my business during the long and continuing financial downturn. I moved my business to Selby over thirty years ago, trading successfully, manufacturing bespoke furniture, supplying both trade and private customers throughout the country. During 1992 we expanded the business moving into new purpose built premises, investing heavily in new plant and machinery. The business continued to trade successfully, managing to rebuild and survive the devastating floods of November 2000. Trading has been difficult throughout the financial downturn, we have had to cut our margins, hold back on investment and cut expenditure to an absolute minimum. The re-imposition of Non Domestic Rates at this time would give me grave cause for concern, as this could result in the business becoming unviable with its inevitable closure. It is my long term intention to continue to trade from Selby, I firmly believe the downturn is behind us and markets will become buoyant once more.	Small business rate relief is set by central government and does not fall within the remit of a discretionary rate relief policy; therefore there should be no impact on the business as result of the policy.
Charitable	Established in 2002 to provide a free information and help facility to local residents of the town and surrounding villages, our team of around 20 local volunteers have successfully dealt with in excess of 5000 enquiries over this period, helping to resolve clients' immediate problems where possible or directing them to appropriate partner agencies to help provide a solution. Other than funds obtained via grants or legacies, we have no direct income. As I read the terms of the new proposal it would appear that we would continue to be eligible, as at present, for both the 80% mandatory relief together with the 20% discretionary top-up. It is absolutely imperative that this support is maintained in future to enable us to continue in its present form and fulfil a vital role in the local community. This is particularly critical at the present time as a number of our partner agencies, including the Tadcaster Citizens' Advice Bureau outreach and York Future Prospects have recently either curtailed or substantially down scaled their operations due to funding difficulties, thus underlining the need for service such as our own. I am fully conscious, in the present economic climate, of the need for all local authorities to re-assess the rate relief support given to local "charities" but it is absolutely imperative to state that operations such as our own must continue to receive a sympathetic response under	Under the policy, charities that operate for the benefit of local residents should not be affected by any change in relief, as they would still qualify for 80% mandatory relief and 20% discretionary top up. However, evidence of this local benefit would need to be provided.

	the proposed new guidelines to enable us to maintain our current voluntary support role, serving our local community.	
Charitable	We note from your draft policy document that mandatory rate relief of 80% will continue to be given to charitable bodies, such as our centre, which use property wholly or mainly for charitable purposes. This, of course, is of immense help to ourselves and, we are sure, to all charitable organisations who, even in strong economic circumstances, which we do not have at present, struggle to carry out their charitable purposes. We strongly support this policy. We also support the ability to award discretionary relief 'top up', depending on the benefit to local residents. We shall be applying for this, by letter before 1 January 2014, because we believe we strongly fit the criteria and that the relief would be a crucial element to our continued existence and our ability to provide services to the community in the Selby District.	Under the policy, charities that operate for the benefit of local residents should not be affected by any change in relief, as they would still qualify for 80% mandatory relief and 20% discretionary top up. However, evidence of this local benefit would need to be provided.
Town/Parish Council	The Council are in general in agreement with this policy, but have two concerns.  1. It would appear that our own offices would have to pay the full business rates. This is covered in Appendix 2, where our property would appear to be an "excepted property". Since there are probably only three buildings in the District covered by this policy (those for Selby town, Tadcaster, and Sherburn-in-Elmet), we wonder if this restriction could be removed, as leaving it as it is will only be another pressure on local public finances.  2. We are concerned that buildings run by local charitable organisations for community use should not have to pay any more in rates than they do at present. This includes buildings such as those run by the Tadcaster Social Club, Magnet Sports and Social Club, Tadcaster Albion Football Club, the Boy Scouts, the Girl Guides, and the churches.	Regulations do not permit relief to be awarded in respect of excepted properties. Under the policy, charities that operate for the benefit of local residents should not be affected by any change in relief, as they would still qualify for 80% mandatory relief and 20% discretionary top up. However, evidence of this local benefit would need to be provided.
Small business	I refer to your letter of 21 June 2013 referring to your consultation document on the above – despite several attempts I have been unable to find this as suggested on your website - I have been unable to locate any mention at all of Non Domestic Rates – this website needs a major review to improve its user friendliness in my opinion. As a very small recent new business I must advise that even the reduced amount I presently am required to pay is a very substantial burden for a sole trader like myself and were this burden to be increased then I would have to seriously consider exercising the break	The consultation document was available to view under the A - Z listings under National Non Domestic Rates (NNDR) - Discretionary Rate Relief Policy. Small business rate relief is set

	<p>clause in my lease and vacate and resume trading from my home. I believe in the interests of job creation and to encourage enterprise all small and particularly newly established businesses should attract 100% relief from any council tax or business rates for at least 5 years or at least until they reach a turnover of say £80 to £100K pa and or perhaps a given number of employees. At present I cannot afford to employ any staff however it is my hope and plan over the next 12 to 18 months to be in a position to do so and perhaps an apprentice but this will not be possible or viable if the burden of business rates is increased further. If we really as a town like Selby are serious about jobs and enterprise returning to bring wealth to our area we must not burden small businesses with these entirely counterproductive overheads – better surely to tax the profits rather than pile on overheads irrespective of whether profits are in fact made.</p>	<p>by central government and does not fall within the remit of the discretionary rate relief policy; therefore there should be no impact on the business as result of the policy.</p>
<p>Small business</p>	<p>We are concerned about the impact of this policy on the Cemetery as it is jointly owned by three Parish Councils and any rate liability will fall on the ratepayers of these Parishes. The Burial Committee responsible for its management runs it on a shoestring and as there are relatively few burials these days, the imposition of rates could adversely affect its future as a community amenity.</p>	<p>Small business rate relief is set by central government and does not fall within the remit of a discretionary rate relief policy; therefore there should be no impact on the business as result of the policy.</p>



## **Selby District Council**

### **National Non Domestic Rates (NNDR)**

### **Discretionary Rate Relief Policy**

**September 2013**

## Contents

1. Background	4
2. Legislation	4
3. Purpose of the Policy	4
4. Types of Relief Awarded	4
4.1 Charitable Bodies	5
4.2 Non-profit Making	5
4.3 Community Amateur Sports Clubs (CASC)	5
4.4 Rural Rate Relief	6
4.5 General Rate Relief	6
4.6 Hardship Relief	6
5. Claiming Discretionary Rate Relief	7
5.1 State Aid and Reliefs	7
5.2 Claim Forms	7
5.3 Information Required	7
5.4 Deadline for Applications	8
5.5 Period of Award	8
5.6 Changes in Liability	9
6. Payment of Awards	9
7. Notifications	9
8. Overpayments	9
9. Right of Appeal	10
10. Fraud	10
11. Publicity	10

12. Review	10
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Appendices

<b>Appendix 1:</b> Explanatory Notes - Mandatory and Discretionary Rate Relief for Charitable Bodies and Community Amateur Sports Clubs (CASC)	11
<b>Appendix 2:</b> Explanatory Notes - Rate Relief for Non Profit Making Organisations	14
<b>Appendix 3:</b> Explanatory Notes - Rural Rate Relief	19
<b>Appendix 4:</b> Explanatory Notes - General Rate Relief	22
<b>Appendix 5:</b> Hardship Relief	24

## **1. Background**

Local Authorities have the power to grant Discretionary Rate Relief to organisations that meet certain criteria. The amount of relief granted is used to reduce the amount the organisation owes in Non Domestic Rates.

## **2. Legislation**

The law governing the granting of Discretionary Rate Relief is found in Section 47 of the Local Government Finance Act 1988 and subsequent amending legislation and Section 69 of the Localism Act 2011.

## **3. Purpose of the Policy**

The purpose of this Policy is to specify how the Council will operate its discretionary powers and to indicate the factors it will consider when deciding if relief can be awarded.

Through this policy, Selby District Council is providing a mechanism to reduce, or remove the business rate liability from such charities, non - profit making organisations, certain rural businesses and other businesses that are providing valuable facilities and services to communities within Selby District.

The policy is intended to provide a simple and transparent process that aligns awards of discretionary rate relief with the Council's corporate priorities.

## **4. Types of Relief Awarded**

In the first instance, organisations that meet the qualifying criteria for Small Business Rates Relief will be considered for this type of relief. Small business rate relief is set by central government and therefore does not fall within the remit of this discretionary rate relief policy.

The Council will consider awarding Discretionary Rate Relief to all organisations that meet the qualifying criteria as specified in this Policy. The amount of any award is at the discretion of the Council.

Discretionary Rate Relief will be awarded after taking in to consideration all other reliefs an organisation may qualify for.

It will consider each individual application against set criteria. This process ensures that all applications are considered on a fair and transparent basis.



## 4.1 Charitable Bodies

Mandatory relief is given to institutions, organisations or trusts established for charitable purposes in respect of property used wholly or mainly for charitable purposes. Mandatory relief is 80% of the rates chargeable.

Charitable bodies can be awarded 20% discretionary relief 'top up', but only where there is significant evidence that the charitable activities provide a significant benefit to local residents.

It should be noted that there is a cap on the amount which can be awarded (see Appendix 1). If an applicant organisation delivers services from more than one premises and discretionary rate relief is awarded, the cap will be for each premise where business rates are due.

**Appendix 1: Explanatory Notes - Mandatory and Discretionary Rate Relief for Charitable Bodies** outlines the conditions that apply.

## 4.2 Non-Profit Making Organisations

Non-profit making bodies (ineligible for mandatory relief) can be awarded up to 80%.

It should be noted that there is a cap on the amount which can be awarded (see Appendix 2). If an applicant organisation delivers services from more than one premises and discretionary rate relief is awarded, the cap will be for each premise where business rates are due.

**Appendix 2: Explanatory Notes - Rate Relief for Non Profit Making Organisations** outlines the conditions that apply.

## 4.3 Community Amateur Sports Clubs (CASC)

Both mandatory and discretionary relief are available to registered Community Amateur Sports Clubs (CASC). They can receive 80% mandatory rate relief and up to 20% discretionary relief. Thus, up to 100% relief may be achieved. It should be noted that there is a cap on the amount which can be awarded (see Appendix 1). If an applicant organisation delivers services from more than one premises and discretionary rate relief is awarded, the cap will be for each premise where business rates are due.

**Appendix 1: Explanatory Notes - Rate Relief for Non Profit Making Organisations and Community Amateur Sports Clubs (CASC)** outlines the conditions that apply.

## 4.4 Rural Rate Relief

Both mandatory and discretionary relief are available for businesses in rural areas. They can receive 50% mandatory rural relief and up to 30% discretionary rural relief. Thus, up to 80% relief may be achieved. It should be noted that there is a cap on the amount which can be awarded (see Appendix 3). If an applicant organisation delivers services from more than one premises and discretionary rate relief is awarded, the cap will be for each premise where business rates are due.

**Appendix 3: Explanatory Notes - Rural Rate Relief** outlines the conditions that apply.

## 4.5 General Rate Relief

Section 69 of the Localism Act 2011 amends Section 47 of the Local Government Finance Act 1988 to allow local authorities the discretion to award rate relief to all types of businesses.

Selby District Council has the discretion to award relief where it is in the Council Tax payer's interests to do so.

Ratepayers submitting an application shall set out, as part of the application, the benefits that the ratepayer considers will accrue to the District Council Taxpayers as a result of the award.

Relief will be considered on the individual merits of each case.

**Appendix 4: Explanatory Notes - General Rate Relief** outlines the factors which will be considered when assessing applications.

## 4.6 Hardship Relief

Where the business is suffering hardship that has been caused through exceptional circumstances the Council can grant discretionary relief. When considering an application the Council will require some form of financial statement. Audited accounts are preferred, but if these aren't available, other documents such as bank statements or cash books etc may be accepted. In the case of an individual, the Council may also require a statement of means.

To support an application the Council will also need to know what exceptional circumstances have led to a particular situation and why, in the applicant's view, the Council should reduce their liability.

Each application shall be determined upon its own merits.

**Appendix 5: National Non-Domestic Rates - Hardship Relief** provides further information.

## **5. Claiming Discretionary Rate Relief**

### **5.1 State Aid and Reliefs**

European Union competition rules generally prohibit Government subsidies to businesses.

Relief from taxes, including non-domestic rates, can constitute state aid. We need to bear this in mind when granting discretionary rate reliefs.

Any form of discretionary relief can constitute state aid, and this needs to be taken into account with any other state aid that the organisation is receiving.

### **5.2 Claim Forms**

A claim must be made on an application form approved and issued without charge by the Council. Applications forms can be downloaded from the Council website.

We will issue application forms on request or in circumstances where we consider an organisation may be entitled to relief.

The form must be completed by the ratepayer or a person authorised to sign on behalf of the ratepayer.

A person authorised to sign on behalf of the ratepayer is:

- a partnership - a partner of the partnership;
- a trust - a trustee of that trust;
- a body corporate – a director of that body, and  
in any other case a person duly authorised to sign on behalf of the ratepayer.

### **5.3 Information required**

The information required will depend upon the type of relief being applied for. Where an organisation is required to provide information, this should be submitted with the application. No applications will be considered without the appropriate supporting information. Evidence required may include:

- The rules of the organisation or its Memorandum and Articles of Association.
- The last two years' audited accounts (If the organisation is a new organisation and audited accounts are not available, the organisation should provide a statement on their finances, showing the income and expenditure)

We may, in some cases, verify the information given by the organisation applying by contacting third parties and other organisations.

We may request any reasonable evidence in support of the application.

All information supplied will be dealt with in the strictest confidence.

## **5.4 Deadline for applications**

The deadline for submission of applications for discretionary rate relief is 01 January, except in the case of applications for general relief and hardship relief.

The deadline for applications to be submitted is 01 January<sup>1</sup>. This is to allow time for correct billing and the payment of awards from 01 April of the following financial year.

This timescale has been introduced in order that the budget available for awarding rate relief can be fairly and consistently shared amongst applicants. Therefore, where the total relief assessed exceeds the available budget the Council will reduce all awards proportionally.

Applications for general relief in respect of a new liability may be submitted from the date the liability commences. Where relief is awarded, it will commence from the date of valid application or the first date of occupation, whichever is the later date.

## **5.5 Period of Award**

All awards will be made for a set period only.

The Council will decide the period that Discretionary Rate Relief will be awarded for, dependent on the circumstances of the application. In general the period of award will be for 36 months for charitable organisations and 24 months for all others (this may be subject to change at any time during the period of the award), after which it will be again subject to

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<sup>1</sup> Applications received after this date may not receive discretionary rate relief if the budget has been exceeded.

review. Continuation of relief will be subject to reapplication. Organisations who do not reapply will not be granted relief and a non domestic rate bill for the full amount will be issued.

Each amount of rate relief awarded under general rate relief policy shall only apply for twelve months.

An award of Discretionary Rate Relief at any time does not guarantee that a further award will be made at a later date even if the circumstances of the organisation have not changed.

## **5.6 Changes in Liability**

The Council may review the award in line with any increase or decrease in liability.

## **6. Payment of Awards**

All relief awarded will be paid to help with the Non Domestic Rate liability. We will credit the relief direct to the organisation's Non Domestic Rate account.

## **7. Notifications**

The Council will inform the organisation applying in writing of the outcome of their application for Discretionary Rate Relief.

Where the application is not successful, the notification will provide full reasons why we have decided not to award Discretionary Rate Relief and details of the applicant's right to ask us to look at the decision again.

Where the application is successful, the notification will include the following information:-

- The period of the award
- The percentage of the rate liability awarded for that period.
- The amount of Rate Relief to be awarded for the period.
- An amended Non Domestic Rate Demand.
- The right to ask us to look again at the decision.

## **8. Overpayments**

The Council will recover all overpayments of Discretionary Rate Relief through the organisation's Non Domestic Rate account.

## **9. Right of Appeal**

Whilst there is no formal right of appeal, an applicant may write and tell us why they consider the decision is wrong, i.e. if they consider we have not taken all relevant information into account. We will check Discretionary Rate Relief applications thoroughly and take account of any information provided by the applicant. This is called 'reconsidering' the decision.

We will write to advise the applicant of the outcome of our reconsideration and if we are not changing the decision, we will explain why.

## **10. Fraud**

The Council is committed to the fight against fraud in all its forms. An organisation who tries to fraudulently apply for Discretionary Rate Relief by falsely declaring their circumstances or providing a false statement or evidence in support of their application, may have committed an offence under the Theft Act 1968. Where we suspect that such an offence may have occurred, the matter will be investigated in line with the Council's Enforcement Policy. This may lead to criminal proceedings being instigated.

## **11. Publicity**

The Council will include information about Discretionary Rate Relief with Non Domestic Rate Demands and within the Non Domestic Rate Section of the Council's website.

## **12. Review**

This policy will be reviewed periodically, taking into account Council policies and priorities and any changes in legislation.

## Explanatory Notes

### Mandatory and Discretionary Rate Relief for Charitable Bodies and Community Amateur Sports Clubs (CASC)

Mandatory and Discretionary Rate Relief may be granted under **Sections 43, 45, 47 and 48 of the Local Government Finance Act 1988.**

#### Mandatory Rate Relief

##### Occupied Rates

Mandatory Relief of 80% may be granted to a **Charity** under **Section 43 (occupied rates)**, provided that the property concerned is wholly or mainly used for charitable purposes.

##### Unoccupied Rates

If the property is unoccupied such relief may also be granted to a **Charity** under **Section 45 (unoccupied rates)** if it appears that when **next in use** the property will be wholly or mainly used for charitable purposes.

##### Definition of a Charity

Firstly we have to establish if the organisation is a **Charity**. The definition of a **Charity** comes under **Section 67 of the Local Government Finance Act 1988** as *“an institution or other organisation established for charitable purposes only, or a person administering a trust established for charitable purposes only”*. Registration with the Charity Commission under the **Charities Act 1960** is proof of Charity status.

Absence from the Register does not mean that an organisation has not been established for charitable purposes, as certain organisations are exempt from registration. These include Church Commissioners, Boy Scouts or Girl Guides, any registered society within the meaning of the **Friendly Societies Acts 1896-1974** and voluntary schools within the meaning of the **Education Act 1944 – 1980**.

##### Established for Charitable Purposes

If none of the above are applicable, and in the absence of any other information, the following will be considered:

Are the main objectives of the organisation:

- the relief of poverty; or
- the advancement of religion; or
- the advancement of education; or
- other purposes that is beneficial to the local community

### Wholly or Mainly Used for Charitable Purposes

Secondly we have to consider if the property concerned is used wholly or mainly for charitable purposes. The use must be charitable, i.e. in meeting the objectives of the Charity. “Wholly or mainly” covers either: use of over half the property all of the time; use of the property for over half of the time; or a combination of both amounting to more than 50%.

Relief can only be granted, therefore, if **either** more than 50% of the property is used for charitable purposes **or** the property is used for more than 50% of the time for charitable purposes **or** there is a combination of both amounting to more than 50%.

### Charity Shops

In addition **Section 64 of the Local Government Finance Act 1988** provides that **Charity Shops** are only entitled to 80% Mandatory Relief if they use the premises:

- wholly or mainly for the sale of goods **DONATED** to the Charity; and
- the net proceeds of the sale of goods are applied to the purpose of the Charity.

## **Community Amateur Sports Clubs (CASCs)**

### **Mandatory Relief for CASCs**

Registered CASCs can receive 80% mandatory rate relief. To qualify as a CASC, a sports club must be open to the whole community, be run as an amateur club, be a non profit making organisation and aim to provide facilities for, and encourage people to take part in, eligible sport. For further details please see <http://www.inlandrevenue.gov.uk/casc/index.htm> or call the Inland Revenue Sports Club Unit on 0131 777 4147.

### Appeals Against Refusal to Grant Relief

Please direct any appeal to the Executive Director, Selby District Council, Doncaster Road, Selby, North Yorkshire YO8 9FT

### **Discretionary Rate Relief Top Up**

Discretionary Rate Relief may be granted in addition to Mandatory Rate Relief, i.e. a “top up” of up to the remaining 20%. This may be granted under **Section 47** for occupied properties and **Section 48** for unoccupied properties. If you wish to apply for this relief please provide details of the main objectives of the organisation and any other purposes for which the property is used.



## **Charitable Bodies**

A 20% 'top up' of discretionary relief may be applied to charities but will normally only be awarded if the charity is a local one, not a national one (a local charity is defined to be one who operates in the particular Council area or whose charitable objects benefit residents of the district or who are part of a national charity but whose charitable objects benefit the district to a greater extent than other parts of the country). If the premises are operated by a national charity that does not exist to wholly or mainly benefit the residents of the local area, then discretionary relief will not normally be awarded to 'top up' the 80% mandatory award.

A cap of **£10,000** applies per property.

## **Community Amateur Sports Clubs**

If there is any commercial activity the amount of the award may be limited by up to 50%.

A cap of **£4,000** applies per property.

### Appeal Against Refusal to Grant Discretionary Relief

Please direct any appeal to the Executive Director Selby District Council,  
Doncaster Road, Selby, North Yorkshire YO8 9FT

**If you require any further information, please contact a member of the  
Local Taxation Section on**

**(01757) 292161/292181 (6 lines)**

**or by email on**

**[localtaxation@selby.gov.uk](mailto:localtaxation@selby.gov.uk)**

**ALL INFORMATION SUPPLIED WILL BE DEALT WITH IN THE  
STRICTEST CONFIDENCE**

## Explanatory Notes

### Rate Relief for Non Profit Making Organisations

Discretionary Rate Relief may be granted under **Sections 43, 45, 47 and 48 of the Local Government Finance Act 1988.**

#### Discretionary Relief for other Non Profit Making Organisations

##### Occupied Properties

Discretionary Relief of up to 80% may be granted for occupied properties under **Section 47** if the following criteria are met:

a) Where the property is not an **excepted** property (see below) and all or part is occupied by one or more institutions or organisations which are:

- Not established or conducted for profit, and
- Whose aims are charitable or otherwise philanthropic, religious or concerned with the promotion of social welfare, education, science, literature or the fine arts.

**OR**

b) Where the property is not an **excepted** property (see below) and is wholly or mainly used for:

- The purpose of recreation, and
- All or part of the property is occupied for the purpose of a club, society or other organisation not established or conducted for profit.

##### Excepted Properties

An excepted property is one occupied by a Billing or Precepting Authority, e.g. Selby District Council, North Yorkshire County Council, the Police Authority, Parish Councils.

##### Unoccupied Properties

Discretionary Relief of up to 80% may also be granted for unoccupied properties under **Section 48** if it appears that when **next in use** the property will be used as detailed in a) and b) above.

### Points System

A Points System has been introduced to ensure that all applications have been treated fairly and in accordance with Council Policy. Please find below details of the points system.

<b>Restriction of Membership</b>	<b>Points ( 0 - 3 )</b>
Major Restrictions	0
Average Restrictions	1
Very Limited Restrictions	2
No restrictions	3

<b>Membership Charges</b>	<b>Points ( 1 - 5 )</b>
Above Average	1
Below Average	3
Average	5

<b>Concessions</b>	<b>Points ( 5 )</b>
Reduced rate fees/subscriptions for all or any of the following - elderly, disabled, unemployed and children	5

<b>Local Membership Level</b>	<b>Points ( 0 - 5 )</b>
Not over 25%	0
25% to 50%	1
50% to 75%	3
Over 75%	5

<b>Finances General</b> (Fund Balance as % of Yearly Expenditure) %	<b>Points ( 0 - 10 )</b>
Over 200	0
181 - 200	1
161 - 180	2
141 - 160	3
121 - 140	4
101 - 120	5
81 - 100	6
61 - 80	7
41 - 60	8
21 - 40	9
0 - 20	10

<b>Net Income from Gaming Machines</b> (Income as % of Yearly Expenditure) %	<b>Points ( 0 - 10 )</b>
Over 15	0
11 - 15	3
6 - 10	5
1 - 5	7
NIL	10

<b>Gross Income from Bar</b> £	<b>Points (-) 25 - 10</b>
Over 36,000	-25
30,001 - 36,000	-20
24,001 - 30,000	-15
22,801 - 24,000	-10
21,601 - 22,800	-9
20,401 - 21,600	-8

19,201 - 20,400	-7
18,001 - 19,200	-6
16,801 - 18,000	-5
15,601 - 16,800	-4
14,401 - 15,600	-3
13,201 - 14,400	-2
12,001 - 13,200	-1
10,801 - 12,000	0
9,601 - 10,800	1
8,401 - 9,600	2
7,201 - 8,400	3
6,001 - 7,200	4
4,801 - 6,000	5
3,601 - 4,800	6
2,401 - 3,600	7
1,201 - 2,400	8
1 - 1,200	9
NIL	10

The total points relate directly to the amount of relief as follows:

Range	% Relief	Range	% Relief
43 to 48	80	19 to 24	40
37 to 42	70	13 to 18	30
31 to 36	60	7 to 12	20
25 to 30	50	1 to 6	10

A cap of **£4,000** applies per property.

Appeal Against Refusal to Grant Discretionary Relief

Please direct any appeal to the Executive Director, Selby District Council,  
Doncaster Road, Selby, North Yorkshire YO8 9FT.

**If you require any further information, please contact a member of the  
Local Taxation Section on**

**(01757) 292161/292181 (6 lines)**

**or by email on**

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## Explanatory Notes

### Rural Rate Relief

There are currently two types of relief available for businesses in rural areas. These are **Mandatory Rural Rate Relief** and **Discretionary Rural Rate Relief** and an outline of the conditions that apply are listed below.

#### Mandatory Rural Rate Relief (Granted at 50%)

##### Village Rate Relief

- the property must be located in a **rural settlement** with a population of less than 3,000. A Rural Settlement List for Selby's area is available at the Customer Contact Centre (Access Selby) in Selby.
- the property concerned is the **sole** general store or **sole** post office in the settlement and the rateable value does not exceed **£8,500 or**
- the property concerned is the **sole** public house or **sole** petrol filling station in the settlement and the rateable value does not exceed **£12,500 , or**
- the property concerned is **any** food shop in the settlement and the rateable value does not exceed **£8,500**.

A food shop is defined as wholly or mainly selling food on a retail basis for human consumption. The supply of confectionery and of food in the course of catering is **excluded**. Catering is defined as the supply of food for consumption on the premises or of hot food that is eaten off the premises. Therefore such establishments as restaurants, cafes, tea-rooms and fast food shops are **excluded** – but not food shops that sell only small amounts of such items.

A general store is defined as one in which there is carried on a trade or business consisting wholly or mainly of the sale by retail of **both** food for human consumption (excluding confectionery) **and** general household goods.

#### **NB**

Relief can be granted to a post office, which is not a general store, and a separate general store in the same settlement. Where a post office also trades as a general store then a second general store in the settlement will not qualify for this relief.

## Discretionary Rural Rate Relief

This relief may be granted as a “**top up**” to **Mandatory Rural Rate Relief** or in its own right. The amount of any award is at the discretion of the Council and may be any amount up to 80% of the rates due (50% mandatory and 30% discretionary).

The cost of any award of this relief falls in part on the Council Taxpayers of the District as a whole.

The **criteria** that must be met before an award can be considered are as follows:

- the **property** concerned must be located **in a rural settlement** with a population of less than 3,000;
- the **property** concerned has a **rateable value** of not more than **£16,500**
- the property concerned is used for **purposes** which are of **benefit to the local community** and that the cost to the Council Taxpayer is justified.

Please find below details of the points system for Discretionary Rural Rate Relief

	Points Applicable
Starting Point	50
Is there a similar facility or business within the settlement? If so	-50
OR	
Does the business primarily provide an important service to the local community and is it in the interests of local council tax payers to support it? If not,	-100
Employment of Local Residents	+5
Does the business provide a free delivery service to any of the local community?	+5
Proximity to nearest similar business. if 2 miles or more	+15
Poor availability of public transport (buses not available at regular intervals each day, i.e. only geared to school/work hours). (Where relevant the nature of the business)	+15
Opening Hours (if the business is open 7 days for long hours)	+5
Provision of additional services (unconnected to the nature of the business and provided to assist the local community)	+5

A cap of **£2,000** applies per property.



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Local Taxation Section on**

**(01757) 292181**

**or by email on**

**[localtaxation@selby.gov.uk](mailto:localtaxation@selby.gov.uk)**

**All information supplied will be dealt with in the strictest confidence**

## Explanatory Notes

### General Rate Relief Criteria

**Section 69 of the Localism Act 2011** has amended **Section 47 of the Local Government Finance Act 1988** so that any organisation can apply for discretionary rate relief.

Any ratepayer applying for discretionary rate relief who does not meet the criteria for relief under the specifically named categories mentioned in this policy, may apply for general rate relief. Relief will be considered on the individual merits of each case, having due regard to:

The ratepayer must not be entitled to mandatory rate relief (Charity or Rural Rate Relief)

The ratepayer must not be an organisation that could receive relief as a non profit making organisation or as Community Amateur Sports Club.

The ratepayer must occupy the premises - no relief will be granted for unoccupied properties

If the ratepayer is a new business coming into the District

If the ratepayer creates new employment opportunities for a minimum period of twelve months for individuals:

- who reside in the Selby District and
- who have been unemployed\* for a period of six months (continuous)

The premises and the organisation must be of significant benefit to the residents of the District

If the ratepayer provides:

- Facilities to certain priority groups such as elderly, disabled, minority or disadvantaged groups
- Significant employment or employment opportunities to residents of the District
- Residents of the District with such services, opportunities or facilities that cannot be obtained locally or are not provided by another organisation

If the ratepayer complies with all legislative requirements and operates in an ethical, sustainable and environmentally friendly manner at all times

The impact and best interests of the Council Tax payers of the District

The financial status of the applicant

\* Unemployed refers to those in receipt of Job Seekers Allowance or Employment Support Allowance.

Applications in respect of a new liability may be submitted from the date the liability commences and for existing liability can be submitted at anytime throughout the year.

Each amount of rate relief awarded under this policy shall only apply for **twelve months**.

**If you require any further information, please contact a member of the Local Taxation Section on**

**(01757) 292181**

**or by email on**

**[localtaxation@selby.gov.uk](mailto:localtaxation@selby.gov.uk)**

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## **NATIONAL NON-DOMESTIC RATES - HARDSHIP RELIEF**

### General Information

Section 49 of the Local Government Finance Act 1988 gives Selby District Council as a billing authority, discretion to reduce or remit payment of rates where it is satisfied that the ratepayer would sustain hardship if it did not do so, and where it is reasonable for the Authority to do so having regard to the interest of its Council Tax Payers.

In making decisions on whether to grant relief, the Authority follows guidance issued by the Office of the Deputy Prime Minister (ODPM). The ODPM has said that whilst it is for each billing authority to decide on the facts of each case whether to exercise its powers under Section 49 – and to judge the extent of those powers – authorities may wish to bear the following guidance in mind:

1. Although authorities may adopt rules for the consideration of hardship cases, they should not adopt a blanket policy either to give or not to give relief, each case should be considered on its own merits.
2. Reduction or remission of rates on grounds of hardship should be the exception rather than the rule.
3. The test of 'hardship' need not be confined strictly to financial hardship; all relevant factors affecting the ability of a business to meet its liability for rates should be taken into account.
4. The 'interests' of Council Tax Payers in an area may go wider than direct financial interests. For example, where the employment prospects in the area would be worsened by a company going out of business, or the amenities of an area might be reduced by, for instance, the loss of the only shop in a village.
5. Where the granting of relief would have an adverse effect on the financial interest of Council Tax Payers, the case for a reduction or remission of rates payable may still on balance outweigh the cost to them.

### How to apply for Hardship Relief

Please complete the attached application form. If you have any difficulties completing the form, please contact the Local Taxation Section on 01757 292181.

All applications for hardship relief are submitted to the Authorities appeals panel for consideration. When we receive your application form we will acknowledge receipt and let you know when a decision will be made. If we require any further information to progress your application we will contact you. Once the appeals panel has made a decision on whether or not to grant relief, we will write to you to let you know the decision and the reasons for that decision. Please note that the decision of the appeals panel is final.

Once completed, this form should be returned to:

Local Taxation Section  
Selby District Council  
Civic Centre  
Doncaster Road  
Selby  
YO8 9FT

# Selby District Council

## REPORT

Reference: E/13/19

Item 10 - Public



**To:** The Executive  
**Date:** 5 September 2013  
**Status:** Non Key Decision  
**Report Published:** 28 August 2013  
**Author:** Andrew McMillan (Policy Officer)  
**Executive Member:** Cllr John Mackman (Lead Member for Place Shaping)  
**Lead Officer:** Mark Steward (Managing Director)

**Title:** Traveller Needs Assessment 2013

### Summary:

The Council has a statutory duty to undertake a Traveller Needs Assessment (TNA) to inform planning policy and planning decisions. The study has been undertaken by Opinion Research Services to look to 2028 - significantly longer than the previous study which was only a 7-year period. The 2013 report finds a need for 33 Traveller pitches split in to 5 year blocks as 19/7/7. The 2013 report also finds no need for Showmen's quarters. The Executive is recommended to agree the TNA as its evidence to underpin future planning decisions.

### Recommendations:

**Consider and endorse the Traveller Needs Assessment 2013**

### Reasons for recommendation

To establish the evidence base for future planning decisions

#### 1. Introduction and background

1.1 The assessment of Gypsy and Traveller accommodation need is a statutory requirement under section 225 of the *Housing Act 2004* that came in to force on 6th April 2006. The requirement for an understanding of traveller needs is reinforced in paragraph 4 of the Government's *Planning Policy For Traveller Sites, 2012* (PFTS).

- 1.2 The previous Gypsy & Traveller Needs Assessment report (2008) undertaken by ARC4 on behalf of all authorities in North Yorkshire expires in 2015. That study had identified a need for 26 pitches gross (20 net) in the District. There was significant debate over the number being *need* or *desire* for a pitch, and the debate has weakened the credibility of the evidence. The Council's current position is that there is a need for 15 pitches to 2015 based on a pro-rata 5 year evaluation of the ARC4 data. No sites have been delivered since the ARC4 report was published in 2008.
- 1.3 In March 2012 the Government restructured the national planning policy system with the introduction of the PFTS as part of the *National Planning Policy Framework* (NPPF).
- 1.4 The Council has an emerging policy for Travellers in the Core Strategy Policy CP7 which is scheduled for adoption in the Autumn. That policy is considered to be NPPF and PFTS Compliant as it has undergone scrutiny through the Core Strategy EIP, and the Inspector has declared it Sound.
- 1.5 The Council has in recent years attempted to deliver traveller pitches, no less through the Site Allocations Development Plan Document (SADPD) in 2010-2012. More recently, a development of 15 traveller pitches at Burn Airfield has been pursued to address the need set out in the 2008 ARC4 report. At the time of writing the application is pending a decision.

## **2. The Report**

### Need figure

- 2.1 For information, attached at Appendix 1 is a schedule of Gypsy/traveller pitch needs for local authorities in the area (as at June 2013).
- 2.2 The previous GTAA undertaken by ARC4 looked to a 7-year window of need assessment (2008-2015) and found that there was a need for 26 pitches gross (20 net). A sister study also undertaken by ARC4 found a need for 10 Showmen's Plots. Internally, the Council challenged the reports and noted a difference between *need* and *desire*. The Council then accepted the findings of the ARC4 study, but amended the need elements to 7 pitches (albeit rounded up to 10 for flexibility), and nil showmen's plots.
- 2.3 Subsequent challenges at planning appeal inquiries rejected the Council's position and established that the ARC4 initial pitch findings should be regarded as correct. The Council revised its assessment of the ARC4 data and concluded that 15 pitches was the correct need figure (see Minutes of Executive 5 July 2012). The Council did not revise its formal position regarding showmen's need.

- 2.4 As a consequence, the Council has granted (or the Planning Inspectorate has granted upon appeal) a number of temporary developments until such time that it can fulfil its duty to provide suitable alternative sites. At each hearing the level of need has been interrogated.
- 2.5 As the ARC4 report is nearing the end of its life and up to date evidence is required to inform the forthcoming Local Plan (particularly in light of the 2012 Government guidance Planning Policy For Traveller Sites), so the new TNA has been commissioned. The consultancy Opinion Research Services (ORS) together with Peter Brett Associates were awarded the contract.
- 2.6 Traveller needs are not confined to only those with “local connections”, and so the study considered cross boundary needs and traveller in/out migration. Generally the findings show that need from outside the District is already accounted for in other local authorities’ studies, and so the need is essentially locally derived. The TNA sets this out in more detail.
- 2.7 The report of findings and recommendations is attached to this report at Appendix 2. The report finds a need for 33 Traveller pitches, and no need for Showmen’s quarters to 2028. It should be noted that the needs identified in the ARC4 GTAA and Showmen’s reports are captured in this report by updating and reviewing the evidence – it is not 33 new pitches on top of the ARC4 findings.
- 2.8 Of principal note is the new timescale of the TNA. Whereas the GTAA looked to 7 years, this TNA study looks further forward to 15 years. The Executive will note that the findings are very similar in both reports: 26 (gross) to 2015, and 33 to 2028, respectively. One of the main findings is that the need is generally constant, but the lack of pitches being delivered in recent years has created a “backlog”. Thus the need is broken down in to 5-year blocks of 19/7/7 pitches.
- 2.9 A 5-year-supply calculation is required in the same way that the 5-year supply of market housing is required. A stakeholder working group may be set up at the appropriate time to devise the most appropriate methodology to do the annual calculation. The Council’s existing (annual) Authority Monitoring Report (AMR) published each December will be the reporting vehicle for the up-to-date 5-year supply figure. Where a 5-year supply cannot be demonstrated in any reporting year, then the Council must look favourably on stand-alone planning applications. However this may be negated by allocating additional land in the forthcoming Local Plan, as set out later in the report.
- 2.10 The delivery of 15 pitches at Burn Airfield would contribute to the need, and would allow the Council to pursue enforcement action against the unauthorised and temporary sites in the District. Only if the 15 pitches are occupied at the expiry of the temporary permissions will there be a



case for permanent permission or another temporary permission (to be assessed at that time).

### Providing future sites

- 2.11 PFTS requires an annually-updated 5 year supply of deliverable sites to be established.
- 2.12 The consultants were asked to identify locational criteria to steer planning applications/allocations (in a similar exercise to the Site Allocations DPD work undertaken in 2010-2012). Those locational criteria reflect national considerations such as Green Belt and Flood Zones, and also local considerations such as the location of current sites, to establish where there is a desire from the travellers for pitches. The map at the back of the TNA shows those locations where the consultants consider traveller development should be directed. Essentially the areas of search denote road corridors and existing settlements, as this is where the need itself arises.
- 2.13 The forthcoming Local Plan will need to consider identifying a supply of specific, deliverable sites to meet the future need of anything up to 33 pitches (less 15 should the Burn application be approved). The Local Plan may also consider establishing *broad locations for growth*, for years six to ten and, where possible, for years 11-15 to guide future sites. Safeguarded sites may also be allocated for future years.
- 2.14 The TNA broad areas of search may underpin the selection of sites in the forthcoming Local Plan land allocations, but are not the only consideration. As has been experienced to date, land owner acceptance/land availability is an important factor. However, like the SADPD attempted in 2010, the broad areas of search are a starting point to enable a sequential search to take place.
- 2.15 Such decisions on future sites must be made in due course and not as part of this report.
- 2.16 Members are reminded that the need figure is the minimum number of pitches to be developed in the plan period, and it is not a cap. However, stand-alone applications for additional pitches beyond 33 will not have the “exceptional circumstances of unmet need” argument to support their applications, thus making it easier for the Authority to refuse inappropriate applications for development, such as Green Belt sites.

## **3 Legal/Financial Controls and other Policy matters**

### **3.1 Legal Issues**

- 3.1.1 Having robust, up to date evidence will assist in decision-making and reduce the risk of appeals and Judicial Reviews. By endorsing the

TNA the Executive will give it credibility and robustness in future decision making.

### **3.2 Financial Issues**

- 3.2.1 The cost of producing the report has been accounted for. It is likely that having robust, up to date evidence will assist in decision-making and reduce the risk of costs associated with planning applications and appeals. By rejecting or altering the findings of the TNA, the Council is at risk of significant costs associated with lost planning appeals, and delays or verdicts of unsoundness in the Local Plan process.

### **4. Conclusion**

- 4.1 The new TNA is a robust and credible report undertaken by a market leading consultancy. It should be given due backing by the Authority in order that it can withstand scrutiny by 3<sup>rd</sup> parties. The pitch targets will assist in undertaking planning functions including development management decisions, and Local Plan allocations. Additional work will be required in the coming year to enact the findings.

### **5. Background Documents**

Site Allocations Development Plan Document Issues and Options, and Preferred Options, and associated Committee Minutes.

### **6. Appendices:**

1. Gypsy and Traveller pitch requirements in surrounding Authorities (as at June 2013)
2. Selby District Traveller Needs Assessment 2013

### **Contact Details**

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**01757 29 2092**

**Appendix 1 Gypsy and Traveller pitch requirements in surrounding authorities**

<b>Local Authority</b>	<b>Pitch requirement</b>	<b>Time period</b>
Neighbouring Authorities		
York City	63	2013-2024
Harrogate	7	2013-2028
Doncaster	56	2012-
East Riding	63	2012-2029
Leeds	48	2008-2015
Wakefield	32 (TNA due with new figure)	2008-2015
Other Authorities		
Rotherham	16	2012-
Barnsley	38	2012-
Sheffield	19	2012-
Bradford	25	2008-2015
Calderdale	8	2008-2015
Kirklees	11	2008-2015
Scarborough	3	2008-2015
Ryedale	9	2008-2015
Hambleton	26	2012-2027



## **SELBY DISTRICT COUNCIL TRAVELLER NEEDS ASSESSMENT**



August 2013



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# Contents

<b>1. Introduction .....</b>	<b>6</b>
The Survey .....	6
Legislation and Guidance for Gypsies and Travellers .....	6
Planning Policy for Traveller Sites.....	7
Tackling Inequalities for Gypsy and Traveller Communities .....	8
Funding for New Sites .....	9
Research Methodology .....	9
<b>2. Gypsy and Traveller Sites and Population .....</b>	<b>11</b>
Sites in Selby.....	11
Caravan Count .....	12
<b>3. Consultation with Parish Councils .....</b>	<b>13</b>
The Consultation.....	13
Dealings/Relationships with Gypsies and Travellers .....	13
Gypsy and Traveller Sites in the Area .....	13
Issues.....	13
Trends .....	14
Future Provision.....	14
What Makes a Good Site? .....	14
Other Comments .....	14
<b>4. Stakeholder Consultation .....</b>	<b>15</b>
Introduction.....	15
Main Policy Tools and Background .....	16
Accommodation Provision and long-Term Unauthorised Developments .....	16
Travelling Showpeople.....	17
Bricks and Mortar .....	18
Short-Term Unauthorised Encampments .....	19
Community Relations – Myth Busting .....	20
Consultation with the Traveller Community .....	21
Future Accommodation Need .....	22
Cross-Boundary Issues .....	25

<b>5. Gypsy and Traveller Population</b> .....	<b>29</b>
Survey of the Gypsy and Traveller Population .....	29
Length of Residence .....	30
Permanent base.....	30
Attractions of Living in Selby .....	30
Connections with the Area .....	31
Ethnicity.....	32
Age and Household Profile.....	32
Employment Status.....	33
Health Problems .....	33
<b>6. Existing Sites</b> .....	<b>35</b>
Type of Site .....	35
Type and Number of Caravans .....	35
Views of Sites.....	35
Propensity to Travel.....	37
<b>7. Future Site Provision</b> .....	<b>39</b>
Site Provision .....	39
Supply of pitches.....	39
Current Need .....	39
Future Need.....	39
Current Gypsy and Traveller Site Provision.....	40
Additional Site Provision: Current Need .....	40
Current Unauthorised Developments.....	41
Concealed Households.....	41
Bricks and Mortar .....	41
Waiting Lists for Public Sites.....	42
Additional Site Provision: Future Need .....	43
Temporary Planning Permissions .....	43
New Household Formation .....	43
In-migration from Other Sources.....	43
Overall Needs .....	44
Split Public/Private Sites to 2028.....	44
Transit/Emergency Stopping Site Provision .....	45
Showpersons .....	45

<b>8. Broad Locations</b> .....	<b>46</b>
Introduction.....	46
Policy background for determining locational criteria .....	46
Identifying broad locations.....	50
Recommended broad locations.....	53
<b>9. Conclusions</b> .....	<b>55</b>
Introduction.....	55
Gypsy and Traveller Future Pitch Provision.....	55
Travelling Showperson Requirements .....	55
A Supply of Deliverable and Developable Sites .....	55



# 1. Introduction

## The Survey

- 1.1 Opinion Research Services (ORS) and Peter Brett Associates (PBA) were commissioned by Selby District Council to undertake a Traveller Needs Assessment (TNA). The study was undertaken in parallel with one for Harrogate Borough Council, but all findings in this report relate only to Selby District Council.
- 1.2 The main objective of this study was to provide the Council with robust, defensible and up to date evidence about the accommodation needs of Gypsies & Travellers and Showmen in Selby during the period until 2028 in five year sections covering 2013-2018, 2018-2023 and 2023-2028.
- 1.3 The study also had a number of other objectives, including;
  - To propose targets for future provision in Selby to address the identified need
  - To identify broad locations for that provision
  - To provide the Council with the means to explain this evidence, and these proposed targets clearly, simply and effectively to a range of audiences, including the local community.

## Legislation and Guidance for Gypsies and Travellers

- 1.4 Decision making for policy concerning Gypsies & Travellers and Showmen sits within a complex legislative and national policy framework and this study must be viewed in the context of this legislation and guidance. For example, the following pieces of legislation and guidance are relevant when constructing policies relating to Gypsies & Travellers and Showmen:
  - Planning Policy for Traveller Sites 2012;
  - National Planning Policy Framework 2012;
  - Gypsy and Traveller Accommodation Needs Assessments Guidance October 2007
  - Environmental Protection Act 1990 for statutory nuisance provisions;
  - The Human Rights Act 1998, when making decisions and welfare assessments;
  - The Town and Country Planning Act 1990 (as subsequently amended);
  - Homelessness Legislation and Allocation Policies;
  - Criminal Justice and Public Order Act 1994 (sections 61, 62);
  - Anti-social behaviour Act 2003 (both as victims and perpetrators of anti-social behaviour);
  - Planning and Compulsory Purchase Act 2004;
  - Housing Act 2004 which requires local housing authorities to assess the accommodation needs of Gypsies & Travellers and Showmen as part of their housing needs assessments. This study complies with this element of government guidance ;
  - Housing Act 1996 in respect of homelessness.
- 1.5 The Criminal Justice and Public Order Act 1994 (Sections 61, 62) is particularly important with regard to the issue of planning for Gypsy and Traveller site provision. This repealed the duty of local authorities to

provide appropriate accommodation for Gypsies and Travellers. However, Circular 1/94 did support maintaining existing sites and stated that appropriate future site provision should be considered.

- 1.6 The previous Labour Government guidance focused on increasing site provision for Gypsies and Travellers and encouraging local authorities to have a more inclusive approach to Gypsies and Travellers within their housing needs plans. The Housing Act 2004 required local authorities to identify the need for Gypsy and Traveller sites, alongside the need for other types of housing, when conducting Housing Needs Surveys. Therefore all local authorities were required to undertake accommodation assessments for Gypsies and Travellers either as a separate study such as this one, or as part of their main Housing Needs Assessment.
- 1.7 Local authorities were encouraged rather than compelled to provide new Gypsy and Traveller sites by central government. Circular 1/06 'Planning for Gypsy and Traveller Caravan Sites', released by the DCLG in January 2006, replaced Circular 1/94 and suggested that the provision of authorised sites should be encouraged so that the number of unauthorised sites would be reduced.
- 1.8 The Coalition Government announced that the previous government's thinking contained in Planning for Gypsy and Traveller Caravan Sites (Circular 01/06) was to be repealed, along with the Regional Spatial Strategies which were used to allocate pitch provision to local authorities. This happened in 2012 with the publication of the CLG document 'Planning Policy for Traveller Sites' in March 2012.

## Planning Policy for Traveller Sites

- 1.9 The document 'Planning Policy for Traveller Sites' sets out the direction of government policy. Among other objectives, the new policy's aims in respect of Traveller sites are (Planning Policy for Traveller Sites Page 1-2) :
  - that local planning authorities should make their own assessment of need for the purposes of planning
  - to ensure that local planning authorities, working collaboratively, develop fair and effective strategies to meet need through the identification of land for sites
  - to encourage local planning authorities to plan for sites over a reasonable timescale
  - that plan-making and decision-taking should protect Green Belt from inappropriate development
  - to promote more private traveller site provision while recognising that there will always be those travellers who cannot provide their own sites
  - that plan-making and decision-taking should aim to reduce the number of unauthorised developments and encampments and make enforcement more effective
  - for local planning authorities to ensure that their Local Plan includes fair, realistic and inclusive policies
  - to increase the number of traveller sites in appropriate locations with planning permission, to address under provision and maintain an appropriate level of supply
  - to reduce tensions between settled and traveller communities in plan-making and planning decisions
  - to enable provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure
  - for local planning authorities to have due regard to the protection of local amenity and local environment.

1.10 In practice the document states that (Planning Policy for Traveller Sites Page 3):

*‘Local planning authorities should set pitch targets for Gypsies and Travellers and plot targets for travelling Showpeople which address the likely permanent and transit site accommodation needs of Travellers in their area, working collaboratively with neighbouring local planning authorities.*

Local planning authorities should, in producing their Local Plan:

- identify and update annually, a supply of specific deliverable sites sufficient to provide five years’ worth of sites against their locally set targets
- identify a supply of specific, developable sites or broad locations for growth, for years six to ten and, where possible, for years eleven to fifteen
- consider production of joint development plans that set targets on a cross-authority basis, to provide more flexibility in identifying sites, particularly if a local planning authority has special or strict planning constraints across its area (local planning authorities have a duty to cooperate on planning issues that cross administrative boundaries)
- relate the number of pitches or plots to the circumstances of the specific size and location of the site and the surrounding population’s size and density
- protect local amenity and environment.

1.11 A key element to the new policies is a continuation of previous government policies. This is that, while local authorities now have a duty to ensure a 5 year land supply to meet the identified needs for Traveller sites, if no need is identified they should set criteria based policies to assess potential sites which may arise in the future. Planning Policy for Traveller Sites notes on Page 3-4 that:

*Criteria should be set to guide land supply allocations where there is identified need. Where there is no identified need, criteria-based policies should be included to provide a basis for decisions in case applications nevertheless come forward. Criteria based policies should be fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community.*

1.12 Therefore, criteria based planning policies sit at the heart of the new guidance, irrespective of whether need is identified or not.

## Tackling Inequalities for Gypsy and Traveller Communities

1.13 In April 2012 the government issued a further document relating to Gypsies and Travellers in the form of ‘Progress report by the ministerial working group on tackling inequalities experienced by Gypsies and Travellers (CLG April 2012)’.

1.14 This report contains 28 commitments to help improve the circumstances and outcomes for Gypsies and Travellers across a range of areas including (Page 6) :

- Identifying ways of raising educational aspirations and attainment of Gypsy, Roma and Traveller children
- Identifying ways to improve health outcomes for Gypsies and Travellers within the proposed new structures of the NHS.
- Encouraging appropriate site provision; building on £60m Traveller Pitch Funding and New Homes Bonus incentives.

- Tackling hate crime against Gypsies and Travellers and improving their interaction with the criminal justice system.
- Improving knowledge of how Gypsies and Travellers engage with services that provide a gateway to work opportunities and working with the financial services industry to improve access to financial products and services.
- Sharing good practice in engagement between Gypsies and Travellers and public service providers.

## Funding for New Sites

- 1.15 The Coalition Government policies also involve financial incentives for new affordable pitch provision in the form of the New Homes Bonus. For all new annual supply of pitches on local authority or Registered Social Landlord owned and managed sites, local councils receive a New Homes Bonus equivalent to council tax (based on the national average for a Band A property), plus an additional £350 per annum for six years. This equates to around £8,000 pounds per pitch.
- 1.16 Direct grant funding is also available for Gypsy and Traveller sites. The Homes and Communities Agency (HCA) took over delivery of the Gypsy and Traveller Sites Grant programme from CLG in April 2009. Since then they have invested £16.3m in 26 schemes across the country to provide 88 new or additional pitches and 179 improved pitches. The HCA welcomes bids from local authorities, housing associations and traveller community groups working with Registered Providers.
- 1.17 The HCA has now confirmed allocations for all of its £60m of future funding which will support 96 projects around the country for the provision of new Gypsy and Traveller sites and new pitches on existing sites, as well as the improvement of existing pitches.
- 1.18 While all HCA funds for Gypsy and Traveller pitches have now been allocated, further funding may become available as a result of slippage over the course of the programme. Providers are advised to continue to work closely with HCA area teams to develop their proposals should any funding become available.

## Research Methodology

- 1.19 This section sets out the methodology we have followed to deliver the outputs for this study. Over the past 10 years ORS have developed a methodology which provides the required outputs from a Traveller Needs Assessment and this has been updated in light of Planning Policy for Traveller Sites.
- 1.20 The stages below provide a summary of the process undertaken by ORS, with more information on each stage provided in the appropriate section of the report.

### Stage 1: Background

- 1.21 At the outset of the project we sought to understand the background to Gypsy and Traveller and Travelling Showpeople population in Selby. The study sought to identify the location of all known sites in the study area and the number of pitches or plots on each one. The study also gathered information from recent caravan counts and also waiting lists for public sites which are managed by Horton Housing.

## **Stage 2: Stakeholder Engagement**

- 1.22 This study included extensive stakeholder engagement with council officers from the Selby council, neighbouring councils and other stakeholders. The aim of this engagement was to help understand the current situation in the study area, in particular to households not on known existing sites and also to discuss Duty to Cooperate issues with neighbouring councils.

## **Stage 3: Household Survey**

- 1.23 The research methodology for identifying the housing needs of Gypsies and Travellers adopted in this report was largely based upon face to face interviews with Gypsies and Travellers across Selby. The survey questionnaire has been developed over the past 10 years, with significant input from Gypsy and Traveller representative groups, most notably the Derbyshire Gypsy Liaison Group. We sought to undertake a census of Gypsy and Traveller households in November 2012. Interviews were attempted with every known Gypsy and Traveller household present during this time period and 32 interviews were achieved in total on-site for Gypsies and Travellers with a further 4 interviews in bricks and mortar.

## **Stage 4: Future Pitch and Plot Requirements**

- 1.24 The methodology used by ORS to calculate future pitch and plot requirements has been developed over the past 10 years and has drawn on lessons from both traditional housing needs assessments and also best and worst practice for Gypsy and Traveller and Travelling Showpeople Accommodation Needs Assessments conducted across the country.
- 1.25 The overall principles behind assessing future needs are relatively simple. The residential and transit pitch requirements for Gypsies and Travellers are identified separately from those for Travelling Showpeople and for each group the requirements are identified in 5 year periods to 2028 in line with the requirements of Planning Policy for Traveller Sites

## **Stage 5: Broad Locations**

- 1.1 The methodology used by PBA to identify broad locations for future sites is based upon technical land use considerations such as how the site would fit with other spatial strategies, the needs of households, physical constraints and protected areas. The assumptions for the broad locations work were also discussed at a workshop attended by Officers and Members from partner authorities and Gypsy, Traveller and Travelling Showpeople representatives.

## **Stage 6: Conclusions**

- 1.26 This stage draws together the evidence from Stages 1 to 5 to provide an overall summary of the requirements for Gypsies and Travellers and Travelling Showpeople in Selby.

## 2. Gypsy and Traveller Sites and Population

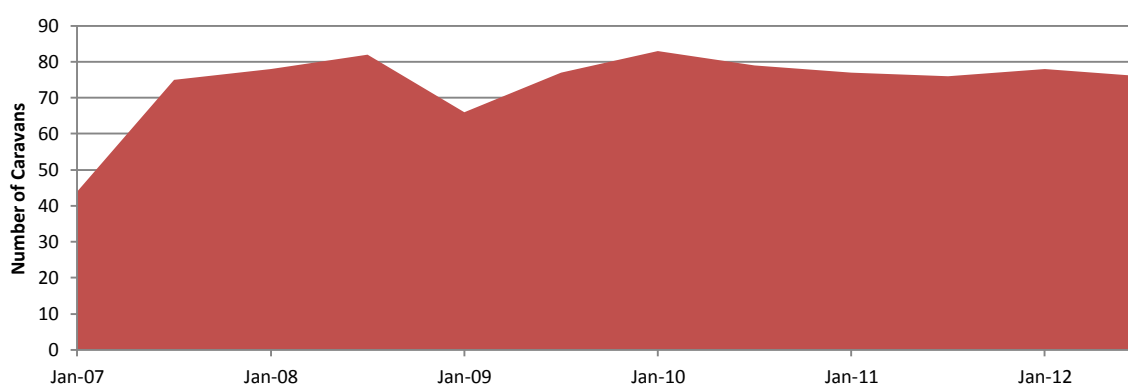
### Sites in Selby

- 2.1 A mainstream Housing Needs Survey typically focuses upon the number of dwellings required in an area, and how many of these should each be provided by the public and private sector. The central aim of this study was to follow a similar format for Gypsy and Traveller accommodation requirements.
- 2.2 The main consideration of this study is the need to provide pitches and sites for Gypsies and Travellers, and plots and yards for travelling showmen. A pitch is an area which is large enough for one household to occupy and typically contains enough space for one or two caravans, but can vary in size. A site is a collection of pitches which form a development exclusively for Gypsies and Travellers. A plot is similar to a Gypsy pitch, except it is much larger as it would typically accommodate equipment such as a fairground ride on a truck, and also space to erect, maintain and repair it. A Yard is a collection of plots, and is usually home to a single group of showmen who work together.
- 2.3 The public and private provision of mainstream housing is also largely mirrored when considering Gypsy and Traveller accommodation. One common form of Gypsy and Traveller site is the publicly-provided residential site, which is provided by the local authority, or by a registered provider (usually a housing association). Places on public sites can be obtained through a waiting list, and the costs of running the sites are met from the rent paid by the licensees. Therefore, public sites are a direct equivalent of social housing among bricks and mortar tenants. There are currently two public sites in Selby, both managed by the Horton Housing.
- 2.4 The alternative to public residential sites is private residential sites for Gypsies and Travellers. These result from individuals or families buying areas of land and then obtaining planning permission to live on them. Households can also rent pitches on existing private sites. Therefore, these two forms of accommodation are the equivalent to private ownership and renting for those who live in bricks and mortar housing.
- 2.5 The Gypsy and Traveller population also has other forms of sites due to its mobile nature. Transit sites tend to contain many of the same facilities as a residential site, except that there is a maximum period of residence which can vary from a few weeks to a period of months. An alternative is an emergency stopping place. This type of site also has restrictions on the length of time for which someone can stay on it, but has much more limited facilities. Both of these two types of site are designed to accommodate Gypsies and Travellers whilst they travel.
- 2.6 Further considerations in the Gypsy & Traveller population are unauthorised developments and encampments. Unauthorised developments occur on land which is owned by the Gypsies and Travellers, but for which they do not have planning permission to use for residential purposes. Unauthorised encampments occur on land which is not owned by the Gypsies and Travellers.

## Caravan Count

- 2.7 The best quantitative information available on the Gypsy and Traveller communities derives from a bi-annual survey of Gypsy and Traveller caravans which is conducted by each local authority in England on a specific date in January and July of each year. This count is of caravans and not households which makes it more difficult to interpret for a study such as this. It must also be remembered that the count is conducted by the local authority on a specific day and that any unauthorised encampments which occur on other dates will not be recorded. The count also only features those caravans the local authority is aware of. Therefore, it may not reflect all of the Gypsy and Traveller caravans in the authority.
- 2.8 Selby has two authorised public sites with 24 pitches. It also contains 3 private sites with temporary planning permissions, one caravan site which contains some Gypsy and Traveller households and a small number of unauthorised sites. At the time of the survey the area contained no authorised Showperson's yard, but one has subsequently been granted on appeal..

**Figure 1**  
**Gypsy Caravan Count for Selby: Jan 2007 – July 2012 (Source: CLG Bi-annual Local Authority Caravan Count)**



## 3. Consultation with Parish Councils

### The Consultation

- 3.1 To supplement the findings of this study, a consultation was carried out with Parish Councillors in Selby during November and December 2012 which asked about the Councillors' experiences of and views they had in relation to Gypsies and Travellers in the area, as well as future site provision. A short open-ended questionnaire was sent to 67 Parish Councils (for whom we had contact details) in the area (43 via email and 24 by post) and 11 completed responses were received.

### Dealings/Relationships with Gypsies and Travellers

- 3.2 Many of the Parish Councillors have no dealings or relationships with Gypsies and Travellers in either their parish or in the district, predominantly because there are no sites in their parish or nearby. While most do not have any permanent sites in their parish, several note that Gypsies and Travellers occasionally travel through their area, sometimes on their way to events such as Appleby Fair.

### Gypsy and Traveller Sites in the Area

- 3.3 Most Parish Councillors do not have any Gypsy or Traveller sites in their parish and only experience Gypsies and Travellers passing through. However, some responding parishes did have permanent sites within their area.
- 3.4 While most report that there is nothing that attracts Gypsies and Travellers to their parish or that they do not know, Parish Councillors suggest that traditional travelling routes, particularly to horse fairs and races; and work opportunities, particularly with scrap metal, may attract Gypsies and Travellers to the area.

### Issues

- 3.5 Around two thirds of Parish Councillors have had no issues with Gypsies and Travellers in their Parish or district; however several had experienced particular issues. Issues mentioned include problems with litter/waste, excrement, burning wood and bonfires, damage to land including the cutting down of trees, theft, illegal parking and illegal access to land.
- 3.6 One Parish Councillor reported some prejudice within the community although felt that this had no basis as the Gypsy/Traveller family currently residing in the Parish are settled and are causing no problems. It was also mentioned that the presence of Gypsies in the parish caused a reduction in the value of nearby properties.



## Trends

- 3.7 The majority of Parish Councillors feel that there are no particular trends and that there have been no changes. However some report increases in the number of travellers passing through on the roads than before.
- 3.8 Most of the Councillors also feel that there aren't any seasonal fluctuations, although some identify spring and summer, which coincides with travelling around the times of fairs, as a time when they see an increase in Gypsies and Travellers visiting the area.

## Future Provision

- 3.9 Almost all of the Parish Councillors state that no pitches would be acceptable in the local area with a few qualifying this with the fact that there is no need/demand for any pitches in their parish. Where there is already provision this is felt to be sufficient and no further sites would be acceptable.
- 3.10 A range of constraints locally on further provisions of sites are given. Some of the Parish Councillors feel that, in general, there are concerns and resistance from the local community but the most frequently mentioned constraint is the lack of suitable land/space, particularly as it is mostly privately owned, along with a lack of suitable amenities and infrastructure.

## What Makes a Good Site?

- 3.11 In terms of general location it is considered by some that the edge of settlements, where they are still relatively close to local facilities and have easy access to road networks, is the most suitable place for sites to be located.
- 3.12 Reasonable accessibility and proximity to community facilities such as primary schools, GP surgeries, local shops etc. are generally considered important/vital. However there is some concern that there are few (or no) local facilities in their area anyway and some mention that even when facilities are available the Gypsy and Travellers often do not use them, particularly schools. The parish which currently has a couple living on a small authorised site has no qualms as the couple pay towards local amenities along with the rest of the population.
- 3.13 As with community facilities, on-site services such as water, sewerage, electricity, refuse collection and washing and toilet facilities are considered essential but again there is some concern that these wouldn't be readily available in their parish or that the cost would be prohibitive.

## Other Comments

- 3.14 The general feeling is that of resistance to further sites. Some specifically state that there is no room to make provision for Gypsies and Travellers in their parish and there are insufficient amenities in the area to accommodate them.

## 4. Stakeholder Consultation

### Introduction

- 4.1 In order to set the context of the research and ensure the study is based on a sound understanding of the relevant issues, ORS conducted 22 semi-structured, in-depth telephone interviews between November 2012 and January 2013. Interviews were undertaken with officers from the planning and enforcement and housing departments and with Elected Members representing Selby District and Harrogate Borough. Horton Housing contributed via an email response.
- 4.2 Representative groups including the Gypsy and Traveller Involvement Officer and the Showmen's Guild were interviewed.
- 4.3 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on planning issues that cross administrative boundaries. For this purpose North Yorkshire County Council and neighbouring local authorities also contributed to the study.
- 4.4 This section also draws upon updated findings of the Gypsy and Traveller Accommodation Assessment which was conducted by ORS on behalf of Hambleton District Council between June and August 2012.
- 4.5 Interviews allowed interested parties to reflect and feedback on the general situation - as well as how matters relating to Gypsies, Travellers and Showpersons are currently handled and perceived within Selby District Council, Harrogate Borough Council and the surrounding areas. Qualitative research of this type attempts to gain a deeper understanding of the issues and is used to supplement the statistical information gathered through quantitative surveys of the Gypsy, Traveller and Showperson communities. In some cases, the information stakeholders share with interviewers will be factually incorrect or considered inappropriate; however, this section is based upon their perceptions rather than evidence corroborated by data sources.
- 4.6 The interviews also gave stakeholders the opportunity to share any information and contacts they had of Gypsies and Travellers and Showpersons who currently live in bricks and mortar accommodation but would prefer to live on a site.
- 4.7 The areas have been reported separately. Due to issues surrounding data protection and in order to protect the confidentiality of those who took part, this section represents a summary of the views expressed by interviewees.

# Selby District Council

## Main Policy Tools and Background

- 4.8 Officers representing Selby District Council (SDC) referred to the Local Development Framework; the previous GTAA (undertaken by ARC4 in 2008) and the Site Allocation Development Plan (SADPD) 2010. In light of changes to the National Planning Policy framework (NPPF) and on-going work on the Core Strategy, the Site Allocation Development Plan Document (SADPD) will recommence after the Core Strategy has been adopted in 2013.
- 4.9 Discussion of policy led a few stakeholders to supply background information relating to the previous Gypsy and Traveller Accommodation Assessment and the Site Allocations Development Plan Document (SADPD). The level of need reported in the 2008 ARC4 GTAA was not accepted politically. This was on the basis of the *difference between need and desire to live in a caravan*. Those classed as having a desire to live in a caravan were discounted and the estimated need was reassessed from 26 to seven – to ensure flexibility Councillors subsequently rounded this figure to ten. The Executive have reconsidered this position in light of the publication of the Planning Policy for Traveller Sites and, in July 2012 the five year supply, as defined by Selby District Council (SDC), was 15.
- 4.10 In 2010, in order to meet the aforementioned need, attempts were made to find a suitable site. Sixty sites were put forward and two landowners expressed an interest but, faced with public opposition, they subsequently withdrew their offer. Therefore, despite effort, the Local Authority had no alternative site.
- 4.11 With regard to Showpersons, officers referenced the North Yorkshire Accommodation Requirements of Showmen 2009 (NYARS) undertaken by ARC4, which cited a need for ten plots. The Council disagreed with this figure on the basis that there had been no historical need.
- 4.12 Officers noted that, in the past, there had been a trend toward refusing planning applications; however, faced with a shortfall of sites (as shown by the 2008 GTAA), council officers have advised that temporary planning permission be given. Consequently, since the 2008 GTAA a number of sites have been granted temporary status.

## Accommodation Provision and long-Term Unauthorised Developments

- 4.13 For the discussions, stakeholders were asked to identify site provision, authorised and long-term unauthorised developments and to consider the appropriateness of current provision.
- 4.14 Stakeholders were readily able to identify the current provision and all were aware of the two North Yorkshire County Council sites at Burn (12 pitches) and Carlton (12 pitches). Stakeholders reported that the

- sites have recently been refurbished and are managed by Horton Housing Association<sup>1</sup>. One officer claimed that the refurbishment process went well and tenants are happy with the new units.
- 4.15 In terms of site allocation Horton Housing have a waiting list in place. In order to form an accurate picture of pitch requirements for the District, the waiting list had been reviewed prior to this TNA being carried out and this data was passed to the District and ORS.
- 4.16 Stakeholders were also aware of a privately run residential caravan park located in the area. One officer said that although the site does not solely cater for the Gypsy and Traveller community an unspecified number will be allowed to stay on the site at the behest of the owner.
- 4.17 There was a general agreement that current accommodation is meeting the needs of the residents and the majority of stakeholders were of the opinion that both sites are *well managed* and Horton Housing have *developed a good rapport with tenants*.
- 4.18 An Elected Member did argue that the Burn site lacks suitable access to facilities although this issue will be tested through the planning application process.
- 4.19 One Elected Member felt the lack of recreational space at Flaxley Road site was a weakness and alleged that this is of concern to residents when children play on the road. However, the Member accepted that this can be the case on many housing estates and, overall, it is a *suitable* site.
- 4.20 In terms of forthcoming provision stakeholders were aware of the proposed 15 pitch site on the land adjacent to the Burn site. Each pitch will accommodate a maximum of two caravans (a static and a touring caravan) and the site will also have a hard standing for two transit touring caravans. SDC are currently in talks with the Homes and Community Agency (HCA) who own the land and have also had discussions with North Yorkshire County Council about the development of the site.
- 4.21 Stakeholders also referred to a number of private sites in the area, some with temporary planning and other unauthorised sites and also identified a number of long-term unauthorised developments in the area.

## Travelling Showpeople

- 4.22 Officers referred to the 2009 NYARS which indicated a shortage of 10 plots for Showmen. During the study period a site for ten plots at Thorpe Willoughby was granted permission on appeal, therefore meeting the need identified in that report.
- 4.23 Interviews with officers, Elected Members and the representative of the Showman's guild were undertaken when the status of the site was at appeal stage and they expressed strong support for granting planning permission for the site.
- 4.24 For instance, when Elected Members were asked their views on the accommodation needs of Showpeople, one Elected Member felt that the group had largely been ignored by SDC and that this was evidenced in the

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<sup>1</sup> Horton Housing are also commissioned by North Yorkshire County Council to provide a floating support service - GaTEWAY NY - to Gypsies and Travellers across North Yorkshire. It works with any Gypsy and Traveller who lives in bricks and mortar, at the roadside or on-site aged 16 and above who is in need of support to maintain independent living to access more appropriate accommodation, to manage debt, access benefits, education and training.

previous GTAA study, which highlighted the different needs and requirements of the two groups. Furthermore, it was argued that a large amount of fairs take place across North Yorkshire and more accommodation (transit and permanent) is required. Permanent accommodation was viewed positively by one Member as they explained that the elders/retired Showpeople need somewhere to live during the year.

- 4.25 A representative of the Showman's Guild explained that fairs are distributed and occur all over the country, therefore yards should also be evenly spread, with every Local Authority making some provision.
- 4.26 In addition, the representative was of the view that Selby would be an ideal location for a Showman's Yard, particularly given its in close proximity to the A1 and A19 and argued that, in the event that the application succeeds, it would meet the need identified in the 2008 GTAA in *one go*.

## Bricks and Mortar

- 4.27 Stakeholders were of the view that it was likely that there are currently Travellers living in bricks and mortar, who would prefer to live on a site. In terms of producing evidence of this officers referenced the 2008 ARC 4 report which identified 13 households. However, when asked for contact details of Gypsies and Travellers who are in the situation, stakeholders revealed they could not identify them. One officer, however, was party to instances whereby Gypsies and Travellers had been made homeless and were now living in bricks and mortar accommodation in the area. For the purpose of this study help was sought from the Housing Options team to contact Gypsies and Travellers in Selby who would like to move back onto a site. Unfortunately, no contacts were acquired through this source. Elected Members also felt it likely that there are Gypsies and Travellers living in bricks and mortar in the District but could not provide any data sources or contacts.
- 4.28 Overall, identifying Gypsy and Travellers living within bricks and mortar is an issue facing Local Authorities nationally. The issue of recording ethnicity continues to be problematic as the Gypsy and Traveller community themselves avoid self-identification, for fear of discrimination once their ethnic identity is known. Therefore, Housing Departments and Registered Providers continue to grapple with the sensitive issue of recording ethnicity.
- 4.29 We recommend that:

SDC works with Gypsy and Traveller support agencies to encourage and disseminate the benefits of self-identification, particularly in terms of informing future GTAA studies

SDC consults further with the Gypsy and Traveller support agencies to identify any persons known to them who would prefer to live on a site and also disseminate housing information to those on sites and to utilise the homelessness service

SDC Housing and Education departments and community officers work to develop a suitable monitoring process which can inform future TNA studies – best practice could be sought through cross-boundary work with neighbouring authorities.

## Short-Term Unauthorised Encampments

- 4.30 According to stakeholders roadside encampments do occasionally occur. Selby District is considered to be at the crossroads of a number of travelling routes, in particular the A1 corridor, and as such is considered a *natural stopping point and in-between where they want to be*, however, a Gypsy and Traveller representative felt that, although it is a traditional stopping place, Travellers are avoiding the area because they feel the *Council's aren't flexible or reasonable*.
- 4.31 One Member referred to a one-off gathering of around 5000 Gypsies and Travellers in the Carlton Towers area in summer 2012.
- 4.32 There is reportedly a surge in the number of unauthorised encampments during the summer, the main reason for this is travel to and from the various Traveller related events and fairs at Appleby, Seamer, Doncaster and Scarborough. A Gypsy and Traveller representative argued that there is a lack of Transit Provision on the route thus it is inevitable that unauthorised encampments occur during this time. However, the new development at Burn will be addressing this transit issue.

## Site Location and Site Criteria

- 4.33 Stakeholders were asked to consider what Gypsies and Travellers find particularly attractive about living in Selby District. One officer argued that, for a wide variety of people, Selby is attractive and offers a green, pleasant environment with low council tax. A Gypsy and Traveller representative was of the opinion that the community have traditionally worked in the area and as a result families have settled in the area. For those who have settled in the area it affords them good access to other areas.
- 4.34 Stakeholders were aware that through consultation with the Gypsy and Traveller community the SADPD revealed a preference for a site in the western half of the District which allows for good access to the national Motorway network and West Yorkshire conurbations. However, it was noted that land in this area of the District is predominantly green belt which restricts the likelihood that planning applications will be permitted (as set out in the site criteria below).
- 4.35 As explained by officers site criteria are set out in the SADPD which is one of the main documents used in the Local Development Framework to deliver the vision set out in the Council's Core Strategy. The purpose of the SADPD is to identify sufficient sites to accommodate the development found to be required in the District up to 2026 including *Site(s) for ten Gypsy and Traveller pitches*.<sup>2</sup>
- 4.36 As outlined by an officer potential Gypsy and Traveller sites will be considered using the following criteria. They should:
- Not be in green belt (consistent with national policy)
  - Not be in flood zone three (consistent with national policy)
  - Be close to facilities (where you would locate the settled community)
  - Be close to the main road network (to be within 5km drive to the main junctions).

<sup>2</sup> <http://www.selby.gov.uk/upload/SADPD-Pref-Opt-Part-1.pdf>

- 4.37 However, officers considered the site criteria to be problematic and argued for greater flexibility when deciding upon the suitability of sites. It was felt that national policy should take into account the different preferences that the Gypsy and Traveller community may have. As discussed below, a ‘myth busting’ session held with Gypsies and Travellers found that some Gypsies and Travellers preferred sites near facilities, whereas others would prefer a rural location and would accept a greater distance from the settled community.
- 4.38 This view was echoed by a representative of the Gypsy and Traveller community who felt that when considering access issues private and public sites have to be considered differently. For instance when a Traveller buys a piece of land this suggests that the person is happy with the location, even in the event that it is not close to amenities. On the other hand, a public site will need to be located close to amenities because the assumption is people living on social sites have less disposable income and may have to use public transport.
- 4.39 All but one Elected Member argued that access to facilities should be the main consideration when thinking about the location of a site.
- 4.40 When considering accommodation for Travelling Showpeople, the representative of the Showmen’s Guild argued that, from experience, finding a suitable location and available suitable land is a key constraint, particularly considering that any site location will have to factor in proximity to main roads and accessibility for heavy vehicles.
- 4.41 Interestingly, the representative put forward a different approach for providing accommodation for Travelling Showpeople and suggested that SDC could, in the future, identify and sell land to the Showmen’s Guild who would be responsible for managing and renting out plots. The representative admitted this was not a tried and tested alternative but felt this alternative would provide a form of affordable housing for Travelling Showmen, in particular those just starting out and older Showpeople who are looking to retire. The representative was willing to consult with SDC in the future on any issue relating the needs of Travelling Showpeople.
- 4.42 We recommend that:

The Gypsy and Traveller community are consulted on the future provision of suitable locations

Where possible, site criteria is viewed with flexibility and takes into account the ownership of the site (public and private)

Make further contact with the Showmen’s Guild on a regular basis to discuss future need in the area.

## Community Relations – Myth Busting

- 4.43 There was general agreement that, where there are settled sites, community tension is not an issue. One Elected Member disagreed and claimed that the community are opposed to *any* Gypsies and Traveller site, authorised or unauthorised.
- 4.44 Stakeholders were of the view that community tensions arise in response to unauthorised encampments and proposed new sites and referenced the previous call for sites consultation which they felt was influenced by misconceptions and, as a result, had been quite negative. However, a Gypsy and Traveller

- representative and Elected Member argued that, in the main, community tensions don't exist and blamed the site consultation process, which includes *completely inappropriate locations which nobody wants* including the Gypsies and Travellers, which results in unnecessary tension between the two communities.
- 4.45 Overall, officers and most Elected Members felt an awareness campaign to improve people's perceptions of the community should be a key priority. Two Elected Members felt that more positive action should be taken forward to improve the relationship between the settled and Traveller community.
- 4.46 The Council and North Yorkshire Steering Group have already attempted to improve perceptions through myth busting sessions. Taking this forward Horton Housing has facilitated a joint session with Elected Members and Gypsies and Travellers. The focus of the group was to develop a better understanding of the Gypsy and Traveller community allowing Travellers to give their experiences and to dispel common misunderstandings held by the settled community for instance that Travellers don't pay tax.
- 4.47 An officer explained that the session was certainly useful insofar as it raised issues around site location preferences as aforementioned in paragraph 4.37. The officer claimed that there had been positive feedback from the fifteen councillors that attended, including how useful they thought the session was. The myth busting session was viewed positively by the majority of Elected Members who agreed that it had improved knowledge, increased awareness and challenged the views held by councillors. However, one member revealed mixed feelings about the session adding that *I am not sure we all laid our cards on the table* suggesting that members were not entirely open about their issues at the session. Nevertheless, there was strong support for the usefulness of this type of forum.
- 4.48 It was said that this was only the start of the myth busting process and that, moving forward, they intended to engage with the general public and the following three groups:
- Local media;
  - The Burn site community; and
  - The transient community.
- 4.49 On a positive note, officers were of the opinion that levels of acceptance amongst the settled community have increased recently and, in the instances of unauthorised encampments, *it does not hit the headlines as much as it used to*.
- 4.50 We recommend that:
- Current initiatives (myth busting) should be continued and good practice should be shared
  - Any future work to identify site locations avoids consulting on unsuitable and unrealistic sites
  - SDC encourage and provide support for work on education and dispelling myths within the community.

## Consultation with the Traveller Community

- 4.51 Consultation is said to be on an as and when basis. Council officers use a contacts database which includes national groups whenever there are planning related activities, allocations work or an issue specifically related to the community. For instance, when refurbishing the public sites (Burn and Carlton), tenants were



consulted on issues such as cupboard space and layout. This was said to have worked well and *most of their preferences were matched*. As aforementioned residents were said to be happy with their new units.

- 4.52 However, the Gypsy and Traveller representative considered the current approach to consultation to be inadequate and argued that the District needs to devote time and money to working with the Traveller community in order to *start building some trust*.
- 4.53 Elected Members supported the development of a communication channel which would be useful when consulting on specific issues. One Elected Member felt that it would be beneficial to have a representative from the Gypsy and Traveller community to act as a spokesperson by sharing the views and opinions of the Gypsy and Traveller community with the settled community. Others argued that the Gypsy and Traveller community should be encouraged and enabled to achieve greater local political representation.
- 4.54 We recommend that:

SDC develop a process for on-going consultation with the community (rather than on an as and when basis)

SDC works with support groups to empower members of the Gypsy and Traveller community to become representatives and to attend the North Yorkshire Steering Group Meetings.

## Future Accommodation Need

- 4.55 There was a general agreement that, for the reasons explained subsequently, additional accommodation is required. Of all the stakeholders, only one Elected Member disagreed with this assessment and predicted that, in the future, more members of the Gypsy and Traveller community will look to settle into bricks and mortar, thus decreasing the demand for site provision.
- 4.56 The two sites in Selby are considered to be stable with very low levels of occupancy turnover. However, there is said to be growing pressures, stemming from current family expansion and future family formation, on current accommodation. Officers were of the opinion that this has given rise to current overcrowding:

*Being familiar with the tenants and their families, I am aware that in terms of planning ahead for future years, there will be a substantial need for further pitches for those on sites who are already struggling to accommodate growing families...We have a number of 15-18 year olds who were born on these sites and have outgrown the caravan of their parents and in the near future will require pitches of their own*

*Current site provision cannot facilitate the needs of larger families who require 2, perhaps 3 caravans on a pitch, and additional vehicles*

*The sites at Selby were intended to be transit sites but some residents have been on there for 15 years. Families who are there now seem pretty settled and they have children going to school – all I can see is that the need will expand when the family expands and grows – they don't like moving away from the family. The plots are becoming a little overcrowded – there is a definite need.*

- 4.57 Elected Members gave a variety of reasons why additional permanent provision is required in the District:

*They need more permanent accommodation so they put an end to it. It will stop people just turning up and saying "well you haven't got any provision, your report says you haven't got enough, so you cannot turf me off"... There are those who buy the land, park their caravans on it and then apply for planning but they haven't really got any other choice*

*We have a duty to provide it...we should provide it anyway*

*In the previous report there was a clear lack of provision.*

4.58 In terms of meeting future need the additional 15 pitches, adjacent to Burn Airfield, were considered positively by stakeholders.

4.59 Stakeholders put forward two ideas for dealing with the long-term developments with temporary planning and unauthorised encampments. An Elected Member was of the opinion that those currently dwelling in unauthorised sites and, therefore, should be moved onto the new site at Burn.

4.60 Alternatively, a Gypsy and Traveller representative was of the opinion that the District could meet its five year supply by granting sites, which currently have temporary permission, permanent planning permission. An Elected Member was of a similar opinion and referred to an unauthorised site which has been on the Boot and Shoe site for a number of years. The Member was of the impression that the site has *no problems, is run very well and Travellers living at the site are happy*. The member thought that, in order to meet future accommodation needs, SDC *should* grant retrospective planning permission on that site *as they have done in other cases*.

4.61 Discussion of Transit Provision led most stakeholders to observe that a *temporary* stopping site is required for those who travel through the area en route to the horse fairs and shows in the area. An Elected Member indicated a possible location and a suitable size:

*For those that I have seen on the side of the road, there could be between five and ten pitches and it could be managed by Horton Housing because it could be attached to one of their sites. For instance it could be the one on the old A1 site (the Boot and Shoe site) because there is space around that area.*

4.62 When asked what they envisage will happen over the next fifteen years, one officer stressed the importance of the forthcoming TNA which will ultimately determine the future direction of SDC. Whatever comes out of the TNA one Elected Member was keen that SDC explore opportunities for financial assistance from central government to provide suitable sites, particularly if additional accommodation is required.

4.63 However, there was the question of whether anyone has the *political will* to address the accommodation needs of the community. One Elected Member explained that *it is difficult to muster the political will* when the *settled community jump up and down about it when the issue is raised*. It was recognised that, although this is not fair opposition, it does place Elected Members in a difficult position in terms of being seen to support the accommodation needs of Gypsies and Travellers.

4.64 In summary:

It is generally agreed that there is a shortfall in the provision of sites which stems from natural growth and future family formation and sites which have temporary planning permission

Most stakeholders agree that this shortfall can be met through the proposed site at Burn

There is disagreement surrounding the future of those with temporary planning, namely:

Those with temporary planning permission be given permanent permission

All those with temporary planning permission be housed in the new site

Transit provision would be beneficial during the summer months when Travellers are en route to various events – possibly this would only need to be a temporary seasonal site.

The new ten plot site near Thorpe Willoughby will meet the Travelling Showpeople need identified in the 2009 NYARS.

## Cross-Boundary Issues

4.65 As stated in the Planning Policy for Traveller Sites, Local Authorities have a duty to cooperate on planning issues that cross administrative boundaries. Interviews were achieved with officers representing North Yorkshire County Council and surrounding authorities which include:

Craven  
Doncaster  
East Riding  
Hambleton  
Leeds  
Richmondshire  
Ryedale  
Wakefield  
York.

4.66 In general, interviewees representing North Yorkshire could not identify any clear cross-boundary issues that they felt were in need of consideration, it was argued that there are different circumstances and varying levels of need within the area:

*There are a number of unauthorised encampments across the County and some districts in North Yorkshire have more than others. York, Selby and Hambleton, they are the areas with the larger Gypsy population and then Harrogate and Ryedale have their population with Craven, Scarborough and Richmondshire with less.*

4.67 When considering the transient Traveller population movement, a few interviewees raised the issue of one family which travels across the North Yorkshire districts on a continual basis. One interviewee argued that deciding who has responsibility for the family is a complicated issue which can prompt some cross-border discussion.

4.68 In general, movement is thought to be influenced by historic ties; movement to and from the horse fairs in Appleby, Darlington and Scarborough (up the A19); holidays and traditional stopping points. When asked to describe the aforementioned travelling patterns, interviewees stressed that information is not collated in a way that would enable them to make informed assessments. The North Yorkshire Steering Group has been set-up to address this issue, improve cross-border working and the exchange of information across the areas and is said to be currently working towards establishing data on the stopping patterns across the area.

4.69 The North Yorkshire Steering Group is also working on developing a single protocol for managing unauthorised encampments across the area. District Councils have different policies and approaches to moving families on, which is thought to create conflict and inconsistency. One interviewee thought it would be beneficial if there was cross - border clarity – this would allow support workers to be clearer when giving support and advice:

*The Districts don't actively try to move them over to another district and we are working to try to get to a point where we've got one consistent policy on unauthorised encampments across the county and City of York.*

- 4.70 According to one officer, cross-border working beyond North Yorkshire could be improved and communication with other neighbouring areas would be beneficial particularly regarding transit issues during the Appleby Fair and the possible benefits of working with Durham who do provide sites:

*We have not talked to Durham, Teesside or York regarding those issues – we may have been a bit insular in what we have been doing. The main part would be the communication on the unauthorised side of encampments – there are travelling routes from the south up to the north through to Appleby Fair. By talking to Durham who have a lot of provision during the Fair, they open up various sites for temporary usage. If we worked closer to Durham and we had people stopping on our highways and they were in reasonable distance to Durham and it was open we could redirect them there.*

- 4.71 An officer representing Leeds (West Yorkshire) also shared this view. The officer explained that Local Authorities making up West Yorkshire (Leeds, Bradford, Wakefield, Kirklees and Calderdale) meet on a quarterly basis. Issues discussed at the meetings include site issues (three of the LAs have sites), any commonalities, unauthorised encampments, movement, trends and sharing best practice. When dealing with Traveller related issues it was argued that it would be sensible if there was contact between West and North Yorkshire, as traveller related issues are difficult to understand within a vacuum:

*Because I don't have contact with any officers in those authorities I don't know what is happening there...I would assume they have a number of unauthorised encampments and have similar issues to us – for instance a need for additional pitches – the same as in other areas. I think it would make sense for cross-border working to happen.*

- 4.72 It was argued that joint working between the two areas would be beneficial. Cross-border movement occurs when travellers move Northwards through the UK en route to the various fairs at Appleby, Scarborough and Darlington. Therefore, there are opportunities to manage these encampments on a larger, more strategic level. One officer claimed that a favoured stopping point in Leeds is in Ledsham, which is in close proximity to the Selby border. Potentially, the Great North Road on the border of Leeds and Selby was seen as an area where cross-border movement could occur in the future.

- 4.73 It was the view of the officer that these issues and possible solutions, such as transit provision provided jointly by Selby and Leeds, could be explored if there was communication between the two areas. Sharing best practice and new ideas was also seen as helpful; for instance, Leeds have developed a new approach to reducing the amount of unauthorised encampments through creating a tolerated site with basic facilities for the families that it knows travel around the area. It was argued that this approach has worked well.

- 4.74 Two officers (one from North Yorkshire and one from West Yorkshire) referred to a family who are residing in Selby but access most of their services from Leeds. They reflected positively on the joint working which is taking place between the two areas.

- 4.75 An officer representing Wakefield (West Yorkshire) felt they would need to bear in mind where they position sites in the future and in doing so would need to work with Selby and the other Councils like Doncaster.

- 4.76 An officer representing Doncaster (South Yorkshire) revealed that there is a large Gypsy and Traveller and Travelling Showpeople population – with a need for further provision particularly for Showpeople. The officer reported issues in terms of overcrowding on sites. The turnover rate for the Council sites is reportedly quite high at around 18%. However, there are no records to show where people move and why.
- 4.77 Doncaster is said to be on the main travelling route (the A1) and the officer was of the opinion transit provision would provide a *link between the authorities*. However, the priority for Doncaster is to meet the needs of its existing population and create more permanent provision.
- 4.78 The officer felt that there has been a lack of cross-boundary work and in terms of recording unauthorised encampments it was argued that this should be routine and consistent across the region, however, the South Yorkshire assessment identified the different approaches used to record encampments. As such, it was suggested that cross-boundary work, identifying best practice on recording methodology, would be helpful and could provide a basis on which to share information in the future. The officer added that sharing best practice and guidance on carrying out the TNA would *provide more certainty* and would be helpful.
- 4.79 East Riding reported no issues.
- 4.80 We recommend that:

#### Within North Yorkshire

Current initiatives (establishing travelling patterns and single enforcement protocol) led by the North Yorkshire Steering Group should be continued and good practice should be shared

Officers within Housing and Community departments meet to discuss procedures, protocols and data exchange

Consideration should be given to the outcome of the TNA assessments across North Yorkshire.

#### Outside North Yorkshire

North Yorkshire County Council should attend the West Yorkshire Steering Group

Consideration should be given to holding a regional forum to discuss issues relating to:

Better understanding accommodation needs across the region

Recording and sharing data on unauthorised encampments

Sharing best practice on TNA methodology

Discuss the issues related to transit provision including necessity and possible locations.



## 5. Gypsy and Traveller Population

### Survey of the Gypsy and Traveller Population

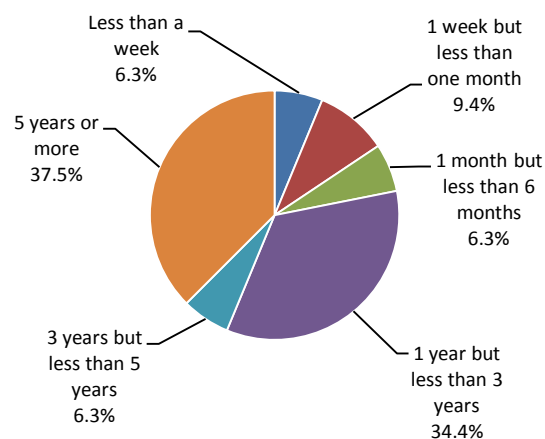
- 5.1 One of the major components of this assessment was a detailed survey of the Gypsy and Traveller population in Selby. This aimed to identify current households with housing needs, and to assess likely future household formation from within the existing households to help judge the need for future site provision. The survey sought to provide a baseline position on the resident Gypsy and Traveller population of Selby.
- 5.2 Interviews were attempted with every Gypsy and Traveller household in the area who were present between August and September 2012. Therefore, the baseline point for the findings of this study is September 2012. Throughout the survey period interviewers worked from 9am to 7pm each day and made repeated visits to each household until a successful interview was concluded. In total, interviews were achieved on-site with 32 households and a further 4 in bricks and mortar.
- 5.3 Throughout this study the person responding to the survey will be referred to as the respondent, and in questions which refer to all people in the household they will be referred to as household members. Throughout the remainder of this report the majority of numbers which appear on the charts represent the percentage of respondents who appear in that category. The purpose of showing percentages is to allow the results of the survey to be extrapolated to the whole Gypsy and Traveller population of Selby. In a few cases it is more appropriate to use the actual number of respondents, and these cases are clearly identified. In all charts those respondents who answered 'don't know', or did not answer the question, are omitted unless otherwise stated.



## Length of Residence

- 5.4 Many Gypsies and Travellers surveyed had a long period of residence in Selby. 38% of respondents had lived on their current site for more than 5 years.

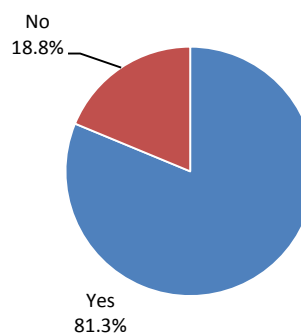
Figure 2  
Length of Time Respondents Have Lived on Their Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Permanent base

- 5.5 81% of respondents identified their current site as being their permanent base. Of those who identified their current site as not being their permanent one, all were on private sites. Some had no permanent bases and simply travel constantly, while others were just visiting the area.

Figure 3  
Whether Respondents consider their current site to be their permanent base (Source: Survey of Gypsy and Traveller Population On-site 2012)

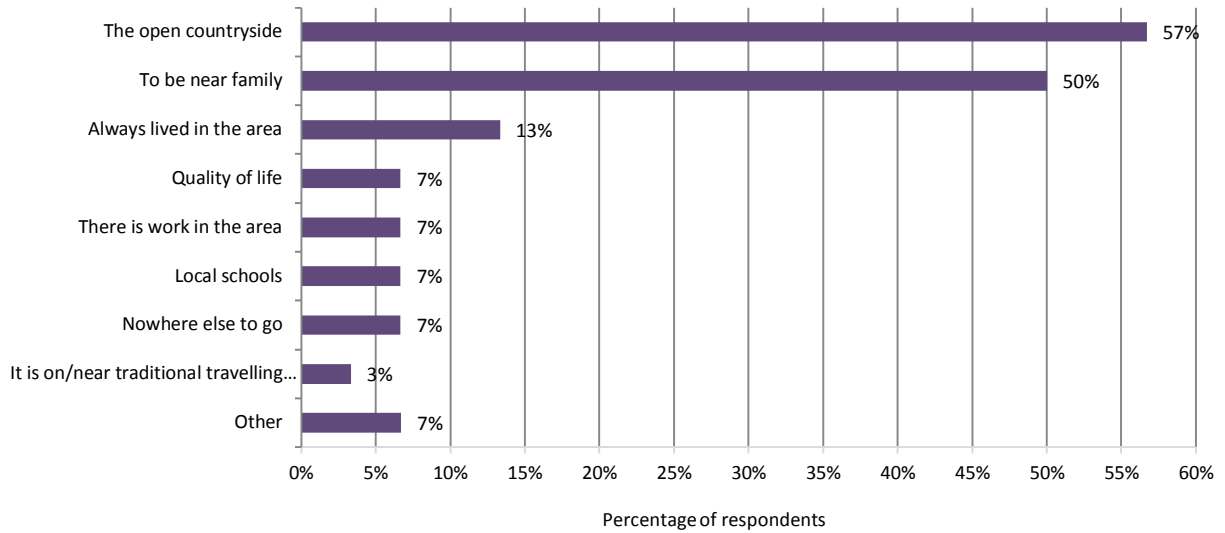


## Attractions of Living in Selby

- 5.6 Respondents were asked to identify the main reasons that attracted them to live in Selby. They were allowed to select as many reasons as they wished from a list of nine options.
- 5.7 The main factors which attracted respondents to Selby were the open countryside or to be near to their family.

Figure 4

What Attracted Them to Live in the Area, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)

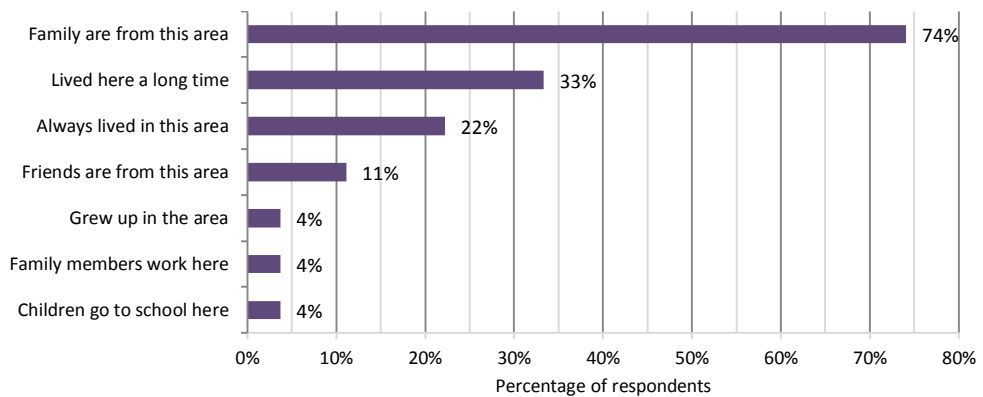


## Connections with the Area

- 5.8 Nearly nine-in-ten respondents felt they have strong connections to Selby (88%). In particular the main connection that Gypsy and Traveller households felt to the area was that their family were from the area; while many had either lived in Selby for a long time or had always lived in the area.

Figure 5

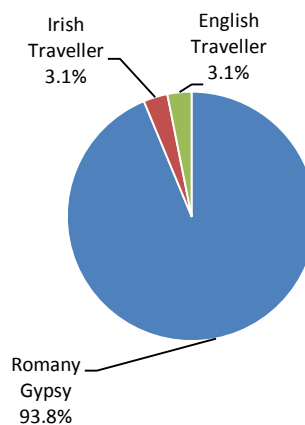
Nature of Local Connections in Selby, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Ethnicity

- 5.9 More than nine-in-ten respondents explicitly identified themselves as being Romany Gypsy.

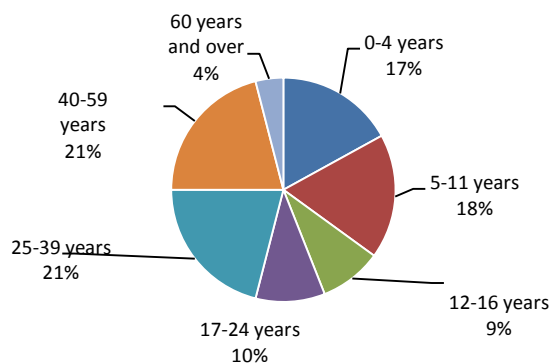
Figure 6  
Ethnicity of Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Age and Household Profile

- 5.10 The households showed a mixed range of ages across their members. 4% of household members were aged 60 years or over, but 44% of all household members were aged 16 years or under. 27% of all household members were of school age and another 17% were children aged 4 years or less.

Figure 7  
Age of Household Members, by all Household Members (Source: Survey of Gypsy and Traveller Population On-site 2012)

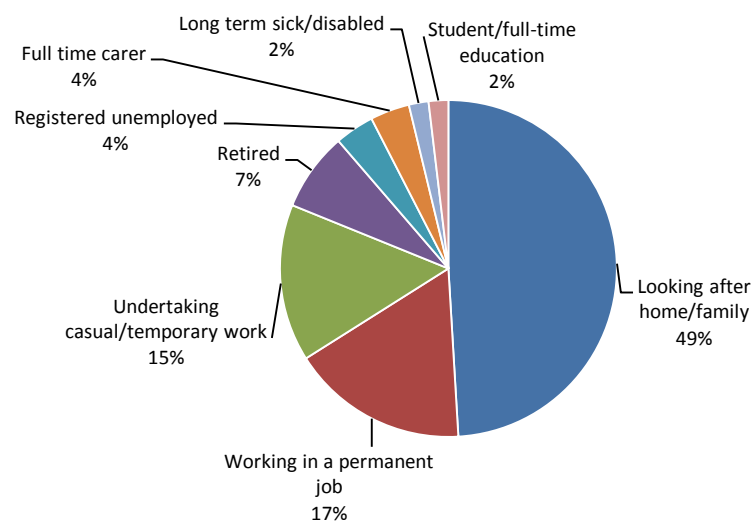


## Employment Status

- 5.11 Of those who had their employment status recorded, 49% were looking after their home/family, 7% were retired and 4% registered unemployed. 17% had a permanent job, while another 15% had casual/temporary work.

Figure 8

Employment Status of Household Members, by All Household Members Aged Over 16 Years (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Health Problems

- 5.12 28% of respondents interviewed reported that their household contained at least one member with a long-term health problem. However only one respondent reported that adaptations were required in their home to meet the needs of the household members currently suffering with health problems.



## 6. Existing Sites

### Type of Site

- 6.1 28 of the on-site interviews were completed on authorised sites (13 on private sites and 15 on public sites). 4 interviews were conducted on unauthorised developments or encampments.

### Type and Number of Caravans

- 6.2 All respondents were asked if they require extra caravans. The evidence from the survey is that only three households would like more caravans within their existing household. Only one of these had space at their existing pitch to accommodate these caravans.
- 6.3 The phrasing of this question focused on a need rather than a demand for more caravans. Respondents were asked, irrespective of who was purchasing the caravans, whether they needed more caravans for household members. Therefore, this question simply reflected a perceived need for more caravans, rather than an ability to afford (demand for) more caravans.

### Views of Sites

- 6.4 The majority of respondents were satisfied with their sites. 81% of respondents expressed satisfaction with their site, with 66% stating they were very satisfied. Only 3% expressed dissatisfaction.
- 6.5 Figure 10 shows the improvements which were identified by respondents as being required at their permanent sites. The majority of households are satisfied with their sites and a reflection of this is that 63% of respondents felt that no improvements were required on the site.
- 6.6 Of the respondents who did cite improvements, just over one-in-ten wanted improved road surfacing. Nearly one-in-ten respondents reported that they wanted better toilet facilities and larger pitches.

Figure 9  
Satisfaction with Current Site, by all Respondents (Source: Survey of Gypsy and Traveller Population On-site 2012)

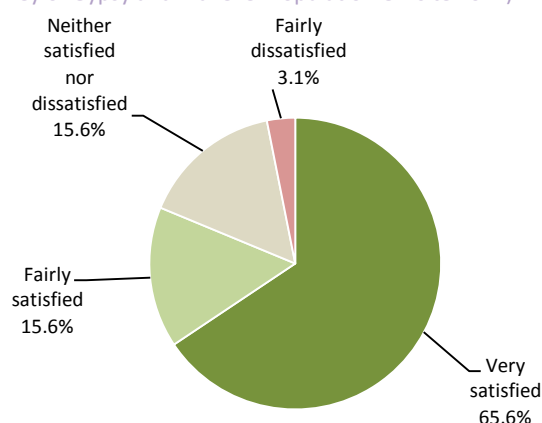
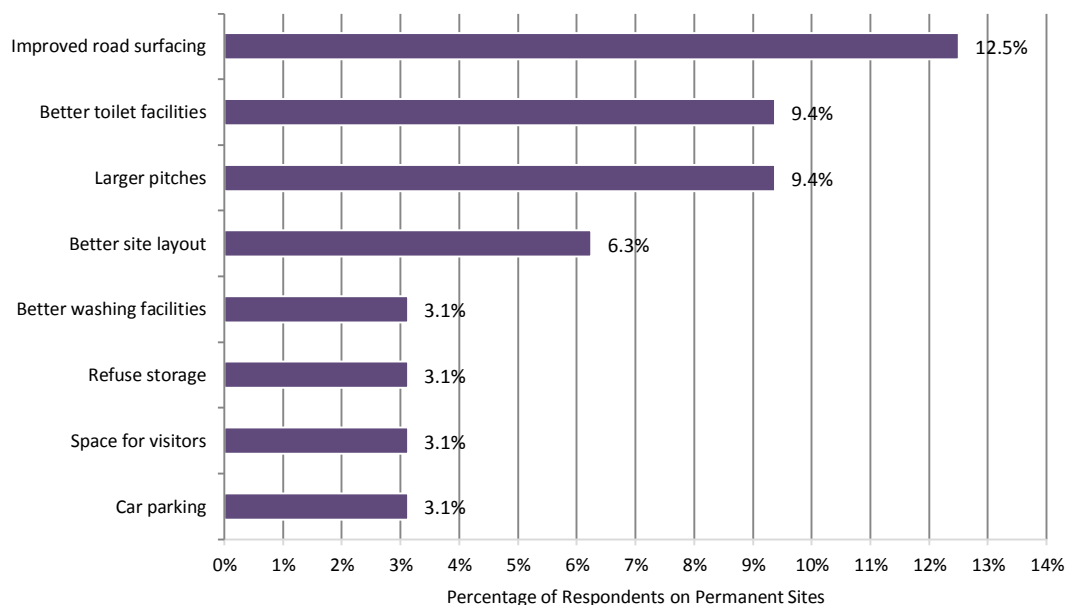
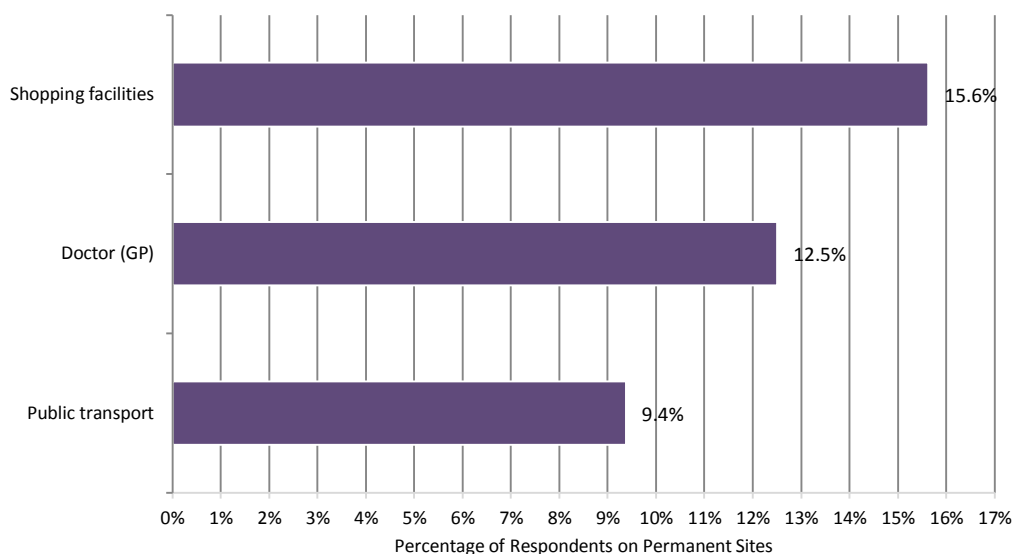


Figure 10  
Improvements Respondents Would Like to See on Their Site, by all Respondents on Permanent Sites (Source: Survey of Gypsy and Traveller Population On-site 2012)



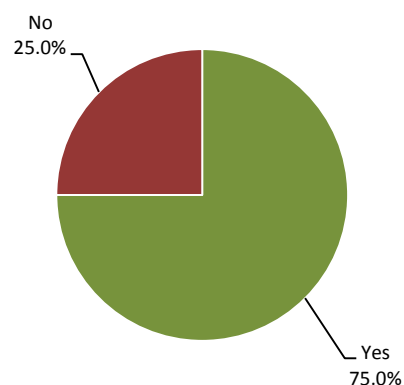
6.7 When asked what services they needed that they had difficulties accessing, the highest proportion of respondents cited shopping facilities (16%) and Doctor (GP) (13%) as being the hardest services to access.

Figure 11  
Services needed by respondents or their families that they have had difficulty accessing, by all Respondents on Permanent Sites (Source: Survey of Gypsy and Traveller Population On-site 2012)



- 6.8 Three quarters of respondents feel that their current accommodation and site meets all of their needs in terms of accommodation quality, space and site facilities (Figure 12). However, 8 respondents stated that their current site did not meet their accommodation needs.
- 6.9 The main reasons given by those who feel that their current accommodation and site do not meet their needs said that this was because their accommodation was too small and that the site was dirty/polluted poor state of repair.
- 6.10 Of the 8 respondents who felt that their current accommodation and site did not meet their needs, all said that their needs could be addressed at their current pitch.

Figure 12  
Whether current accommodation and site meet all of respondents' needs (Source: Survey of Gypsy and Traveller Population On-site 2012)



## Propensity to Travel

- 6.11 53% of respondents reported that they had not travelled at all during the last 12 months, but 29% of those who did not travel in the past 12 months had travelled in the past. The most common reasons households gave for not travelling were due to ill health of some family members, so that children could receive an education and that they wanted a more settled lifestyle.





# 7. Future Site Provision

## Site Provision

- 7.1 This section focuses on the extra site provision which is required in Selby currently and over the next 15 years by 5 year segments. This time period allows for robust forecasts of the requirements for extra provision based upon the evidence contained within this survey.
- 7.2 The March 2012, the CLG document ‘Planning Policy for Traveller Sites’, requires an assessment for future pitch requirements, but does not provide a suggested methodology for undertaking this calculation. However, as with any housing assessment, the underlying calculation can be broken down into a relatively small number of factors. In this case, the key issue for residential pitches is to compare the supply of pitches available for occupation with the current and future needs of the households. The key factors in each of these elements are set out below:

## Supply of pitches

- 7.3 Pitches which are available for use can come from a variety of sources. These include:
- » Currently vacant pitches;
  - » Any pitches currently programmed to be developed within the study period;
  - » Pitches vacated by people moving to housing;
  - » Pitches vacated by people moving out of the study area – this will be identified as set out above;
  - » Pitches vacated due to the dissolution of households (normally through the death of a single person household).

## Current Need

- 7.4 There are four key components of current need. Total current need (which is not necessarily need for additional pitches) is simply:
- » Households on unauthorised developments for which planning permission is not expected;
  - » Concealed households;
  - » Households in brick and mortar wishing to move to sites; and
  - » Households on waiting lists for public sites.

## Future Need

- 7.5 There are three key components of future need. Total future need is simply the sum of the following:
- » Households living on sites with temporary planning permissions;
  - » New household formation expected during the study period; and

» Migration to sites from outside the study area.

7.6 We will firstly provide the model as set out above for Gypsies and Travellers. We will then separately analyse the possible need for additional transit provision in the study area before repeating the calculation for Travelling Showpeople.

## Current Gypsy and Traveller Site Provision

7.7 There are currently 24 pitches on public sites in Selby. The number of pitches on authorised private sites is harder to determine because the Flaxley Road caravan site in Selby is not exclusively occupied by Gypsies and Travellers. While the site has permission to accommodate up to 32 families, the household survey interviewed eight Gypsy and Traveller households on this site. The three sites in Selby with temporary planning permissions have capacity for seven pitches and there are three pitches on unauthorised developments. Therefore, there are at least 18 pitches occupied in the district beyond those on public sites and probably more. Therefore, we have allowed for a total of 45 households in the district.

7.8 The next stage of the process is to assess how much space is, or will become, available on existing sites. The main ways in which space is/will be freed are:

- Current empty pitches;
- New sites or site extensions which are likely to gain planning permission;
- Migration away from the area;
- Movement to bricks and mortar;
- Dissolution of households.

7.9 Currently, all authorised site pitches are occupied, so there is no available space. Selby Council is seeking to develop a new 15 pitch site near the existing public site at Burn. At the time of this study, a planning application was being considered prior to a decision. Local issues are being addressed as a result of the consultation process, but there remain a number of concerns. Therefore we have not counted this as part of the future supply, so currently, within the assessment; no additional pitches are expected to be granted permission.

7.10 For out-migration to other areas households will also wish to move in the opposite direction. Therefore, we have treated these as being part of the future need section of the calculation.

7.11 The dissolution of a household occurs when all the members leave the household. Common ways for a household to dissolve are for a person living on their own to die, or to move to an existing household. Given that households will also form in the future we have treated the net growth in household numbers as being part of the future need.

## Additional Site Provision: Current Need

7.12 The next stage of the process is to assess how many households are currently seeking pitches in the area. Groups of people who are likely to be seeking pitches will include those:

- » Households on unauthorised developments for which planning permission is not expected;
- » Concealed households;
- » Households in brick and mortar wishing to move to sites; and
- » Households on waiting lists for public sites.

## Current Unauthorised Developments

- 7.13 As noted earlier, Selby contains a small number of unauthorised sites. At the time of the survey the area contained two unauthorised sites. At the time of writing, one of these sites 'The Sycamores Sutton Lane Byram' is currently at planning appeal following an initial planning permission refusal. The other site near Drax has no planning application history. All households interviewed wished to remain in Selby and have been counted as need within this study.

## Concealed Households

- 7.14 A concealed household occurs when two households occupy one pitch when ideally they should be occupying two pitches. This is not simply overcrowding, but is a sharing of a space by households who should and would wish to be living on their own pitches, but cannot do so due to a lack of space. There is no evidence from the household survey of any concealed households.
- 7.15 This survey has identified three households who would like more caravans or trailer, or who said their current accommodation was too small. This is not an objective measure of overcrowding, but can be thought of as households who felt that they were overcrowded. However, this study feels that no extra net pitch provision is required for this group.
- 7.16 To understand the reasons for this it is necessary to consider how these overcrowding options can be addressed. For a household who feel that they need more caravans or trailers there are two possibilities. Either the extra caravans or trailers could be accommodated on the existing pitch, or if this is not possible, a new larger pitch is required. In Selby, one household who reported that they need more caravans feel that their needs could be met at their current pitch, while two would need to move from their pitches at private sites to find more space.

## Bricks and Mortar

- 7.17 Identifying households in bricks and mortar has been frequently highlighted as an issue with Gypsy and Traveller Accommodation Assessments. We would note that households who are seeking to move from housing to public sites can express a desire to do so through registering on the waiting list for public sites and therefore will have been counted elsewhere in this calculation.
- 7.18 We would also note that for a number of recent studies undertaken by ORS we have worked with national Gypsy and Traveller representatives to identify households in brick and mortar. For a number of recent studies the representatives reported over 100 known households in housing and they encouraged them to come forward to take part in the survey. The actual number who eventually took part in the surveys ranged from zero to six household per area, and not all wished to move back to sites. Therefore, while there is anecdotal evidence of many Gypsies and Travellers in housing, most appear to be content to

remain there and when provided with the opportunity by national representatives to register an interest in returning to sites few choose to do so.

- 7.19 For this study all stakeholders connected to the study area were asked if they knew of any households in bricks and mortar who would wish to take part in the survey. In total four interviews took place with households in bricks and mortar. None of these households expressed a desire to move back to sites, so no provision has been made for any movement. The 2011 Census identified a total on 158 Gypsy and Traveller persons living in Selby. Given that the pitches on-site will account for most of this population, this would indicate that the population in bricks and mortar is comparatively low.
- 7.20 It is also the case that with most face to face surveys undertaken on-site by ORS, a small number of households are seeking to move to bricks and mortar. However, in this case no household did wish to move from on-site to bricks and mortar.
- 7.21 Several potential sources of information on need arising from bricks and mortar have been interrogated in the study area as set out above. However there is no primary evidence of need arising from bricks and mortar. In the experience of ORS, deriving a need from this source based on assumptions derived from data elsewhere would be neither reliable nor appropriate, given the very low need found from this source in other studies by ORS. Therefore, the need arising from movement from bricks and mortar to sites is assessed as zero.

## Waiting Lists for Public Sites

- 7.22 The method of registering a desire to obtain a pitch on a public site is through placing your name on the waiting list held by Horton Housing. Across the two public sites in Selby, there are currently 7 households on the waiting list. Their current circumstances are set out below.
- One applicant who is living in bricks and mortar housing in Selby.
  - Two applicants who are on unauthorised sites in Selby.
  - One who is living on a site in North Yorkshire.
  - Two from outside the area that are trying to join family on the sites.
  - One who is from outside the area with no local connection.
- 7.23 We would note that this study has already considered the needs of those currently on unauthorised sites in Selby and therefore there is no need to count them additionally here.
- 7.24 Similarly those households who are currently living on authorised sites and wish to transfer to Selby do not necessarily represent need in Selby. In many cases the desire to live on these sites can be considered to be aspirational rather than need. The households are not currently homeless or living in bricks and mortar while not wishing to do so. Therefore, we have included the two households seeking to join family members and the one household in bricks and mortar as being need. This generates an additional need of three pitches.

## Additional Site Provision: Future Need

- 7.25 The next stage of the process is to assess how many households are likely to be seeking pitches in the area in the future. The number of households seeking pitches will include those:
- » Households living on sites with temporary planning permissions;
  - » New household formation expected during the study period; and
  - » Migration to sites from outside the study area.

## Temporary Planning Permissions

- 7.26 Selby currently has three sites with temporary planning permissions, with a combined total of 7 pitches. In all cases the permissions will expire within the next 5 years, they have therefore been counted as need within this assessment, but not as supply of pitches.

## New Household Formation

- 7.27 It is recognised that an important group for future pitch provision will be older children who form their own households. Many studies of Gypsy and Traveller populations assume a net growth in the population of around 3% per annum. Long-term trends indicate that the number of Gypsy and Traveller caravans on site has grown by 134% nationally in the past 34 years, which equates to a net growth of around 2.5% per annum. On the basis that the age profile for the Gypsy and Traveller population in the study area is not exceptional, it is this figure of 2.5% that is used in this study for the calculation of future household formation.
- 7.28 When including the impact of compound growth, a 2.5% growth per annum provides for 45% growth over 15 years. This gives a total rounded net growth from household formation of 20 households. This figure already includes any household dissolution through death.

## In-migration from Other Sources

- 7.29 The most complicated area for a survey such as this is to estimate how many households will require accommodation from outside the area. Potentially Gypsies and Travellers could move to Selby from anywhere in the country. The number of household seeking to move to Selby is likely to be heavily dependent upon pitch provision elsewhere. It has been noted that a weakness of many Gypsy and Traveller Accommodation Assessments conducted across the country has been that they either allowed for out-migration without in-migration which led to under-counting of need, or they over-counted need by assuming every household visiting the area required a pitch.
- 7.30 Overall the level of in-migration to Selby is a very difficult issue to predict. We have allowed for a balanced level of migration on to existing sites. The advantage of allowing for net migration to sum to zero is that it avoids the problems seen with other Gypsy and Traveller Accommodation Assessments where the modelling of migration clearly identified too low or high a level of total pitch provision. An assumption of net nil migration implies that the net pitch requirement is driven by locally identifiable need.
- 7.31 Beyond this number, rather than assess in-migrant households seeking to develop new sites in the area, we would propose that each case is assessed as a desire to live in the area and that site criteria rules are

followed for each new site. It is important for Selby to have clear criteria based planning policies in place for any new potential sites which do arise.

## Overall Needs

- 7.32 The estimated extra site provision that is required now and in the near future for Selby will be 33 pitches to address the needs of all identifiable households. This includes the existing households on temporary or unauthorised sites, and growth in household numbers due to household formation.

Figure 13  
Extra Pitches which are Required in Selby from 2013-2028

Reason for Requirement/Vacancy	Gross Requirement	Supply	Net Requirement
<b>Supply of Pitches</b>			
Additional supply from empty pitches	-	0	
Additional supply new sites	-	0	
Movement to bricks and mortar	-	0	
<b>Total Supply</b>		<b>0</b>	
<b>Current Need</b>			
Current unauthorised developments or encampments and seeking to stay in the area	3	-	
Concealed households	0	-	
Movement from bricks and mortar	0	-	
Waiting list for public sites	3	-	
<b>Total Current Need</b>	<b>6</b>		
<b>Future Needs</b>			
Currently on sites with temporary planning permission	7	-	
Net migration	0	-	
Net new household formation	20	-	
<b>Total Future Needs</b>	<b>27</b>		
<b>Total</b>	<b>33</b>	<b>0</b>	<b>33</b>

## Split Public/Private Sites to 2028

- 7.33 To split the need by time period, we have taken any backlog of need and loss of sites with temporary permission as occurring in the first five years. Meanwhile, household formations have been assumed to occur evenly over the time period so beyond the next 5 years the level of growth in the population is even. In summary, Figure 14 sets out the net requirement for new pitch provision in 5 year period until 2028.

Figure 14  
Extra Pitch Provision in Selby by Time Period

	2013-2018	2018-2023	2023-2028
<b>Total</b>	<b>19</b>	<b>7</b>	<b>7</b>

## Transit/Emergency Stopping Site Provision

- 7.34 There is currently no transit site provision in Selby. Transit sites serve a specific function of meeting the needs of Gypsy and Traveller households who are visiting an area or who are passing through on the way to somewhere else. They do not have a function in meeting local need which must be addressed on permanent sites.
- 7.35 Therefore, the key issue in determining if there is a requirement for transit site provision is whether there is evidence of sufficient travelling through the area. We would also note that transit sites are an area where cross boundary working could prove to be particularly effective and that the transit needs of Gypsy and Travellers visiting North and West Yorkshire are an issue which should be considered at a more strategic level.
- 7.36 The household survey identified a number of households who were in Selby, but not at their permanent base. Therefore, a small transit site provision would provide for household visiting Selby and its surrounding area.

## Showpersons

- 7.37 A 10 plot Showperson's yard at Thorpe Willoughby was granted planning permission on appeal in 2013. Therefore, there is no identified need for Travelling Showpersons plots in Selby. Again it is important for Selby to have clear criteria based planning policies in place for any new potential Showpersons's yards which do arise.



## 8. Broad Locations

### Introduction

- 8.1 The study has investigated the potential for the identification of broad locations which will be a guide for the subsequent identification of specific sites.
- 8.2 Criteria for defining broad locations have been developed taking account of national policy, guidance, the results of the needs assessment and identified physical constraints. Broad locations have then been defined taking account of these key criteria.
- 8.3 The work has been informed by stakeholder interviews set out in section 4 above and a stakeholder workshop held on 16 January 2013. Stakeholders included Council representatives, Gypsy and Traveller support services, planning agents and representatives from the travelling communities from the Selby and Harrogate area.

### Policy background for determining locational criteria

#### *National policy*

- 8.4 National planning policy for Gypsies and Travellers is contained within Planning policy for traveller sites<sup>3</sup> (PPTS). This identifies three key criteria for identifying appropriate sites for delivery through the planning system. To be deliverable within five years or developable within years 6-15, sites should:
  - Be available - the site should be available now or there should be a reasonable prospect that the site is available at the point envisaged;
  - Be suitable – the site should be in a suitable location for development
  - Be achievable – there is a realistic or reasonable prospect that housing could be viably developed at the point envisaged.
- 8.5 Local planning authorities should identify sufficient deliverable sites to provide five years' worth of sites against their locally set targets. For years 6-10 and, where possible, for years 11-15, they should identify a supply of specific developable sites or broad locations for growth.
- 8.6 National policy recommends that criteria should be developed to guide land allocations if there is identified need and if there is no identified need, to develop criteria-based policies to provide a basis for determining planning applications which may nevertheless come forward.
- 8.7 Criteria "should be fair and should facilitate the traditional and nomadic life of travellers while respecting the interests of the settled community" (PPTS, para. 10). Many previous studies and local plan criteria based policies across the country have used very restrictive criteria which have prevented many reasonable

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<sup>3</sup> Planning policy for traveller sites, Communities and Local Government, March 2012

sites from coming forward. This is one of the principal reasons why the Government is no longer relying simply upon criteria based policies to bring forward suitable sites for Gypsies and Travellers.

- 8.8 PPTS identifies a series of issues for criteria to address to ensure that Traveller sites are sustainable economically, socially and environmentally. Specific policies set out the national approach towards sites in rural areas and the countryside (Policy C), rural exception sites (Policy D), sites in Green Belt (Policy E), mixed planning use sites (Policy F), major development projects (Policy G) and determining planning applications (Policy H).

### *Local policy*

- 8.9 The Selby District Local Plan (SDLP), which was adopted on 8 February 2005, is being replaced by a new Core Strategy, although policies in the adopted SDLP remain in force for the time being. Policy H16 is a saved policy designed to permit small-scale proposals for the accommodation of Gypsies, provided there is an established traditional need and subject to satisfying a number of individual suitability criteria.
- 8.10 Selby District Council submitted its Core Strategy to the Secretary of State for Communities and Local Government on 05 May 2011. The plan included Policy CP7 which listed a new set of suitability criteria. At the examination a number of proposed changes have been proposed, including the removal of detailed criteria, instead referring to applications for traveller development to be determined in accordance with national policy. The proposed changes policy states that “the Council will establish at least a 5-year supply of deliverable sites and broad locations for growth to accommodate additional traveller sites/pitches/plots required through a Site Allocations DPD, in line with the findings of up to date assessments or other robust evidence.”
- 8.11 A Site Allocations DPD (SADPD) was progressed in 2009, which included a significant amount of work towards Gypsies and Travellers. A Preferred Options document identified a potential site for allocation. The SADPD is now on hold while the Core Strategy adoption process continues.

### *Other policy and guidance*

- 8.12 Other relevant considerations which should be taken into account include:
- National policy set out within the National Planning Policy Framework,
  - Communities and Local Government (CLG) Best Practice Guidance: Designing Gypsy and Traveller Sites (2008); and
  - The views of the travelling and the settled communities.
- 8.13 These policies and guidance have been taken into consideration when developing criteria for identifying broad locations within Selby District.

### *Criteria for identifying broad locations*

- 8.14 At the stakeholder workshop, detailed discussion centred around the following themes:
- Fit with spatial strategies
  - Settlement hierarchy and the relationship of sites to sustainable settlements

- Access to the road network and major public transport corridors
- Accessibility to key services
- Impact on local infrastructure
- Fit with identified needs
- Location of current site provision
- Pattern of movements through the district
- Projected future needs
- Needs of different travelling communities
- Reducing the need for long distance travelling
- Avoiding physical constraints and protected areas
- Nature conservation designations
- National Park and landscape considerations
- Historic built environment designations
- Floodplain and areas of high flood risk
- Relationship with other land uses
- Co-existence with local communities
- Residential amenity
- Scale of sites relative to settled community
- Mixed planning use sites
- Noise and air quality

<sup>8.15</sup> Having regard to the national and local policy context, engagement with both the travelling and settled communities and following discussions at the stakeholder workshop, the following site criteria for determining broad locations and for considering sites have been identified:

Figure 15  
Criteria for Identifying Broad Locations

<i>Fit with spatial strategy</i>	<p>Gypsy and Traveller residential sites and Travelling Showpeople sites should, where possible, be located close to sustainable settlements with a range of local services.</p> <p>Gypsy and Traveller transit sites or temporary stopping places should be very close to main transport routes.</p> <p>Local infrastructure should be capable of accommodating development.</p>
<i>Fit with identified needs</i>	<p>Gypsy and Traveller residential sites and Travelling Showpeople sites should have good access to local services.</p> <p>New Gypsy and Traveller residential sites should reflect the patterns of emerging needs to avoid the need for long distance travelling and extensions to existing sites may be appropriate to accommodate future immediate family needs.</p> <p>Gypsy and Traveller transit sites or temporary stopping places should be located along historic transit routes.</p>
<i>Avoiding physical constraints and protected areas</i>	<p>Sites should not be located within an international, national or local nature conservation designation or in a location where it will have a significant effect upon any designation.</p> <p>Sites should not be located within Green Belt except in very special circumstances.</p> <p>Sites should not be located within areas at high risk of flooding which cannot be mitigated.</p> <p>Sites should not be located within historic parks and gardens or scheduled ancient monuments.</p> <p>Sites within Areas of Outstanding Natural Beauty are acceptable in principle but conserving landscape, wildlife and cultural heritage are important considerations.</p>
<i>Relationship with other land uses</i>	<p>Sites, or a combination of sites, should respect the scale of the nearest settlement.</p> <p>The location of sites should avoid adversely impacting upon neighbouring residential amenity.</p> <p>Residential sites should not be located immediately adjacent to major transport corridors unless noise, safety and air quality impacts can be mitigated.</p> <p>Sites with mixed residential and business uses can contribute to sustainability.</p> <p>Sites should, where possible, make effective use of previously developed or derelict land.</p> <p>Sites should not be located on unstable land or on contaminated land which cannot be mitigated.</p>

## Identifying broad locations

### *Fit with spatial strategies*

- 8.16 Saved Policy H16 of the SDLP permits small-scale proposals for the accommodation of Gypsies on sites outside designated Development Limits on the outskirts of built-up areas provided that, amongst other criteria, the sites have “reasonable access” to schools, shops and other facilities. The submission draft Core Strategy Policy CP7 states that new sites should be located “in or close to a settlement containing a primary school, shops, and other local services”. The latest proposed changes (November 2012) remove references to local locational criteria.
- 8.17 At the stakeholder workshop, it was agreed that public residential Gypsy and Traveller sites should be located with good access to services and facilities. In relation to private sites, views were expressed that due to high property and land prices and the expectations of current landowners in those locations for residential development, it was unrealistic to expect private residential Gypsy sites to come forward within or immediately adjacent to settlements and that a more flexible approach should be taken. It was pointed out that national policy does not preclude development within the countryside.
- 8.18 Whilst access to local employment is one of the considerations for travelling communities in Selby, it is noted that many travellers are self employed and sites are effectively live-work units. Therefore, councils should consider being flexible when defining sustainable locations for sites. Within this context, national policy states that Travellers working and living from the same location could contribute to sustainability (para. 11).
- 8.19 The Council has previously assessed potential site allocations in a Preferred Options Site Allocations DPD using a locational criteria of within a 5km drive of a Principal Town, Local Service Centres and/or Designated Service Village. However, this was not intended to be used for development management purposes.
- 8.20 For the purposes of defining broad locations, it is recommended that the priority should be to identify sites within approximately 1 mile of key facilities within settlements. This figure represents a reasonable maximum walking distance for site residents to be able to access those facilities without reliance on the use of the private car.
- 8.21 National policy identifies health services, schools, welfare services and employment as key local services which local authorities should promote access to. Workshop attendees identified GP services, education, community centres and access to regular bus services as the key facilities. Large public sites should also have a community building.
- 8.22 Saved Policy H16 of the SDLP states that sites should have good access to the highway network. The submission draft Core Strategy Policy CP7 states that sites should have “safe and convenient” access to the highway network. It was recognized at the workshop that this is a particular requirement for transit sites or temporary stopping places where the aim should be to discourage unauthorised roadside encampments as Travellers move through the district. Such sites should therefore be very close to main transport routes.
- 8.23 At the stakeholder workshop, a view was expressed that although some local authorities are looking to incorporate sites for the travelling communities within planned urban extensions, none of the proposed extensions are likely to be acceptable locations for Gypsies, Travellers or Travelling Showpeople.

Landowners and developers are fundamentally opposed to the principle of providing for Gypsies and Travellers on housing sites.

### *Fit with identified needs*

- 8.24 Selby has two authorised public Gypsy and Traveller sites with 24 pitches at Burn (12 pitches) and Carlton (12 pitches). Selby also has 3 private sites with temporary planning permissions, one caravan site which contains some Gypsy and Traveller households (privately run residential caravan park located on Flaxley Road) and a small number of unauthorised sites.
- 8.25 The evidence from the interviews with Gypsies and Travellers suggests that the existing spatial pattern reflects a long period of residence for the Gypsy and Traveller communities, with the main reasons given for their current location including being near family and because they have lived in the area for a long time.
- 8.26 A large majority of respondents are satisfied with their existing sites and only one household expressed a wish to move outside of the area to Leeds, although a few respondents wish to move onto new private sites within the area.
- 8.27 Future residential site needs are predominantly generated from a combination of achieving pitches for those currently living on unauthorised sites or sites subject to temporary permissions within the area, for those on the waiting list for public sites or to meet future household growth from existing sites. There is a need for a small Gypsy and Traveller transit site in the study area to provide for households visiting Selby and its surrounding area.
- 8.28 At the workshop it was agreed that the west of Selby district is favoured by Gypsies and Travellers because it affords them good access to the motorway network and the West Yorkshire towns. It is an issue of accessibility not travelling patterns.
- 8.29 Gypsies on private sites want to be able to accommodate existing and future immediate family needs and would generally object to having other families on site.
- 8.30 There would appear to be a need for more public pitches, but stakeholders stated that there was no room for new pitches at existing sites. One view expressed was that land adjacent to the Burn site should be used not for more pitches but to redesign and expand existing pitches to reduce current overcrowding.
- 8.31 In terms of longer distance travelling patterns, 53% of respondents reported that they had not travelled at all during the last 12 months. However, 29% of these stated that they had travelled in the past.
- 8.32 At the workshop, one view expressed was that transit need is a “red herring”. The main needs are residential and if these are met the number of unauthorised encampments will reduce significantly. However, others said that there is a need for temporary stopping places to allow Travellers passing through to pitch up for a fortnight.
- 8.33 Travellers have traditionally travelled through the area to visit horse fairs in Appleby, Darlington and Scarborough, holidays etc. but now tend to travel through adjoining districts which are more sympathetic to Traveller needs. Other Traveller destinations in the area mentioned at the workshop included Seamer, Whitby and Barnard Castle.

- 8.34 In terms of future provision, stakeholders stated that transit sites should be kept away from residential sites and that different groups of Gypsies and Travellers would not want to be on the same site or on sites next to each other.
- 8.35 Transit routes were identified along the A1 (M), old A1, M62, A19, A63 and A64. One view expressed was that tolerated temporary stopping places along these routes may be more appropriate than a permanent transit site.
- 8.36 The Traveller Needs Assessment has not identified a need for further Travelling Showpeople plots. However, the stakeholder workshop noted that two families have been looking to locate adjacent to the A63 to the west of Selby.

### *Avoiding physical constraints and protected areas*

- 8.37 The National Planning Policy Framework and Circular 06/2005 identify the protection that should be given to international, national and locally designated biodiversity and geological conservation sites. Heritage assets of the highest significance, such as scheduled monuments, battlefields and historic parks and gardens should also be protected and development at these locations wholly exceptional.
- 8.38 Sites for Gypsies and Travellers and Travelling Showpeople constitute inappropriate development in terms of national Green Belt policy and should not be approved on Green Belt land except in very special circumstances. However, Green Belt boundaries can be reviewed through the local plan process.
- 8.39 PPTS identifies areas at high risk of flooding including functional floodplains should be avoided given the particular vulnerability of caravans.
- 8.40 In discussing these issues, the stakeholder group agreed that there are a number of constraints that are absolute due to national policy which identifies such locations as generally inappropriate for built development.
- 8.41 For the purposes of defining broad locations, these areas are:
- Sites of Special Scientific Interest, Local Nature Reserves and other sites of importance for nature conservation and within buffer zones where a significant effect is determined
  - Ancient woodland
  - Areas at high risk of flooding
  - Historic battlefields
  - Historic parks and gardens
  - Scheduled ancient monuments
- 8.42 Whilst some stakeholders at the workshop stated that existing brownfield sites within Green Belt should be considered appropriate locations to meet existing needs, it was acknowledged that national policy does not consider such locations to be appropriate unless land is taken out of the Green Belt through the local plan process.

- 8.43 Other designations, such as listed buildings, conservation area, etc. whilst being a major constraint on development are not absolute constraints, as the acceptability or otherwise of development depends upon a site assessment of impact.
- 8.44 A representative from the Environment Agency commented at the workshop that groundwater source protection zones are vulnerable to non-mains sewerage systems and therefore the location of future sites should take this into consideration.
- 8.45 The NPPF also states that local planning authorities should give great weight to conserving landscape and scenic beauty, wildlife and cultural heritage in Areas of Outstanding Natural Beauty. However, this designation is not an absolute constraint.

### *Relationship with other land uses*

- 8.46 PPTS states that local planning authorities should have due regard to the protection of local amenity, for example by ensuring that the scale of sites in rural locations does not dominate the nearest settled community.
- 8.47 In addition, local authorities should give proper consideration to the effect of local environmental quality (such as noise and air quality) on the health and well-being of occupants of sites.
- 8.48 Generally speaking, these issues are site specific and it is difficult to identify any general implications for the identification of broad locations.

### **Recommended broad locations**

- 8.49 Taking into consideration the themes and criteria outlined above, broad locations have been identified for the purposes of the subsequent identification of specific sites by Selby District Council and for use in development management decision making.

### *Residential sites*

- 8.50 The broad locations for future residential Gypsy and Traveller sites reflect the existing pattern of sites and the nearest most sustainable settlements, include land within 1 mile of the principal town of Selby, the two smaller local service centres of Sherburn in Elmer and Tadcaster and the villages of Brayton, Brotherton and Byram, Carlton and North Duffield.
- 8.51 Within each broad location, the following absolute constraints should be avoided:
- Green Belt
  - Sites of Special Scientific Interest, Local Nature Reserves and other sites of importance for nature conservation
  - Ancient Woodland
  - Areas at high risk of flooding
  - Historic battlefields



- Historic parks and gardens
- Scheduled ancient monuments

- 8.52 Within each broad location, proximity to settlements should be a key consideration. An assessment of sites should take into consideration the distance from each site to health, education, welfare services and employment opportunities and if opportunities exist for residents to access public transport services.
- 8.53 The recommended broad locations, together with physical constraints and protected areas, identified settlements and existing Gypsy and Traveller site locations, are identified in Appendix 1.
- 8.54 The identification of further Gypsy and Traveller residential sites should focus on the broad locations and should take into account where the need arises and the capacity of local infrastructure to determine the most appropriate broad location to commence the site search.
- 8.55 If suitable sites cannot be identified within the most appropriate broad location, other broad locations should be investigated before sites outside broad locations are considered.
- 8.56 The Council should investigate public site provision within the most sustainable broad locations, particularly in locations where there is good access to main facilities and services such as local hospitals.
- 8.57 The Council should be reasonably flexible about the location of small private sites and should consider sites outside but close to the broad locations.

#### *Transit sites or temporary stopping places*

- 8.58 The broad locations for transit sites or temporary stopping places, if required, include land immediately adjacent to the A1, A19, A63, A64 and M62.
- 8.59 For Gypsies and Travellers travelling through the area, the Council should focus the search for suitable sites with good access within these appropriate broad locations. The study has not identified the need for searching outside these locations.
- 8.60 The Council should also consider allowing one or two pitches within or adjacent to existing private residential pitches to accommodate the needs of seasonal visitors to existing families.

#### *Other considerations*

- 8.61 This study has identified appropriate broad locations for the further identification and allocation of sites if required and for use in development management decision making. However, there will be other site specific considerations which should be taken into consideration when assessing the suitability of future sites.
- 8.62 These site specific considerations are set out in national and local policy, but include, in particular, the relationship of the site to other land uses, as set out in the criteria above.

# 9. Conclusions

## Introduction

- 9.1 This chapter brings together the evidence presented earlier in the report to provide some key policy conclusions for Selby. It focuses upon the key issues of future site provision for Gypsies and Travellers and also Showpersons.

## Gypsy and Traveller Future Pitch Provision

- 9.2 Based upon the evidence presented in Chapter 7, the estimated extra pitch provision that is required for Gypsies and Travellers in the next 15 years in Selby is 33 pitches. This represents 19 pitches in the period 2013-2018 and 7 pitches each in the periods 2018-2023 and 2023-2028.

## Travelling Showperson Requirements

- 9.3 There are currently no sources of need for the provision of Travelling Showperson yards in Selby. Nonetheless, Selby should ensure that criteria based policies are in place in order that any applications for sites received from Travelling Showpeople in the future can be evaluated effectively.

## A Supply of Deliverable and Developable Sites

### Safeguarding existing sites

- 9.4 In developing their local plans, “Planning Policy for Traveller Sites” requires local planning authorities to identify and keep up-to-date a supply of specific deliverable sites sufficient to provide five years’ worth of sites against those locally set targets and a supply of specific developable sites or broad locations to meet needs, where possible, for up to 15 years.
- 9.5 We would suggest that an initial starting point would be for the Council to consider safeguarding existing authorised Gypsy, Traveller and Travelling Showpeople sites, to ensure that existing needs continue to be met in perpetuity. If sites are lost from these uses, then new replacement sites may need to be found to maintain an adequate supply to meet needs in accordance with the identified pitch and plot targets.

### Broad Geographical Locations

- 9.6 Where specific deliverable or developable sites for further Gypsy, Traveller and Travelling Showpeople provision cannot be identified, the Council should consider including broad geographical locations within their Local Plans.
- 9.7 This document recommends that the identification of further Gypsy, Traveller and Travelling Showpeople residential sites should focus on the broad geographical locations and should take into account where the need arises and the capacity of local infrastructure to determine the most appropriate broad location to commence the site search.

- 9.8 If suitable sites cannot be identified within the most appropriate broad location, other broad locations should be investigated before sites outside broad locations are considered.
- 9.9 The Council should investigate public sites within the most sustainable broad locations, particularly in locations where there is good access to main facilities and services such as local hospitals.
- 9.10 The Council should be reasonably flexible about the location of small private sites and should consider sites outside but close to the broad locations.

### **Sites with Potential to Meet Future Needs**

- 9.11 The Council should investigate the potential from existing sites to achieve additional pitches/plots either through increasing the capacity within existing boundaries or through site extension onto adjoining land.
- 9.12 To provide a medium and long term supply, the Council should consider allocating sites through their Local Plans. This can either be through a Core Strategy, Local Plan or a Site Allocations DPD, depending upon the nature of the development plan within each area.

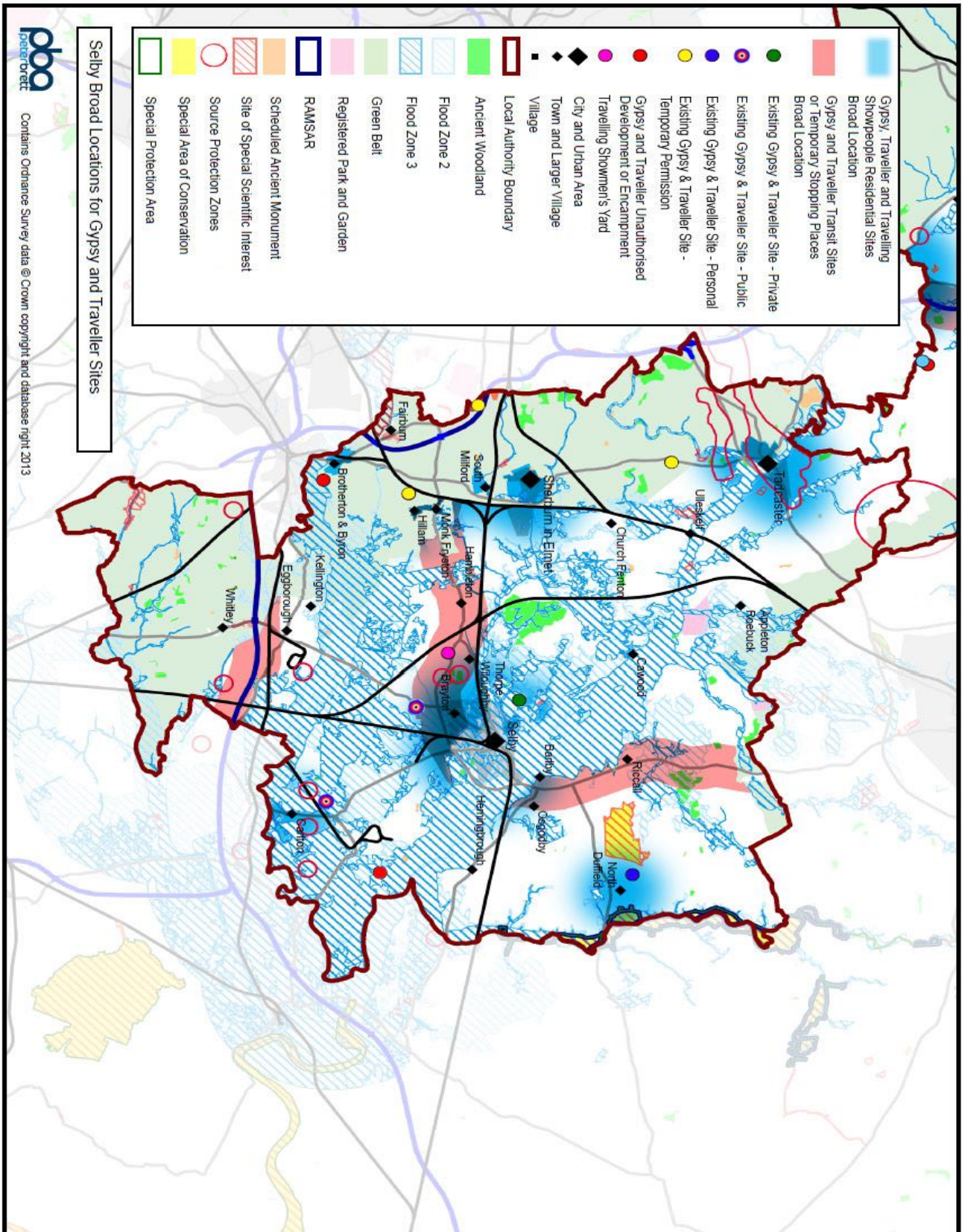
### **Delivery**

- 9.13 As with other forms of development, the release of Gypsy, Traveller and Travelling Showpeople sites should be managed to ensure a good fit with identified need.
- 9.14 However, there is no direct correlation between existing and future needs and sites which may have potential to meet those needs. For example, a family may need further pitches in the future to meet the future needs from existing children, but their current site may not have capacity, whilst an existing family may not require pitches in the future but they may have a site where there is potential for future provision.
- 9.15 It is important to note that the future availability of existing private sites to accommodate needs is entirely dependent on existing site owners being prepared to accommodate future needs on these sites.
- 9.16 It is also important to note that Romany Gypsies and Irish Travellers have separate traditions and patterns of movement and may not be prepared to share sites. Similarly, Travelling Showpeople families operate separate commercial businesses and are unlikely to share sites.
- 9.17 There is therefore a strong likelihood that more than the bare minimum of sites will need to be identified and brought forward to provide a flexible and sufficient pool of sites to meet identified existing and future needs.
- 9.18 We would suggest that it would be prudent for the Council to identify a potential reserve supply from the identified sites or other sites which could be brought forward in the future if required to ensure a continuous supply of deliverable and developable sites.

### **Phasing, Monitoring and Review**

- 9.19 Any release of land to meet future needs would require active monitoring of supply against need, at least on an annual basis. It would also require the Council to undertake periodic reviews of the needs evidence base.

# Appendix A: Broad Locations Map





# Selby District Council

## REPORT

Reference: E/13/20

Item 11 - Public



**To:** The Executive  
**Date:** 5 September 2013  
**Status:** Non-Key Decision  
**Report Published:** 28 August 2013  
**Author:** Andrew McMillan (Policy Officer)  
**Executive Member:** Cllr John Mackman (Lead Member for Place Shaping)  
**Lead Officer:** Mark Steward (Managing Director)

**Title:** Duty to Cooperate

### Summary:

This report updates the Executive with regard to the Duty to Cooperate (DTC), and the Spatial Planning taking place with our neighbouring authorities and how it affects Selby District. The Authority must demonstrate its understanding of the key strategic (cross boundary) issues that affect plan making. These have been developed through the extensive Leeds City Region and York & North Yorkshire Officers fora meetings in partnership with the local authorities. The Executive is requested to steer and subsequently agree the content of the attached consultation responses so that they may formally be submitted to our colleagues in neighbouring authorities to support their DTC statements in their own plan making processes. Similar submissions may then be received during Selby's own DTC work as the new sites and policies Local Plan progresses.

### Recommendations:

- i. **Note the report**
- ii. **Agree the responses to be sent to neighbouring Authorities shown in appendices**
- iii. **Grant delegated authority to the Lead Member for Place Shaping and the Director of Community Services to authorise future similar responses on Duty to Cooperate Issues.**

## Reasons for recommendation

- To acknowledge the future stages of plan preparation.
- To fulfil the Duty to Cooperate and set out the Authority's position on cross-boundary planning matters.
- To simplify and speed up the Authority's future responses in order to meet deadlines.

### 1. Introduction and Background

- 1.1 Section 110 of the Localism Act 2011 introduces a new Section 33A to the Planning and Compulsory Purchase Act 2004 – a '*duty to cooperate*' between adjoining local authorities and other public bodies. Full Council was advised of the new duty at their meeting of 28 February 2012.
- 1.2 Cross-boundary strategic planning was formerly the role of the *North Yorkshire County Structure Plan*, and then later the *Regional (Spatial) Strategy (RS)* before it was revoked in February 2013. Despite the lack of formal replacement structure, cross-boundary working has in any case continued. Although there is no document produced to replace the RS, the Council has continued to be involved in various strategic planning and cross-boundary groups such as the Leeds City Region (LCR), and the Local Government York and North Yorkshire partnerships (LGYNY), NY Heads of Planning meetings, NY Conservation Officers Group etc. Through these groups (and others), a common approach to demonstrating compliance with the DTC has evolved. Specifically LCR Board have approved an *Interim Spatial Strategy* in April 2011 which took forward key policies from the RSS, demonstrating continued cooperation across the City Region.
- 1.3 Selby District has taken part in the production of "issues tables" for neighbouring authorities to demonstrate their compliance. In due course, it will become necessary for Selby to formalise a DTC Statement to support the forthcoming Local Plan work.
- 1.4 As part of the Core Strategy Examination In Public (EIP) process, Members previously approved the *Selby District Council Duty to Cooperate Compliance Statement 13 April 2012*. This set out extensively the steps already taken by Selby District Council to prepare a plan in the context of neighbouring authorities, including *inter alia* such measures as the Yorkshire and Humber Regional Strategy, and various Officer and Member groups. Members will recall that the Core Strategy Inspector ruled that the Council was not required to demonstrate the *legal* Duty to Cooperate for the Core Strategy due to issues of timing. However, the forthcoming Local Plan will be required to demonstrate DTC and pass the tests at its own EIP in due course.
- 1.5 DTC must be demonstrated at more than Policy Officer level. The Lead Member for Place-shaping sits on the *Local Government North*

*Yorkshire and York Spatial Planning & Transport Board* which is one of the key DTC bodies in this area. Other groups include Heads of Planning, Chief Executives Groups etc.

- 1.6 It must be noted that the *Duty to Cooperate* is not a Duty to Agree.

## **2. The Report**

### **Update on plan making in neighbouring authority areas**

- 2.1 It is important to note that the current planning system is now more complicated due to the removal of details from national policy. Although previous PPG and PPS documents were cumbersome, there was a great deal of certainty within them. The NPPF has stripped that detail and instead of simplifying the system has simply meant that the Local Authority has to do additional work to prove/support any assumptions it makes, any methodologies it uses and any decisions it makes. Similarly the Localism Act has raised expectations of the planning system and its ability to deliver. The timing of implementing the Localism Act and the planning reforms have come at a most unfortunate time for Selby and several other Local Authorities. The Executive is aware of the shifting goalposts encountered throughout our own Core Strategy EIP, and there are reciprocal cross-boundary implications of delays and rulings of “unsoundness” of other LA’s Plans beyond merely costs. For example, theoretically a ruling of Unsoundness in Leeds’ Core Strategy would have knock-on implications for planning across the City region, including in Selby District.
- 2.2 The Duty to Cooperate is therefore a very important part of the plan making process, and increasingly the best practice is to make additional effort to ensure that this supposedly simple part of the process is properly addressed.
- 2.3 Each Local Authority in this area is at different stages of plan production. The table in Appendix 1 charts the stage of plan preparation in each LA, and a schedule of key issues and how they impact upon Selby District. The table is the basis therefore of the proposed consultation response (in Appendix 2) to be sent to the respective Local Authority as Selby’s formal position regarding their plan making. The responses have been drafted by Officers in conjunction with the Lead Member for Place Shaping in advance of this meeting. The Executive is recommended to note and agree the content of the draft responses so that Officers may respond to the consulting bodies.

### **Other cross-boundary planning matters**

- 2.4 As well as the plan making being undertaken in neighbouring authorities, a number of cross-boundary projects are also under way.



Below is a summary of the Minerals and Waste Plan and the A64 Memorandum of Understanding:

#### 2.4.1 North Yorkshire Minerals and Waste Joint Plan

North Yorkshire County Council (NYCC), the City of York Council (CYC) and the North York Moors National Park Authority (NYMNP) are producing a *Minerals and Waste Joint Plan* covering all three planning authority areas. The focus of the plan is a consideration of the current capacity of waste facilities and the potential future capacity requirements, and consideration of the current levels of provision for mineral facilities and the potential future levels of provision we should plan for over the period to 2030. This is the first consultation stage asking “*what you think the Joint Plan should contain?*”

Officers and the Lead Member for Place Shaping have already sent a draft response to the consultation (attached in appendix 2). Executive are requested to endorse the response along with the others in the appendix.

#### 2.4.2 A64 Memorandum of Understanding

One of the North Yorkshire key issues for discussion is the traffic on the A64, particularly rush hour between Leeds and York, and Malton and York. Holiday traffic to Scarborough is also of concern. The Highways Agency will lodge statutory objections to development quantities that will add significant traffic to the road. Clearly the A19/A64 interchange is already problematic and an additional 3000 dwellings in Selby in our Plan period will add a lot more (although not all will travel to York). The Memorandum of Understanding (MoU) being drafted for agreement by all authorities sets out that the Council will seek to limit car borne traffic in developments. Soft touches are preferred such as car sharing, cycle provision, increased public transport etc, as well as larger scale intervention such as increased domestic employment to limit the need to travel – something the Core Strategy seeks to achieve anyway.

The HA have been supportive in principle of the Core Strategy, but as we progress to allocations they will take a greater interest as specific site details emerge. The Council will need to demonstrate a comprehensive understanding of traffic growth through studies (that are already scheduled to be commissioned this year). ERYC has undertaken its highway impact study which focuses on the A64 at Grimston Bar with vehicles heading to York. Our study must address this impact as well as “our own”. The goal is no net increase in vehicles on the A64. To achieve this, mixed use, live/work units and a spread of employment land could be pursued in our forthcoming Local Plan.

Officers opine that the Authority should agree the MoU with the Highways Agency and other LAs to demonstrate DTC as it is finalised in due course.

### **Selby District Council Duty to Cooperate**

- 2.5 As set out in the introduction, Selby has not been required to demonstrate the legal DTC through the Core Strategy (although it was required to show cooperation more broadly), but will be required to undertake DTC work to support the forthcoming Local Plan. Through the LCR and LGY&NY boards, a common approach to demonstrating compliance with the DTC has evolved. Constituent Local Authorities have prepared statements setting out how they have approached strategic planning and the DTC in a series of tables showing the specific cross boundary issues with neighbouring authorities. As each LA is at different stages of plan preparation, the level of detail varies between these tables. Selby has contributed to those tables through Officers and the board meetings. In due course it will be appropriate to formalise similar tables (using the agreed template) to support Selby District Council's own DTC work to inform plan preparation.
- 2.6 An extract from City of York's Duty To Cooperate Statement at Appendix 3 shows the various boards and groups that make up their framework of cooperation. Selby's graphic will be similar as it sits on many of those groups too. Selby's graphic will form part of the forthcoming Local Plan DTC paper.

### **Conclusion**

- 2.7 The broad approach to planning across the region follows the principles set out in National Planning Policy Framework: that is development is focussed on existing settlements, and development in the countryside is limited to protect it for its own sake. Each authority recognises the functional relationships with neighbours, but is seeking to accommodate its own development targets within its borders. Each is "going for growth" in terms of jobs, and there is an emphasis on improving the quality of life for residents and visitors. None of the plans suggests anything radical or noteworthy in the national context (for example a new airport or motorway), other than the potential for new settlements in York and Leeds.
- 2.8 The draft responses to neighbouring authorities' plan making consultation exercises (appendix 2) should be endorsed and submitted to the relevant authorities.
- 2.9 Selby will in due course be required to demonstrate the key strategic planning issues as part of the forthcoming Local Plan.
- 2.10 Officers may be instructed to work with the Lead Member for Place Shaping and the Director of Community Services to prepare and

submit similar such responses in future consultation exercises with neighbouring authorities.

### **3 Legal/Financial Controls and other Policy matters**

#### **3.1 Legal Issues**

3.1.1 None arise directly from this report. The Authority has a legal duty to demonstrate cooperation on cross-boundary strategic matters, and this report and recommendations will allow it to do so.

#### **3.2 Financial Issues**

3.2.1 None arise directly from this report.

#### **Background Documents**

- Agenda and Minutes of Full Council 28 February 2012.
- *Selby District Council Duty to Cooperate Compliance Statement 13 April 2012.*

#### **Appendices**

- 1: Overview of plans in neighbouring authorities
- 2: Draft responses to neighbouring authorities
- 3: Diagram: City of York Duty to cooperate relationships

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## Appendix 1: Overview of plans in neighbouring authorities

Core Strategy and other plans	Key Targets	CIL	Key STRATEGIC Issues that affect Selby District
<b>City of York Council</b>			
<ul style="list-style-type: none"> <li>• Abandoned CS in 2011 following concerns of Inspector at pre-EIP meetings.</li> <li>• Embarked on new Local Plan (as a single document incorporating CS)</li> <li>• Issues and Options published 2012.</li> <li>• Preferred Options draft is a consultation version and not the intended final plan (confusing name).</li> <li>• The plan period is intended to be to 2030</li> </ul>	<ul style="list-style-type: none"> <li>• 1090 dwellings per annum</li> <li>• 16000 jobs created</li> <li>• Affordable housing shown as “flexible dynamic targets based on market conditions” updated annually, with 5-yearly viability appraisals. Detail in forthcoming AH SPD. Current levels shown as:               <ul style="list-style-type: none"> <li>○ Brownfield sites =&gt; than 15 dwellings 20%</li> <li>○ Greenfield sites =&gt; than 15 dwellings 30%</li> <li>○ All Sites of 11 – 14 dwellings 20%</li> <li>○ All Sites of 5 – 10 dwellings 15%</li> <li>○ All Sites of 2 - 4 dwellings 10%</li> </ul> </li> <li>• 63 Traveller pitches &amp; 21 Showmen plots</li> </ul>	<p>Undertaking viability work on Local Plan – will inform early CIL work.</p> <p>Work on assumptions for CIL to being later in 2013.</p>	<ul style="list-style-type: none"> <li>• Green Belt designation and review</li> <li>• Policy SS3 iv) a new “eco” settlement of 5580 homes (29% of the Plan requirement) on greenfield land outside the ring road, north of Elvington airbase. Such a development would be around the size of Sherburn in Elmet. Site ST15 named “Whinthorpe village” will have impacts upon Selby District, and in particular the A19/A64/A1079 which is already highlighted as problematic and in need of major investment if the Highways Agency is to remain supportive of regional growth. A new access to A64 is proposed but alternatives include using A19 and/or A1079 junctions. At a proposed 50 dwellings per hectare it is thought that the new village will be high rise and a significant visual intrusion in the flat landscape. A further 174ha of safeguarded land is proposed for development beyond the plan period. There is no further information of any substance.</li> <li>• Major growth at Copmanthorpe</li> <li>• Employment growth at Elvington</li> <li>• Designer Outlet recognised for leisure growth and improved Park + Ride.</li> </ul>
<b>Leeds City Council</b>			
<ul style="list-style-type: none"> <li>• The Leeds Core Strategy was submitted to the Secretary of State on 26th April 2013 for examination by an independent planning inspector. Plan period to 2028</li> <li>• A Site Allocations document is also under way – first stage consultation</li> <li>• Waste is already dealt with through the Integrated Waste Strategy 2006.</li> </ul>	<ul style="list-style-type: none"> <li>• 66000 homes: higher growth rate than any other LA in England. 500dpa from windfall alone.</li> <li>• 34,067 new allocations needed after accounting for existing permissions</li> <li>• 493ha of employment land</li> <li>• 700k sqm office space</li> <li>• 48 Traveller Pitches</li> </ul>	<p>Published a draft charging schedule. CIL tariff is reflective of economic circumstances and not be a policy tool. Through the Leeds City Region group Selby has noted the Leeds CIL methodology and supported it.</p> <p>A funding gap (the amount required to fulfil infrastructure</p>	<ul style="list-style-type: none"> <li>• Green Belt review</li> <li>• The Aire valley area is the focus of large growth with 9000 homes and 35000 jobs in an “urban eco-settlement” in a “distinctive green environment”.</li> <li>• Major improvements to public transport and connectivity.</li> <li>• New East Leeds Parkway railway station identified, and new park and ride locations on this side of Leeds.</li> <li>• General highway improvements, including access to Leeds Bradford Airport and town/city links.               <ul style="list-style-type: none"> <li>○ Potential for hydro power generation at Boston Spa. Wind</li> </ul> </li> </ul>

Core Strategy and other plans	Key Targets	CIL	Key STRATEGIC Issues that affect Selby District
<ul style="list-style-type: none"> <li>There are four Neighbourhood Development Plans which were submitted to and have received confirmation of funding from the DCLG Neighbourhood Development Plan Front runner Pilot Grant Scheme. These pilots are Otley, Kippax, Holbeck and Boston Spa.</li> </ul>		<p>improvements necessary to accommodate growth) of £1.3 billion has been identified for the Leeds District up to 2028.</p> <p>5 charging zones are proposed with the levy ranging from £45/sqm of new floorspace developed around Kippax, to £90/sqm around Boston Spa. A nominal £5/sqm minimum is proposed for all uses.</p> <p>The CIL could raise approximately £2.8m from residential development in 2014 going up per year to £6.4m in 2019.</p>	<p>speed map indicates potential areas around Ledsham/Garforth and along the A64 corridor.</p> <ul style="list-style-type: none"> <li>Protection of Fairburn Ings is also promoted through an allocation for wildlife protection.</li> </ul>
<b>East Riding of York Council</b>			
<ul style="list-style-type: none"> <li>The Council abandoned its core strategy and pursued a single Local Plan early</li> <li>East Riding Council's Local Plan Draft Strategy Document is to be submitted in winter 2013. The plan period is 2028/2029.</li> <li>Neighbourhood plan for Cottingham</li> <li>East Riding and Hull City Council have a joint minerals and waste plan - an update is being prepared.</li> </ul>	<ul style="list-style-type: none"> <li>1400 dpa target (28,000 total)</li> <li>Affordable housing targets vary across areas of the East Riding the areas bordering Selby District shows 5 % for Goole town and an overall target for Goole / Howden area is 25%,</li> <li>63 Traveller Pitches to 2029</li> </ul>	<p>Decision in principle 2012.</p> <p>Working up viability evidence and Reg123 list.</p> <p>Consultation early 2014 planned.</p>	<ul style="list-style-type: none"> <li>Bubwith, Snaith, Goole and Howden are areas for modest growth – housing and employment.</li> <li>Special consideration to the river Derwent which has protection from European level, and special area of conservation. The river Derwent is the boundary between East Riding and Selby Districts.</li> <li>A1079 and A64 junction is problematic and will impact upon Selby's A19/A64 junction capacity.</li> </ul>
<b>Doncaster Metropolitan Borough Council</b>			
<ul style="list-style-type: none"> <li>The Doncaster Core Strategy was adopted in May 2012. Plan period to 2028. Doncaster is drawn between both Leeds City Region and Sheffield City Region, as well as itself being the largest Metropolitan Borough</li> </ul>	<ul style="list-style-type: none"> <li>1230 new homes per annum</li> <li>Affordable Housing negotiated site by site, but broad time-bound indicator of 26%, to be reviewed through SHMA periodically</li> </ul>	<p>Initial viability work showed no realistic levy could be achieved. Council decision Summer 2012 not to proceed.</p>	<ul style="list-style-type: none"> <li>Regeneration in Askern through growth and qualitative change. Redevelopment of the former Colliery site and improvement around Askern Lake, a key focus of local aspirations for further regeneration. Approx 1000 allocated houses.</li> </ul>

Core Strategy and other plans	Key Targets	CIL	Key STRATEGIC Issues that affect Selby District
<p>in England.</p> <ul style="list-style-type: none"> <li>• Most of the plan is concentrated on improving links with Sheffield, and to a lesser extent Leeds/ Rotherham/ Wakefield. Doncaster views Selby District as a rural area that provides a small amount of rural commuter living.</li> <li>• Joint Waste Core Strategy (with Barnsley and Rotherham Councils)</li> <li>• Sites and Policies Local Plan in gestation</li> <li>• Armthorpe Village is preparing a Neighbourhood Plan with a 750+ housing target, plus 40ha of employment land</li> </ul>	<ul style="list-style-type: none"> <li>• 35000 jobs to be created. Distribution warehousing growth on M18/M180 290ha</li> <li>• Green Belt retained unaltered in this plan period, but stated that it will be reviewed in next plan.</li> <li>• major road and railway link to airport proposed</li> <li>• 56 Traveller Pitches</li> </ul>	<p>Will review situation in future.</p>	<ul style="list-style-type: none"> <li>• Thorne will include a thriving centre, restored to its market town status, and high quality neighbourhoods each with an individual identity. Significant new development of brownfield infill sites and sustainable urban extensions will support town centre regeneration to have a significantly improved choice of shopping and leisure. Emphasis on historic environment. Approx 1000 allocated houses.</li> <li>• A further 2-3000 dwellings through the life of the plan around north Doncaster and villages/towns such as Hatfield. May reduce accessibility to Doncaster for Selby residents, but with planned public transport improvements this should be offset.</li> <li>• Recognition of strong green infrastructure links with Selby via the A19 corridor, River Don and through the network of woodlands and other habitats including the SPA at Hatfield Moor. A Green Wedge leaves Doncaster city and reaches the Selby District Border.</li> <li>• Limited wind farm opportunities between Selby and Doncaster, however promotion of biomass in this area (likely to feed Drax).</li> <li>• Limestone quarrying along the Magnesian ridge is safeguarded</li> <li>• Sites and Policies Plan so far shows no new cross boundary issues.</li> </ul>
<b>Wakefield Council</b>			
<ul style="list-style-type: none"> <li>• Wakefield Council adopted their Core Strategy in April 2009 – to 2026</li> <li>• Site Specific Policies Local Plan Adopted September 2012.</li> <li>• Wakefield Waste Development Plan Document: December 2009. Wakefield imports more waste than it generates. A new municipal facility is proposed at Glasshoughton to replace existing facilities</li> </ul>	<ul style="list-style-type: none"> <li>• 1170 dwellings per annum from 2004 up to 2008, rising to 1600dpa from 2008</li> <li>• W Yorkshire Green Belt to remain without review or need to amend boundaries. May review safeguarded land in subsequent DPDs.</li> <li>• Recognition of Nostell Priory as a regional park/leisure site, and role of Xscape as major regional</li> </ul>	<p>Undertaking viability assessment work. Looking to have draft charging schedule by Autumn 2013.</p>	<ul style="list-style-type: none"> <li>• Employment allocations around the M62/A1(M)/Old A1 (Ferrybridge services)</li> <li>• Safeguarded land at Upton (near Kirk Smeaton) for employment use beyond the plan period</li> <li>• Special Policy Areas : <ul style="list-style-type: none"> <li>▪ SPA4: Castleford Riverside 250ha employment. Major mixed use site linking to town centre. Sustainable urban extension.</li> <li>▪ SPA5: Former Glasshoughton colliery: 135ha employment. Several permissions in place. Sports stadium development and retail.</li> </ul> </li> </ul>

Core Strategy and other plans	Key Targets	CIL	Key STRATEGIC Issues that affect Selby District
<p>at Castleford and Ferrybridge.</p> <ul style="list-style-type: none"> <li>Walton community working towards a Neighbourhood Plan (areas has been designated).</li> <li>Leisure, Recreation Open Space Local Plan in gestation</li> <li>Retail &amp; Town Centres LP in gestation</li> </ul>	<p>attraction.</p> <ul style="list-style-type: none"> <li>Retail growth to claw back leakage (especially Leeds and Meadowhall).</li> <li>30% Affordable Housing target</li> <li>350ha of new employment land (RSS said oversupply of employment land, but Wakefield grown more than any other LCR authority and wants to continue to expand.)</li> <li>Previously indicated 32 Traveller Pitches, however a new TNA is to be published soon.</li> </ul>		<ul style="list-style-type: none"> <li>SPA8: Knottingley: former Chemical works: 40ha mixed use including open spaces. Contamination and flood issues.</li> <li>Rail and water freight opportunities explored – including Aire-Calder navigation.</li> <li>Castleford, Pontefract and Knottingley recognised as key centres. There is some catchment from Selby District for employment from Selby in these areas.</li> <li>Green infrastructure for wildlife and leisure – recognition of Selby District as a rural area and part of wider network of green spaces.</li> <li>Minerals safeguarding (crushed rock) around Knottingley (Magnesian Limestone)</li> <li>Recognition of Magnesian Limestone ridge that links Wakefield to Selby and the need to preserve the landscape.</li> </ul>
<b>Harrogate Borough Council</b>			
<ul style="list-style-type: none"> <li>Harrogate Borough Council's Core Strategy was adopted in 2009 to 2024</li> <li>Sites and Policies DPD due for adoption by 2014 has now been submitted</li> </ul>	<ul style="list-style-type: none"> <li>3454 dwellings up to 2028 (approx. 250dpa). Allocations proposed to be lower as insufficient suitable sites – shortfall of housing possible.</li> <li>Affordable housing contribution 50% on Greenfield and 40% on brownfield</li> <li>Study of Green Belt and Landscape review carried out in June 2008 concentrated on Leeds boundary only; there are no plans to review the Green Belt</li> <li>7 Traveller Pitches 2013 TNA</li> </ul>	<p>Proposed rates (June 2013) per sqm</p> <ul style="list-style-type: none"> <li>New residential: £45 in Ripon, £85 everywhere else in the District.</li> <li>Supermarkets £200</li> <li>Retail warehouse £120</li> <li>All other chargeable development £10</li> </ul> <p>No charge for Education, Health, Community and Emergency Services</p> <p>Regulation 123 list to be agreed</p>	<ul style="list-style-type: none"> <li>Harrogate District adjoins Selby District at Newton Kyme, marked by the river Wharfe. The border is short, and there are no main settlements. No potential development expected between the border of Harrogate and Selby Districts.</li> </ul>

## **Appendix 2: Draft responses to neighbouring authorities**

The following paragraphs may be set out in to a letter format on headed paper as appropriate. (Note that the Minerals and Waste Local Plan response has already been sent to NYCC with the following disclaimer: “*The draft comments below have been prepared by Policy Officers and the Lead Member for Place Shaping. The comments will require ratification by The Executive on 5 September.*”)

### **North Yorkshire, York and N. Yorks Moors National Park Minerals & Waste Local Plan**

It is noted that the plan is at the very early stages of development, as such our response is limited to ideas and setting out a broad position with regard to some topic areas, rather than detailed comments, or policy wording suggestions. We would welcome further involvement as the Local Plan progresses.

1. The accompanying SA and SEA work appears to be well judged in content and appropriate for the plan.
2. The Council's stance with regard to shale gas extraction (so-called “fracking”) is one of tolerance. Clearly more details are needed before any support or objection can be demonstrated. A sequential approach to sites should be developed – ensuring any plant/surface infrastructure is located with minimal visual, social and environmental impact. The Council is mindful of the legacy of deep coal mining which has in places led to land instability. This should be borne in mind when setting policies for fracking.
3. The Authority supports some limited reuse of the infrastructure at the former coal mine sites insofar as is set out in the emerging Selby District Core Strategy Local Plan. It is important to note that any proposed use must need the location or specific infrastructure of those sites –it is not an open market employment site. See supporting text and Policy CP9 (as amended by Proposed Changes). The Authority also supports works towards environmental improvements of those sites.
4. Restoration of former quarries/coal spoil etc should be tightly controlled – not simply used for landfill. Policies for conditions and agreements to be in place with each planning permission should be developed. Conditions should not simply be for restoration – consideration of alternative uses should be made, or a mechanism for consideration in the future. Priorities change over time and occasionally there is significant infrastructure that could be of benefit to future users.
5. The Magnesian limestone ridge that runs along the western boundary of the District is recognised as a source of premium building stone. This needs to be controlled but is supported in principle for continued limited extraction. Sand and gravel extraction around the M62 area/Balne needs to be controlled but is supported in principle for continued limited extraction.
6. It is considered that generally, existing quarries/pits should be considered for further/additional extraction before new locations, however a robust case for the need for such growth should be presented to assess the impacts on ground conditions, landscape, noise, dust, vibration, traffic etc.
7. The Authority supports the principle of dealing with waste at source.



8. Increased capacity in household waste recycling facilities – such as at Sherburn-in-Elmet – is strongly supported to provide necessary facilities for the local population and proposed new housing developments over the CS plan period. Recycling of materials should also be encouraged before further extraction of raw materials, as such the option of an extraction tax should be explored to make recycling more financially attractive.
9. Rail and river/canal transport should be considered for mineral and waste transportation before road.
10. Our neighbouring authorities Wakefield/Doncaster, ERYC, Leeds also have waste/minerals plans, and these should be considered in preparing the NY/Y/NP WMP.

### Minerals and Waste Site Assessment Methodology - comments

Q1 Screening appears to be very “light”, with emphasis on broad sweeping opinion rather than a factual checklist, points system or traffic light style assessment.

Should a site fail the screening is it then excluded from further assessment completely? If so, as a land owner one could simply challenge the validity of the screening as superficial. A more detailed screening process is required.

Q2 The proximity to residential areas does not feature. For some types of M/W uses this would not be problematic, however for others there would likely be noise/smell/vibration issues etc. This could feature in the screening or in the mapping under Q3 below.

Q3 It may be useful to include pipelines and their exclusion zones, as well as blast zones (eg surrounding chemical works), as these may limit sites.

Q4: the SA framework appears to be well designed and appropriate for the subject.

Q5: what is the process of updating the SA as a result of the panel debate? Should one panel member have concerns but others disagree the issue – is there a vote?

Other comments: Traffic effects on road capacity and routes through communities does not appear to be considered (other than through vehicle emissions in the SA). Consideration of transport modes does not feature – the Council opines that priority should be given to sites with rail/water access (if appropriate).

It is not clear at what stage the sites are ranked, nor how the SA findings are combined with the desktop assessment and site visit notes. Again, a checklist would be useful, with point scoring or traffic light reporting. For transparency a detailed schedule should be produced at this stage, even if those decisions are taken later in the Plan preparation. That way stakeholders can be assured they are “comparing apples with apples” later down the line.

### **York City Council**

It is understood from discussion with Officers at CYC that the Preferred Options version of the York Local Plan should be considered not as a fine-tuned draft plan. Instead, it should be considered as a discussion paper that adds a spatial dimension to previous consultation exercises. It adds flesh to the bones to create something that is more meaningful to non-planners and can therefore generate more useful responses than an abstract issues and

options paper could. Selby's responses are presented on the basis of this interpretation.

Selby broadly supports York's recognition of itself as the Gateway to North Yorkshire, and the spatial planning responsibilities that brings as the leading settlement in the sub region (after Leeds). York's ambitious growth targets are acknowledged and supported in principle. Selby is pleased to be recognised as a key District that supports York's role through providing a ready workforce and customers, and also that Selby provides an attractive countryside setting for the city. Selby is well placed to benefit from the economic overspill of York whilst it retains its own rural character.

Selby is satisfied that York can realise its growth aspirations within its own territory. While there is clearly a lot of cross-boundary activity in terms of commuting, Selby and York retain distinctly different housing and employment characters that work in harmony. The Council would refer CYC to Selby Core Strategy that was recently found Sound by the Inspector. The Core Strategy is scheduled for Adoption in Autumn this year. The relationship between CYC and Selby are set out in that document and its background documents.

Looking beyond the high level strategic vision of the CYC Local Plan, Selby would comment on a number of details set out within it as follows:

Policy SS3 iv): Site ST15 "Whinthorpe village" is a departure from the recent (abandoned) Core Strategy approach. SDC is concerned at the lack of information available to prepare a detailed response on this matter which is clearly a significant new settlement of 5580 close to the Selby Border. Selby's concerns are centred around highway impact on the already congested A64. Selby's own growth will potentially add a significant number of journeys on to the A19 to York, and without certainty of Whinthorpe's access arrangements Selby cannot properly consider the implications. Selby considers that the broad location has not been fully explored and evaluated in the context of alternative sites.

Specifically, significant investment in public transport infrastructure (including for example new railway stations at Haxby) could be more beneficial locations for such large scale growth, instead of remote locations such as site ST15 that have no existing infrastructure to build upon. At a proposed 50 dwellings per hectare it is considered that there is a risk that the new village could be high-rise and a significant visual intrusion in the flat landscape. The potential for a further 174ha of safeguarded land for development beyond the plan period is also of concern for the same reasons. Selby DC is not formally objecting to Whinthorpe at this stage, however it has raised concerns about Whinthorpe that can only be addressed through the provision of additional information to assess any potential impact upon Selby District.

SDC supports the expansion and improvements of Park and Ride facilities at the Designer Outlet. SDC also notes the designation of the Outlet for leisure development, but would query the reasoning behind this as it is a shopping centre, not leisure destination. Any development that increases the

attractiveness of this out of centre location must be rigorously considered with more information to assess the potential strategic impact upon Selby Town as a Principal Town (as set out in the former Regional Strategy). In a town centre hierarchy, if there are no suitable sites in York City Centre it is considered that Selby should be the priority for development before the out of centre location.

Like York, SDC is also looking to review the York Green Belt (where it applies in Selby District). A coordinated approach would be beneficial, and is something we can develop together at the appropriate time. SDC would welcome exploration of opportunities for joint commissioning where appropriate.

SDC is considering its future options towards renewable energy generation in the context of wind farming, and notes the significant areas of search highlighted on the Proposals Map adjacent to Selby District. SDC would welcome joint working in further studies to address this issue in a coordinated manner.

### **Leeds City Council**

Selby supports the role of Leeds as the leading city in the Region, and notes that Selby is also part of York City Region. The broad city-first before outlying areas approach to growth in Leeds is supported as a sustainable policy.

Selby also supports the growth of the city south of the railway station, particularly with the potential arrival of the HS2 railway and the potential economic benefits it may bring to the City Region, including Selby.

Selby supports the settlement hierarchy set out in the plan, and the regeneration of East Leeds which is Selby's gateway to the city. The Aire Valley urban village is supported in principle.

Public transport improvements, particularly the potential for rail infrastructure at East Leeds Parkway, and Park and Ride facilities on the east and south of Leeds are welcomed.

The potential for wind farm development must be balanced in the landscape interests along the Magnesian Limestone ridge on the border between Leeds and Selby.

Selby will work with Leeds City and other authorities in the region on the potential Green Belt review, and would welcome opportunities for joint commissioning where appropriate.

The site promoted on the NE Corner of A1(M) and A64 interchange is of concern to Selby. A new village here would appear to fail Leeds' Core Strategy Spatial Policy 1 and SP6 which direct development to existing centres and to extensions – not new settlements. Selby is concerned about development here in the context of highway impact upon the A64, and on the viability of Tadcaster as a Local Service Centre that serves a number of

villages in the area. Selby would not formally object to this site at this time but would require additional information in order to enable it to formulate a view in due course.

### **Wakefield Council**

Leisure Local Plan: Selby considers that the strategic elements of the Leisure Plan will already be adequately addressed in the two Council's Core Strategies. However the Council would note the following points:

Wakefield Council should note the strategic context of leisure sites within both the Council jurisdictions: for example the cross-boundary attractiveness of existing sites such as Xscape, Fairburn Ings, the Aire and Calder Canal.

Retail and Town Centres Local Plan: Selby Council supports to objectives of the Plan, but has no comments to make on the local details.

SDC is considering its options towards renewable energy generation in the context of wind farming, and would welcome joint working in further studies to address this issue in a coordinated manner.

### **Doncaster MBC**

Selby Council is satisfied that Strategic cross-boundary issues have already been addressed in Doncaster's Core Strategy, and as such it has no comment to make on the specific local detail of the proposed DPD.

SDC is considering its options towards renewable energy generation in the context of wind farming, and would welcome joint working in further studies to address this issue in a coordinated manner.

### **Harrogate Borough Council**

Selby Council supports the broad approach to planning in Harrogate as set out in the Core Strategy. Subject to Harrogate Council being satisfied regarding the evidence of housing growth, the approach to locating housing allocations follows national policy in sustainability terms. The Council would not comment upon specific local sites to deliver the Core Strategy. There are no significant proposals in the vicinity of the Harrogate/Selby border that necessitate specific comment.

SDC is considering its options towards renewable energy generation in the context of wind farming, and would welcome joint working in further studies to address this issue in a coordinated manner.

### **East Riding**

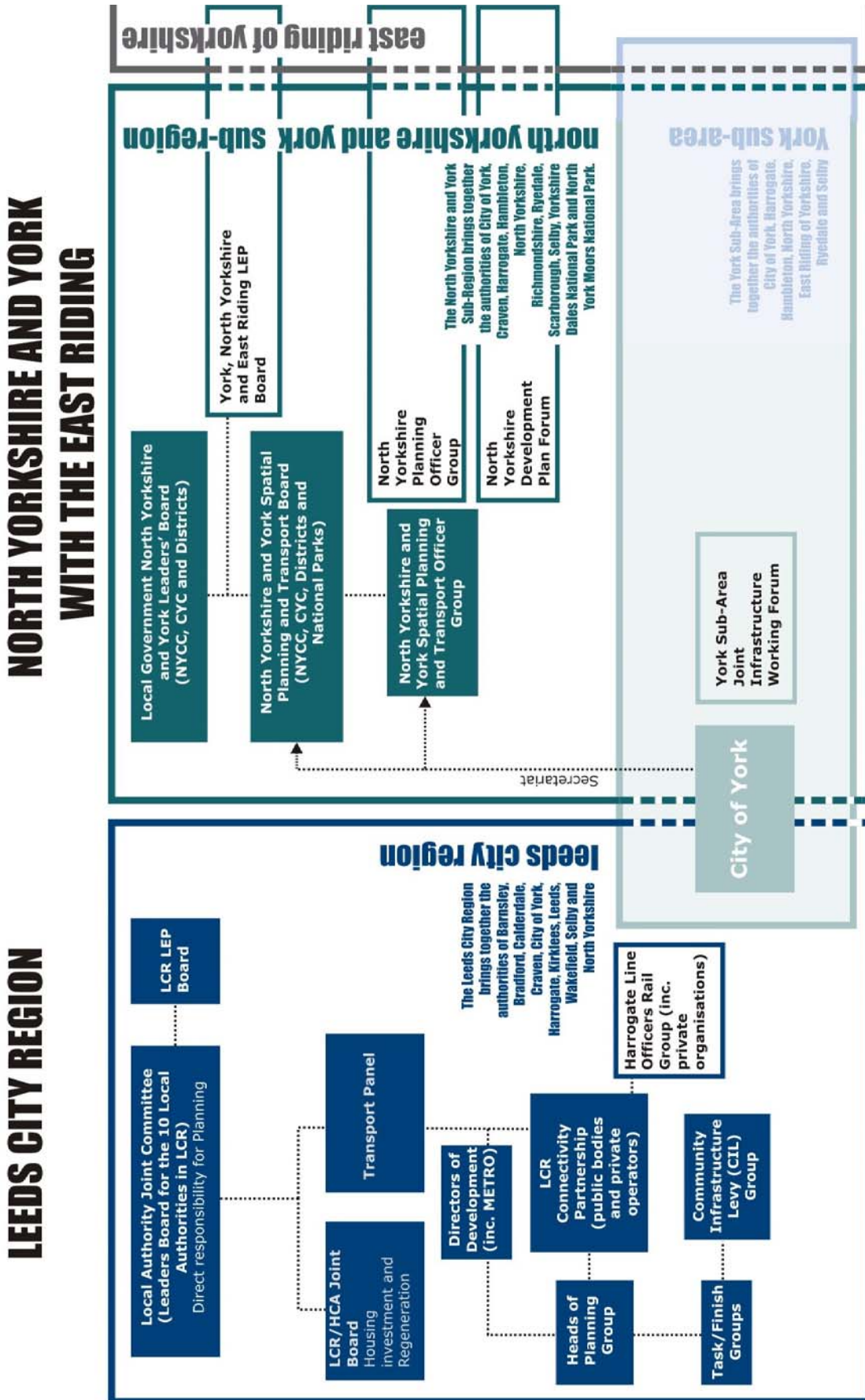
Selby broadly supports the approach taken in the draft Strategy and Draft Allocation documents that make up the East Riding Local Plan. Selby acknowledges the importance of the Lower Derwent Valley SPA/SAC which is reflected in our own Local Plan.

SDC is considering its options towards renewable energy generation in the context of wind farming, and would welcome joint working in further studies to address this issue in a coordinated manner.

Selby is liaising with City of York Council regarding the potential Whinthorpe development and the potential impacts upon the A64 strategic highway network with regard to the junctions with the A19 and the A1079.

The Proposed Major Changes consultation deals with local issues that Selby is satisfied can be addressed by ERYC and have no strategic context.

Appendix 3: Diagram: City of York Duty to cooperate relationships



# Selby District Council

## REPORT

Reference: E/13/21

Item 12 - Public



**To:** The Executive  
**Date:** 5 September 2013  
**Status:** Key Decision  
**Report Published:** 28 August 2013  
**Author:** Julia Jennison – Policy Officer  
**Executive Member:** Councillor C Lunn  
**Lead Officer:** Karen Iveson – Executive Director

**Title:** Selby District Council Housing Development Strategy

**Summary:** The Council is keen to ensure that opportunities for the development of affordable housing in the district are maximised. A draft Housing Development Strategy was considered by Executive on 4th July 2013, and has now been subject to consultation.

### Recommendations

- i) To approve the allocation of £150k (£30k per annum over 5 years) from the Programme for Growth to support the 5 year development plan for Selby and District Housing Trust;
- ii) To recommend the Housing Development Strategy to Council.

### Reasons for recommendation

The Development Strategy will provide a framework for the Council to deliver affordable housing, either through the HRA, or through the General Fund.

## 1. Introduction and background

- 1.1 The Development Strategy, which was considered by Executive on 4<sup>th</sup> July, sets out the Council's plans to contribute to the development of additional affordable housing in the district.

1.2 Consultation has now taken place including consideration by Selby & District Housing Trust Board and Policy Review.

## **2. The Report**

2.1 The Selby District Council Housing Development Strategy sets out the Council's own plans to contribute to the development of additional affordable housing in the district.

2.2 Most new housing provision is delivered by private developers, with affordable housing provided through Section 106 Agreements in partnership with Registered Providers. Smaller numbers of new affordable homes are developed by Registered Providers independently either on small sites or on Rural Exception Sites.

2.3 With house prices increasing over recent years, the purchase of a home on the open market has become unachievable for many of our residents, and it is important to ensure that the private rented and social rented sectors are able to meet demand from those who cannot afford to buy.

2.4 The development of additional housing in the district will help support the building industry, provide opportunities for more employment and apprenticeships, create wealth and encourage local spending.

2.5 This strategy puts forward two mechanisms for the Council to increase its affordable housing stock; to develop itself through the Housing Revenue Account (HRA), or through the General Fund via a Housing Delivery Vehicle - Selby and District Housing Trust has been established for this purpose.

2.6 A draft Strategy was brought to Executive on 4<sup>th</sup> July 2013, when it was approved for consultation.

2.7 Policy Review resolved on 16<sup>th</sup> July 2013 to endorse the proposed Housing Development Strategy.

2.8 At the time of writing this report comments from the Selby & District Housing Trust Board have not been received although they are due to meet on the 27<sup>th</sup> August and therefore any comments received will be presented verbally at the Executive meeting.

2.9 The timeline for the Development Strategy is scheduled below.



Date	Event	Action
4 July	Executive	Consider draft
16 July	Policy Review	Feedback comments
June/July	Consultation with the Trust	
5 Sept	Executive	Recommended
10 Sept	Council	Approval

### 3. Legal/Financial Controls

#### 3.1 Legal Issues

Legal advice has been sought to inform our approach to the development of this Strategy.

#### 3.2 Financial Issues

The funding arrangements for the Strategy are set out in Section 6 of the attached document. Assuming a programme to build 106 homes at an average of £100k each, over a 5 year period, and taking into account the circa £5m limit on borrowing within the HRA, the broad funding profile would be:

	Year 1 £000's	Year 2 £000's	Year 3 £000's	Year 4 £000's	Year 5 £000's
<b>Resources required</b>	<b>600</b>	<b>2,500</b>	<b>2,500</b>	<b>2,500</b>	<b>2,500</b>
<b>Financed by:</b>					
HRA Debt	300	1,250	1,250	1,250	1,250
S106	0	0	500	500	500
GF Debt	300	1250	750	750	750
<b>Total Funds</b>	<b>600</b>	<b>2,500</b>	<b>2,500</b>	<b>2,500</b>	<b>2,500</b>

HRA borrowing at this level would attract principal and interest repayments of around £280k p.a. subject to prevailing interest rates.

General Fund borrowing to support the Trust would constitute capital expenditure for the Council. The cost of borrowing (principal and interest) would be fully funded by the Trust from the rental income obtained from the developed properties.

In terms of officer time, it is assumed that 1 full time equivalent, suitably qualified senior officer will be required although the extent of officer resource is dependent upon availability/deliverability of sites. The estimated cost of such a resource is £60k p.a. and it is proposed that this be shared between the Council and the Trust at £30k each with the

Trust element being funded by the Council from the Programme for Growth – the equivalent of £150k over the 5 year life of the programme.

In supporting this project the potential new homes bonus that could be generated from the new build programme is estimated at around £760k, although the recent top-slicing of new homes bonus could reduce this by 35% to £494k from 2015/16.

#### **4. Conclusion**

The Development Strategy will provide the Council with a range of options to increase affordable housing in the district.

### **Appendix 1 – Selby District Council Housing Development Strategy**

#### **Background Documents**

HRA Business Plan 2012

Asset Management Strategy 2012

#### **Contact Details**

**Julia Jennison – Policy Officer**

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# **Selby District Council Housing Development Strategy**

## **Contents**

- 1. Introduction**
- 2. Strategic Aims**
- 3. Evidence of Housing Need**
- 4. Development Strategy**
- 5. Delivery**
- 6. Financing Developments**
- 7. Managing the process**
- 8. Procurement**

**Appendix A – Glossary**

**Appendix B – Strategies and Plans**

**Appendix C – Evidence of Housing Need, taken from the Selby Strategic  
Housing Market Assessment (SHMA) 2009**

## 1. Introduction

- 1.1 This Development Strategy sets out Selby District Council's plans to contribute to the development of additional affordable housing in the district.
- 1.2 In its housing enabling role, the Council is committed to working with partner agencies and Registered Providers operating in the district to ensure the ongoing delivery of good quality affordable housing which meets the needs of our residents.
- 1.3 This strategy concentrates on the contribution the Council itself can make. Housing development has been identified as an important part of the Council's Programme for Growth because it helps meet the need for additional affordable housing in the district and contributes to the delivery of economic growth.
- 1.4 The development of more housing in the district will help support the building industry, provide opportunities for more employment and apprenticeships, create wealth and encourage local spending. It also provides an opportunity to increase the Council's receipts through the New Homes Bonus.
- 1.5 Most new housing provision is delivered by private developers, with affordable housing provided as part of a scheme through Section 106 Agreements in partnership with Registered Providers. Smaller numbers of new affordable homes are developed by Registered Providers independently either on small sites or on Rural Exception Sites.
- 1.6 Housing affordability is one of the biggest challenges facing the district, with house prices almost tripling in fifteen years from £66,362 in 1996 to £182,442 in 2011<sup>1</sup>.
- 1.7 Affordability ratios (house price to earnings) are significantly higher than the 'Affordable Definition' of 3.5 (an affordable mortgage being three and a half times annual income) particularly in the northern part of the District. In 2011 the affordability ratio for Selby District was 6.02. This means that house prices are 6 times the average annual income for Selby District. It is therefore important to ensure that the private rented and social rented sectors are able to meet demand from those who cannot afford to buy.
- 1.8 In recent years the Council's own capital investment in affordable housing has been limited to the repair and improvement of its own stock. However, because of 'Right to Buy' (RTB), the total council housing stock has been reducing. Although the rate of sale has slowed

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<sup>1</sup> DCLG Live Table 585 Housing Market: mean house prices based on Land Registry data, by district, from 1996-2011

in more recent years it is now picking up again. The increased discounts in 2012, and Budget changes in 2013 which reduced the eligibility period for purchasers from 5 to 3 years, have already encouraged more tenants to explore their RTB. In 2012/13 there were 10 sales (where previous assumptions in the Housing Revenue Account (HRA) Business Plan had been for 2), and it is expected that this trend will increase in coming years.

- 1.9 This does however present opportunities to reinvest the receipts in the provision of new affordable housing which are explored later in this strategy.

## **2. Strategic Aims**

- 2.1 The Council's aims for the delivery of additional affordable homes are set out in the following strategies and plans:

- Corporate Plan 2011-15
- Programme for Growth
- Core Strategy including the Affordable Housing Supplementary Planning Document
- Housing Revenue Account Business Plan 2012 – 2017
- North Yorkshire Housing and Homelessness Strategy 2012-15
- Draft Empty Homes Strategy 2013

- 2.2 Further information relating to the housing elements of each of these documents can be found in Appendix B.

## **3. Evidence of Housing Need**

- 3.1 Housing Need for the district was established through the Strategic Housing Market Assessment 2009 (SHMA), part of the Local Development Framework, which advised that Selby District at that time had a population of around 81,200, and is a high demand area for housing.
- 3.2 Extracts from the SHMA 2009 can be found in Appendix C. These extracts support the case for making affordable housing a priority and help guide the size, type and location of new schemes.
- 3.3 A new SHMA is planned to be commissioned late 2013/2014 and will provide updated information on need and relative demand. It is likely that both will have been affected by recent changes to the welfare system, particularly relating to the size of units (particularly the number of bedrooms) required.

## Social rented stock

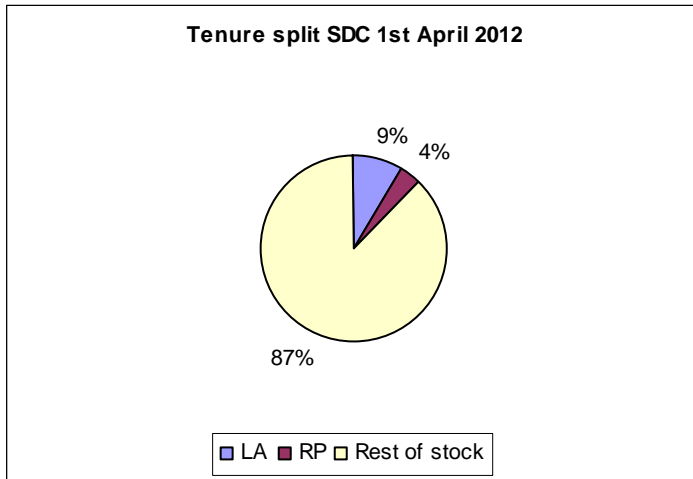
- 3.4 The SHMA found that social rented stock as a proportion of total dwelling stock has reduced from 15.1% in 1998 to 12.5% in 2008. Of occupied social rented stock, 76.3% is rented from the Council and 23.7% is rented from a Registered Provider.
- 3.5 The table below shows that over a third of Council stock is bungalows, but that bungalows make up only 15% of overall housing stock. Over 35% of Registered Providers' stock is semi detached, and 50% is flats, whereas looking at the total stock, 28% is semi detached, and only 5% is flats.

**Table B15** from the SHMA shows the attributes of social rented stock

Property Type	Council Rented (%)	RSL Rented (%)	All Stock (%)	No. Bedrooms	Council Rented (%)	RSL Rented (%)	All Stock (%)
Detached house/cottage	0.6	0.4	36.9	One/bedsits	17.7	27.6	4.7
Semi-detached house/cottage	24.4	35.4	28.4	Two	46.9	38.5	21.3
Terraced house/cottage	20.4	6.4	13.3	Three	34.4	33.9	44.4
Bungalow	34.8	7.5	15.4	Four	0.9	0.0	24.4
Maisonette	0.5	0.0	0.1	Five or more	0.1	0.0	5.2
Flat/apartment	19.2	50.3	5.3				
Caravan/Park Home/other	0.0	0.0	0.6				
Total	100.0	100.0	100.0	Total	100.0	100.0	100.0
Base	3184	990	34246	Base	3184	990	34246
Property Age	Council Rented (%)	RSL Rented (%)	All Stock (%)	Satisfaction with property condition	Council Rented (%)	RSL Rented (%)	All Stock (%)
Pre 1919	6.9	0.8	15.1	Very Satisfied	16.4	40.0	38.6
1919-1944	12.1	7.4	9.7	Satisfied	39.6	29.3	40.6
1945-1964	49.5	7.1	15.7	Neither satisfied nor dissatisfied	21.3	9.9	11.8
1965-1984	28.6	17.6	28.1	Dissatisfied	19.5	15.4	7.6
1985-2004	3.0	41.7	25.1	Very Dissatisfied	3.3	5.5	1.5
2005 on	0.0	25.4	6.3				
Total	100.0	100.0	100.0	Total	100.0	100.0	100.0
Base	3184	990	34246	Base	3184	990	34246

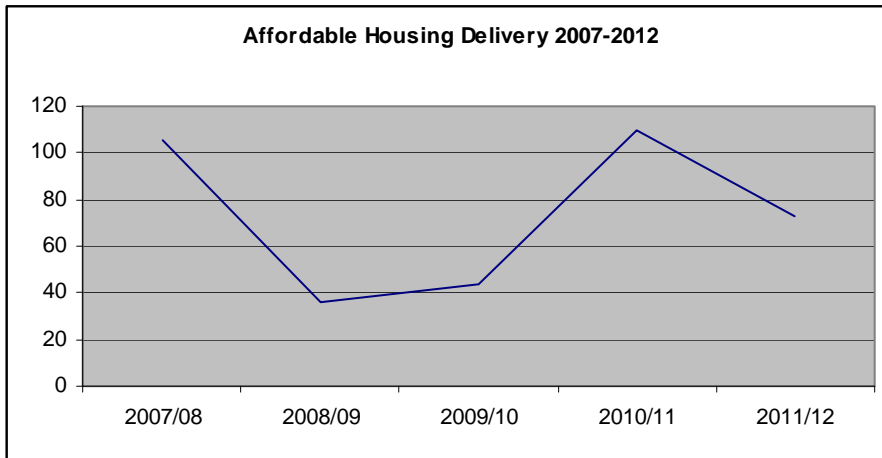
- 3.6 Local Authority Housing Statistics (LAHS) 2012 show that the proportion of social rented property in the district had hardly changed since then, at 13% of the housing stock, with 3,170 local authority homes and 1,370 owned by Registered Providers. These proportions are demonstrated in the pie chart below.

**From LAHS 2012**



**Delivery over the past 5 years**

3.7 There have been 368 affordable homes developed in partnership with Registered Providers between 2007-2012. Annual delivery is demonstrated in the graph below.



**Size and type of affordable housing required**

- 3.8 Evidence from the Selby SHMA 2009, of the size and type of housing required, is set out in more detail in Appendix C.
- 3.9 Table D19 of the SHMA 2009 considers the range of affordable property types households would consider, based on the aspirations of existing households in need and newly-forming households requiring affordable accommodation.

**Table D19** Affordable property type preferences

Property type	Property type preferences		
	Existing HHs in Need	Newly-forming Households	TOTAL
House	41.7	39.6	40.5
Flat	14.0	47.2	33.7
Bungalow	44.3	13.2	25.8
Total	100.0	100.0	100.0
Base (Annual affordable requirement)	208	304	512

Source: 2008 household survey

- 3.10 Analysis suggested that there is a potentially strong role for intermediate tenure products in Selby District (homes for sale or rent at below market value – see the Glossary at Appendix A), with around 30% of households in need stating that they would consider it. Analysis of income, equity and savings would suggest that 52% of existing and newly-forming households in need could afford products with an equity share of £50,000 and 32.8% could afford an equity share of £80,000 (2009 SHMA). However, these figures will shortly be updated in the new SHMA 2013/14, which will be made available on the Council's website.
- 3.11 The North Yorkshire SHMA 2011 reviewed the 2009 evidence to provide an update in the context of the North Yorkshire wide picture.
- 3.12 In considering the long term changes to the profile of households, the following conclusions need to be taken into account –
- A growth in households aged 25 - 34, who are likely to require smaller homes on the whole
  - A growth in households aged 55-64, which will include a proportion of households wishing to downsize
  - A high increase in the numbers of older households, who are predominantly singles and couples
- 3.13 As a result, there is likely to be an increasing demand for smaller homes which are near to key services and transport links.
- 3.14 The proposed SHMA 2013/14 will provide updated evidence of need.
- 3.15 The Homes and Communities Agency has set out size and space standards and other requirements for affordable homes delivered by Registered Providers, and these need to be taken into account when negotiating for homes through Section 106 Agreements with a developer. More information can be found in the Council's Affordable Housing Supplementary Planning Document, and on the Homes and Communities (HCA) website.



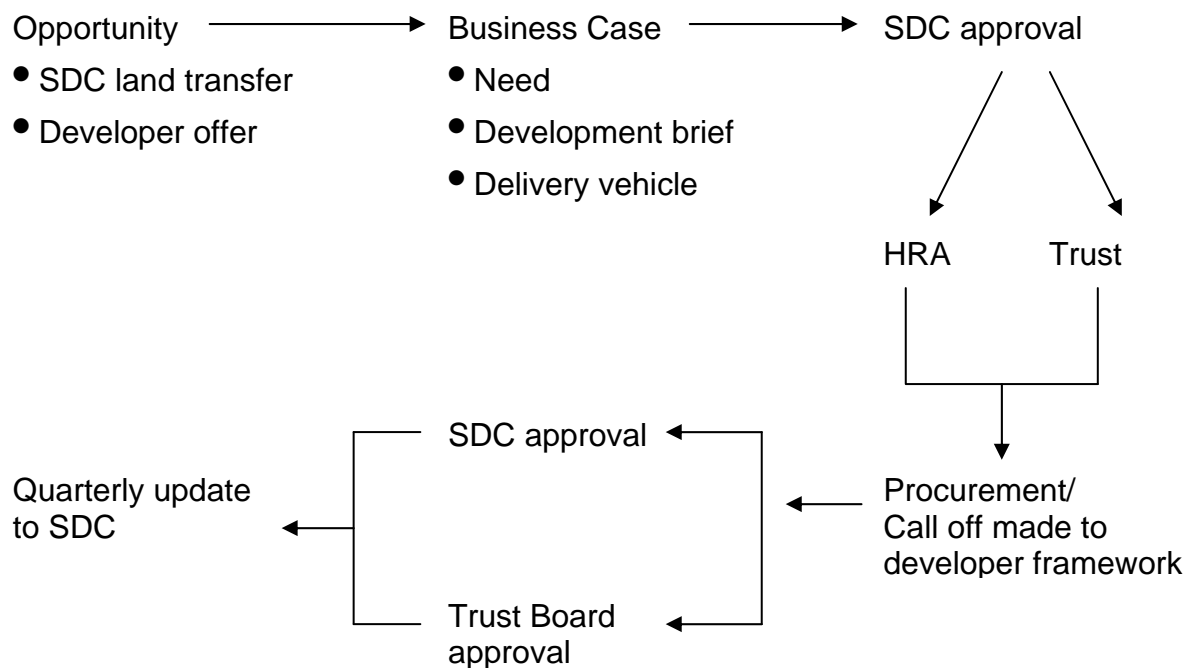
## 4. Development Strategy

4.1 This strategy puts forward two mechanisms for the Council to increase its affordable housing stock, and add to the valuable work of Registered Provider (RP) partners. Properties could be developed and financed through:

- the HRA, or
- the General Fund via a Housing Delivery Vehicle - Selby and District Housing Trust has now been established to develop homes in this way.

4.2 The diagram below shows both of these development mechanisms. Once a potential scheme has been identified, the business case will usually dictate the best way forward.

### Development Mechanisms



### Housing Revenue Account

4.3 Developing through the Housing Revenue Account (HRA) will allow the Council to add to its own housing stock and retain control of allocations and management. However, this option is limited by the HRA £5m debt cap, and existing and new stock would continue to be subject to Right to Buy (RTB).

- 4.4 The Council is keen to add to the stock of affordable housing in the district through the most practical and cost effective mechanism, with a flexible approach to maximise resources and provide value for money. Each scheme needs to be considered on its own merits. For instance, the HRA may develop adapted units or accommodation for the elderly or disabled, which are exempt from the RTB. This would ensure that in the long term, affordable units remain available to this growing section of the population.

### **Selby and District Housing Trust**

- 4.5 Selby District Council has established a charitable Housing Trust following submission of a feasibility report to Council on 26 February 2013. The Trust will deliver additional affordable homes across the district, initially concentrating on opportunities provided by using Council owned land.
- 4.6 By developing through the new charitable Housing Trust, the Council can enable additional affordable housing stock to be developed using Council funding arrangements. Subject to agreement, conditions and consents, the Council would retain nomination rights and the homes could be managed by Access Selby alongside the Council's own stock, providing opportunities for economies of scale. Tenants would still have the Right to Acquire (RTA), but this is less onerous than RTB with lower discounts available (maximum £10,000 in Selby district at 2013).
- 4.7 The Trust will develop affordable homes on land transferred from the Council potentially at less than market value subject to approvals and the necessary consents. As a separate organisation, the Trust will have greater freedom to build new, affordable housing, which will be secured for affordable rent or purchase in the long-term.
- 4.8 The Trust will operate separately from the Council, with new developments funded by a variety of means including, loans from Selby District Council subject to consent, Section 106 commuted sums, or grant funding through the Homes and Communities Agency (HCA). Loan financing and repayments will be covered by the rental income of the properties developed.

### **Priorities**

- 4.9 The Council is keen for new build development to provide quality homes early in the programme; this will be new stock which meets modern standards to be developed and taken into management.
- 4.10 An additional priority is to consider the refurbishment of individual properties in areas requiring improvement, and this could include empty homes work (which could be more time consuming to progress),

purchase and repair and acquisition or buy back (see sections 4.22 and 4.23). Again, the preferred delivery mechanism will be established through the business case.

- 4.11 In terms of location for new affordable development, the Council will prioritise a number of sites, land and garage blocks in its ownership, and in doing so will consider current usage, the current condition and repair requirements, and any adjacent opportunities such as small pockets of land.
- 4.12 With regard to the latest housing need information set out in the North Yorkshire SHMA 2011 (see 3.12), smaller units should be prioritised, with bungalows in particular provided on level sites with easy access to services and transport links. The next SHMA will take into account changing priorities resulting from recent welfare changes.
- 4.13 A list of potential sites, most in the council's ownership, has been drawn up for appraisal. The initial prioritisation of the sites to be progressed will include consideration of the areas of housing need identified in SHMA. This will allow schemes to be progressed in particular areas of the district where there is identified need but insufficient social provision to meet that need.
- 4.14 Following this, the schemes which are most likely to be deliverable would be prioritised for further consideration and assessment.

### **Options**

- 4.15 Registered Providers are already working with us in the district to deliver affordable housing, and there are well established mechanisms in place regarding this.
- 4.16 Schemes delivered by the Council, through either the HRA or through the Trust, could be achieved by;

### **New build schemes for rent or purchase**

#### **A. Section 106 opportunities**

Under Policy CP5 of the Core Strategy (see Appendix B) there is a requirement for affordable housing provision to be delivered on site unless there are clear community benefits or the potential to deliver a better balanced housing market through off site provision. More detail is set out in the Council's Affordable Housing Supplementary Planning Document 2013. Registered Providers including the Trust can purchase and take on the management of these units. In addition, there is a requirement in the Core Strategy, which is likely to be adopted in October 2013, for commuted sums to be required relating to affordable housing provision on schemes of 1-9 units. These ringfenced sums can be pooled by the Council and used to fund affordable housing elsewhere in the district.

## **B. Rural Exception sites**

The Trust or another Registered Provider could purchase the affordable units on Rural Exception sites. In accordance with Policy CP6 of the emerging Core Strategy (see Appendix B), the sale of small numbers of market units could be considered on Rural Exception sites where this is required to provide cross subsidy for affordable schemes. Alternatively, the construction and sale of market units could also be delivered as part of an overall scheme.

## **C. Use of Council owned land including garage sites**

The Council could develop sites itself or provide land to the Trust at less than market value for affordable housing schemes to be delivered, subject to support and the necessary consents for the transfer of land.

- 4.17 Individual site assessments and viability studies will address value for money issues which will need to be considered by the Council and will form part of the business case. Surplus land has been identified through work on the Council's Asset Management Strategy, and sites will be assessed for suitability for the development of small affordable housing schemes.

### **Other SDC owned buildings**

- 4.18 The Council may have other property assets which could be altered to provide 1 or 2 bed units which may help tenants' downsizing requirements; currently there is a lack of smaller units available for tenants to downsize into. The new Strategic Market Housing Assessment (SHMA), due to be commissioned in 2013/14, will provide detail of current housing need taking this into account.
- 4.19 In addition, demolition of surplus or underused properties, or the use of adjacent unused land may provide further opportunities for development.

### **Other land/buildings available including on the open market**

- 4.20 There may be other land or buildings owned by other public sector bodies, or available on the open market either in areas of need where the Council has no landholdings, or where they could enhance or increase development opportunities already under consideration.
- 4.21 Consideration could also be given to the acquisition of homes on the open market, which could be brought into management.

### **Buy backs**

- 4.22 Where a tenant has taken up the RTB, and later wishes to sell the property, there is an opportunity for the Council to buy the property back. The advantage is that properties will have good space standards, and usually be located near to other Council stock for ease of management. In addition, much of the take up of the RTB was for smaller, more rural settlements where new provision is less likely.
- 4.23 Each purchase would be dependent on the business case, costs and available funding at the time.

### **Acquisition/disposal of affordable units**

- 4.24 The Council or the Trust could consider acquisitions or disposals of stock. The Council may dispose of units through small scale transfers of void (empty) dwellings (no existing tenancies would be affected by this proposal)<sup>2</sup>, or other social housing providers in the district may consider disposals in order to rationalise their stock.
- 4.25 The purchase of affordable units in high need areas where there is limited potential for additional homes to be provided could be prioritised. Hard to let properties could be reconfigured as part of the process. Whilst this may not increase the overall numbers of affordable housing in the district, it would increase the number of units in management and potentially provide economies of scale.

### **Potential joint ventures**

- 4.26 Consideration will be given to working with other public sector bodies, or the possible acquisition of strategic sites

### **Remodelling of existing homes to meet changing need**

- 4.27 As outlined in Section 4.25 above, either to address the problems of hard to let properties, or provide more smaller units to meet emerging demand resulting from recent welfare changes.

### **Refurbishment of empty homes**

- 4.28 The Council's Empty Homes Strategy sets out our approach to bringing empty homes back into use. In terms of the contribution this Development Strategy can make, where an owner has failed to bring an empty home back into use despite our intervention, and the Council considers it to be a priority, the home could be managed and let out by the Council or the Trust. This could be effected either through outright

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<sup>2</sup> The policy and criteria for this are not yet in place

purchase, or by agreement with the owner, with the cost of improvement works recouped through rental receipts.

- 4.29 Following an initial assessment of suitability, the cost of repairing and refurbishing the property could be set against future rental income. The term of the lease would be calculated to recoup the cost of the works, and this could also be extended to take account of the provision of a rental income to the owner if this was required.
- 4.30 Whilst this would not provide an increase in affordable housing stock in the longer term, it would add to the affordable offer in the district in the shorter term.

### **Building under licence**

- 4.31 There may be situations where the Council or the Trust might consider building under licence to reduce the upfront cost of development, eg where a partner public sector body contributes land.

### **Tenure**

- 4.32 As part of the site appraisal process, consideration needs to be given to whether to charge a traditional social rent, or take the opportunity to charge an Affordable Rent (of up to 80% market rent). See Appendix A.
- 4.33 Where HCA funding is used, there is an expectation that Affordable Rent will be charged in order to maximise opportunities for the development of further affordable units. However, where other funding is used, consideration could be given to the development of a percentage of social rented properties to ensure that the needs of lower income families can continue to be met.
- 4.34 The provision of a small number of market units, either as part of an affordable scheme or on a small site elsewhere, might provide the opportunity for cross subsidy and meet the need for market housing in particular locations. This consideration will be part of the detailed viability work required on a site by site basis.

### **Employment, Training and Economic Benefits**

- 4.35 There are a number of opportunities to contribute to the wider economy by delivering affordable housing. These include building or refurbishment of properties, their ongoing management and repair, and the chance to offer apprenticeships relating to any area of the work.

## 5. Delivery

- 5.1 Selby Town needs the greatest numbers of additional affordable housing (see Table D12 of the SHMA – Appendix C) although there is evidence of unmet need across the district. The evidence shows that 110 of the 409 units required, or 27%, are in Selby Town. In terms of unit size, 42% of the requirement across the district is for 2 bed units.
- 5.2 Delivering affordable units for older people, whilst addressing the increasing numbers of older people predicted to be living in the district, could also allow larger units to be made available for families through tailored allocations via local lettings agreements.
- 5.3 In order to assess the development potential of land in the Council's ownership, a separate desktop assessment will be prepared – initially of a select number of sites. Sites will be selected based upon a high level review of development potential before undertaking a more detailed desktop review. Site selection at this stage will include a location plan, aerial image and a spreadsheet showing an initial assessment of high potential, probable potential or no potential.
- 5.4 A more detailed assessment of the more 'deliverable' sites, will then be undertaken and subject to an initial site appraisal including desktop information plus walkover survey, photographs, initial site summary with indicative number of units. Sites will then be graded through a traffic light system.
- 5.5 Building on this approach, detailed site appraisals will enable the development of business cases on individual sites, which will then determine which will come forward first. The Council will work up a development programme, and the preparation of criteria for asset transfers will be the subject of a separate policy, these to be read side by side.
- 5.6 It is anticipated, that given the available Council owned land opportunities, the following delivery targets could be achievable. The tenure of these units will depend upon identified need and individual site viability issues.

2013/14	Year 1 2014/15	Year 2 2015/16	Year 3 2016/17	Year 4 2017/18	Year 5 2018/19
Preparation	<b>6+</b>	<b>25</b>	<b>25</b>	<b>25</b>	<b>25</b>

### Pilot schemes

- 5.7 The Council's Executive has recently agreed to seek planning permission for a small development of 3 new affordable homes on land at St Joseph's Street in Tadcaster, with the intention that these will be built by the new Trust. In addition, there are plans to remodel the

former Council offices in Kirkgate to provide 3 affordable flats, subject to planning approvals.

## 6. Financing Developments

- 6.1 A 5 year programme of 106 homes at an average cost of between £80k and £100k per property (subject to land values) would require resources of between £8.5m and £10.6m.
- 6.2 The HRA Business Plan shows that there is currently £5m borrowing headroom up to the HRA debt cap and sufficient financial capacity within the HRA to cover the principal and interest payments.
- 6.3 Assuming £5m HRA borrowing at an average rate of 4.5% over 30 years the annual repayments would be approximately £280k p.a.
- 6.4 Any additional financing would then allow development by the Trust via General Fund resources – either prudential borrowing or s106 commuted sums.
- 6.5 S106 commuted sums are difficult to quantify at this stage in terms the amount and the timing and therefore a conservative estimate of £500k from year 3 is assumed. If these funds do not materialise then additional prudential borrowing would be required or developments would need to be scaled back.
- 6.6 The cost of General Fund borrowing would be borne by the Trust and repaid from the rental income of the properties developed. Loans to the Trust would be at prevailing PWLB rates + % (+ % to be determined) and would constitute capital expenditure for the Council.
- 6.7 An indicative funding plan assuming an average build of £100k per property could be:

	Year 1 £000's	Year 2 £000's	Year 3 £000's	Year 4 £000's	Year 5 £000's
<b>Resources required</b>	<b>600</b>	<b>2,500</b>	<b>2,500</b>	<b>2,500</b>	<b>2,500</b>
<b>Financed by:</b>					
HRA Debt	300	1,250	1,250	1,250	1,250
S106	0	0	500	500	500
GF Debt	300	1250	750	750	750
<b>Total Funds</b>	<b>600</b>	<b>2,500</b>	<b>2,500</b>	<b>2,500</b>	<b>2,500</b>

- 6.8 It is also anticipated that the Trust will seek Registered Provider status with the Homes and Communities Agency in order to access grant



funding. Should such funding become available over the life of the programme then this could either reduce the General Fund borrowing required or increase the number of properties delivered (subject to sites).

- 6.9 Similarly the HRA may experience increased Right to Buys and have the opportunity of additional retained capital receipts – in these circumstances any additional capital receipts retained in accordance with the agreement with the government must make up no more than 30% of the development costs. This could allow one extra property for every £100k additional receipts retained, up to a maximum of 22 extra properties and subject to the Government's 'one-for-one' replacement rules.
- 6.10 Individual business cases for developments (HRA and Trust) would need to establish viability in terms of the rental income and the costs of asset transfers, financing, building, maintaining and managing the properties over a 30 to 60 year life.

### **Commuted sums**

- 6.11 The Council's Core Strategy makes provision for commuted sums to be paid in lieu of affordable housing in appropriate circumstances. Greater clarity around these circumstances will be set out in the Affordable Housing Supplementary Planning Document (AHSPD).
- 6.12 Core Strategy Policy CP5 (see Appendix B) also provides that on sites below the threshold, a commuted sum will be sought to provide affordable housing within the district. The target contribution will be equivalent to the provision of up to 10% affordable housing.
- 6.13 The draft AHSPD sets out maximum commuted sums payable for sites of 1-9 units, and is due to be consulted in the summer 2013. It is anticipated that the SPD will be approved at the same time as the Core Strategy in October 2013.
- 6.14 Under Policy CP5 of the Core Strategy (see Appendix B) there is a requirement for affordable housing provision to be delivered on site for developments of 10 or more dwellings unless there are clear community benefits or the potential to deliver a better balanced housing market through off site provision. Where this is appropriate (refer to AHSPD Appendix 5) and evidence can be provided this will be included in the officer report to the Planning Committee for their consideration. One case has been considered to date and agreed in principle.
- 6.15 Once the maximum contributions arising from the AHSPD have been agreed, it should be possible to work up a projection of the possible commuted sums which would be available to the Council for the provision of affordable housing.

## **7. Managing the Process**

- 7.1 To 'kick start' the housing trust project, £30k was allocated from the Programme for Growth budget. This was a one-off sum to cover the feasibility and set up costs of the proposed Housing Delivery Vehicle. This budget has been spent or allocated to the remaining elements of the project still in progress.
- 7.2 In order to take forward a 5 year programme of build projects it will be necessary to engage a level of resource to co-ordinate and commission the businesses cases, asset transfer agreements, funding applications and procurement of individual schemes.
- 7.3 Given it is the intention to build via the HRA and the new trust, there is an opportunity to share this resource to achieve some economies of scale for both organisations.
- 7.4 At this stage it is difficult to fully quantify the amount of work involved as this will depend on the availability/deliverability of sites, but assuming that 1 full time equivalent, suitably qualified senior officer is required, a budget of £60k – say £30k HRA and £30k Trust should be sufficient.
- 7.5 The HRA element would be covered by the financial capacity within the HRA and it is suggested that the Trust element is covered by the Programme for Growth until the Trust gains sufficient property numbers to sustain such costs without support from the Council.
- 7.6 The case for Programme for Growth resources is put forward on the basis of the additional New Homes Bonus that will be generated by the build programme – 106 additional houses over the life of the 5 year programme (say at an average Band B for Council Tax Base purposes) would achieve New Homes Bonus of £760k against a General Fund cost of £150k.

## **8. Procurement**

- 8.1 The approach to procurement will largely depend on the value of the work to be tendered.
- 8.2 The initial pilot schemes are below the threshold for EU procurement rules and therefore the Council's own procurement rules will apply.
- 8.3 Projects are expected to be on a 'design and build' basis and developers will be engaged early in the process to enable flexibility over design to deliver maximum value for money for the level of quality desired.

- 8.4 Opportunities for efficiency within the procurement process will be sought and the use of select lists and/or a framework contract will be explored through the Council's procurement partnership and where possible joint procurement between the Council and the Trust will be undertaken.

### **Glossary**

#### **Affordable housing**

Is social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market

#### **Affordable Rent**

Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). It is let by local authorities or Registered Providers to households eligible for social rent.

#### **Housing Association**

See Registered Provider

**Housing demand** is the quantity of housing that households are willing and able to buy or rent.

**Housing need** is the quantity of housing required for households who are unable to access suitable housing without financial assistance.

**Housing requirement** is the combination of both housing need and housing demand.

#### **Intermediate housing**

Intermediate housing includes homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.

#### **Local connection**

Connection to a particular area because of residency, employment, family or a main source of support.

#### **NPPF**

National Planning Policy Framework, published in March 2012 aimed to consolidate all previous planning documents – policy statements, circulars and guidance into one document

#### **Registered Providers**

Including Registered Social Landlords and Housing Associations. These are providers (and may also be developers) of social housing, and are defined in section 80 of the Housing and Regeneration Act 2008)

#### **Registered Social Landlords**

See Registered Provider

**Rural Exception Sites.**

Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current or former residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding

**Section 106 Agreements**

Legal agreements which secure community benefits through a planning obligation. These can include provision for a percentage of affordable housing to be provided on housing developments

**Social Rented**

Social rented housing is owned by local authorities and Registered Providers, for which guideline target rents are determined through the national rent regime

## Strategies and Plans

### Corporate Plan 2011-15

The plan sets out how the Council wants to target money and resources in its five 'big things' for the district, which are:

- Tough times call for a **stronger council**, fighting your corner and getting everyone working together
- It's all about **changing places** and helping others to see our district through new eyes
- We want to work with others to make this a great place with people **living well** and leading happy and healthy lives
- We won't be afraid of **tackling the tough stuff** that might otherwise knock us off course
- That means being **switched on** to what's happening around us, knowing what's important and being fit for the job

### Programme for Growth

Delivering new affordable homes is one of the primary objectives of the Council's £5million Programme for Growth investment, which focuses on dealing with the big issues affecting the area, such as housing, employment and the local economy. The housing trust project is one of the projects within the housing and infrastructure workstrand and is a key driver for this housing development strategy.

### Core Strategy

The Core Strategy sets a minimum housing target in Selby district for 450 units per year. This could, if the policy was delivered at the target 40%, produce about 180 affordable units per annum on allocated sites. Additional windfall sites are expected to deliver an additional 105 dwellings per annum which could provide another 40 affordable units per year, 220 in total.

However, market sites for 450 units per year will never deliver sufficient homes to meet identified need at 409 affordable units per year. This position reflects the position nationally where the numbers of affordable units required will never be delivered through S106 alone. All councils have an affordable housing need which outweighs their capacity. Additional 100% affordable schemes are therefore required in order to help meet that need, and the Council is keen to contribute by utilising its own resources.

The Core Strategy policies relating to affordable housing are set out below:

#### Policy CP5 Affordable Housing

**A.** The Council will seek to achieve a 40/60% affordable/general market housing ratio within overall housing delivery.

**B.** In pursuit of this aim, the Council will negotiate for on-site provision of affordable housing up to a maximum of 40% of the total new dwellings on all market housing sites at or above the threshold of 10 dwellings (or sites of 0.3 ha) or more.

Commuted sums will not normally be accepted on these sites unless there are clear benefits to the community/or delivering a balanced housing market by re-locating all or part of the affordable housing contribution.

**C.** On sites below the threshold, a commuted sum will be sought to provide affordable housing within the District. The target contribution will be equivalent to the provision of up to 10% affordable units.

**D.** The tenure split and the type of housing being sought will be based on the Council's latest evidence on local need.

**E.** An appropriate agreement will be secured at the time of granting planning permission to secure the long-term future of affordable housing. In the case of larger schemes, the affordable housing provision will be reviewed prior to the commencement of each phase.

The actual amount of affordable housing, or commuted sum payment to be provided is a matter for negotiation at the time of a planning application, having regard to any abnormal costs, economic viability and other requirements associated with the development. Further guidance will be provided through an Affordable Housing SPD.

#### Policy CP6 Rural Housing Exceptions Sites

In the Designated Service Villages and the Secondary Villages, planning permission will be granted for small scale 'rural affordable housing' as an exception to normal planning policy provided all of the following criteria are met:

- i)** The site is within or adjoining Development Limits in the case of Secondary Villages, and adjoining development limits in the case of Designated Service Villages;
- ii)** A local need has been identified by a local housing needs survey, the nature of which is met by the proposed development; and
- iii)** The development is sympathetic to the form and character and landscape setting of the village and in accordance with normal development management criteria.

An appropriate agreement will be secured, at the time of the granting of planning permission to secure the long-term future of the affordable housing in perpetuity. Small numbers of market homes may be allowed on Rural Exception sites at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding in accordance with the NPPF. Future Local Plan documents will consider introducing a detailed policy and / or specific allocations for such sites.

### **Housing Revenue Account Business Plan 2012 – 2017**

The Housing Revenue Account (HRA) Business Plan is a strategic document which sets out the Council's vision for its housing service over the next 5 years. It recognises the Council's role as service commissioner and presents the outcomes we aim to achieve over the next 5 years.

The financial strategy for the HRA aims to provide the financial environment to support the Council in achieving its strategic objectives and for the delivery of its landlord responsibilities over the medium to longer term. The financial strategy was prepared in the context of major changes in housing finance with the introduction of self financing from April 2012.

The Plan acknowledges the Government's enhanced 'Right to Buy' scheme and 'one-for-one' replacement of additional homes sold. As part of these arrangements the Council will be able to retain more capital receipts by entering into an agreement with the Government to reinvest receipts in new affordable rented homes.

This Development Strategy will explore these opportunities further and set out options for the Council to utilise some of these receipts to deliver more affordable housing.

### **North Yorkshire Housing and Homelessness Strategy 2012-15**

Selby District Council is a member of the North Yorkshire Housing Partnership, and has signed up to the NY Housing and Homelessness Strategy 2012. This sets out the housing vision and priorities for the period up to 2015:

***'To make North Yorkshire and York an inclusive place where communities are sustainable and residents can have fair access to decent affordable homes and effective support when they need it.'***

It identifies five key strategic priorities for housing investment:

1. Enabling the provision of more affordable homes
2. Maintaining and improving the existing housing stock
3. Delivering community renaissance
4. Improving access to housing services
5. Reducing homelessness

Selby District Council aims to increase the numbers of affordable units being developed over the next 5 years.

### **Draft Empty Homes Strategy 2013**

The draft Empty Homes Strategy is currently being developed, and sets out the Council's approach, focussing on those properties in areas with the highest numbers of empty homes. This will allow wider benefits to be achieved as concentrations of empty homes have a disproportionate impact on communities and the local economy. The Strategy found that Selby, Barlby and Tadcaster have the highest number of empty homes, making up 43% of the total for the district.

Within those areas of the district, further prioritisation will enable the strategy to focus resources where there will be the greatest impact. A scoring matrix will be developed assigning appropriate weighting to each of the criteria.

The Council has the option to consider enabling additional units from the general housing stock to be used for affordable housing through funding repairs and improvement, possibly in conjunction with a lease arrangement with the owner.



**Evidence of Housing Need, from the Selby Strategic Housing Market Assessment (SHMA) 2009**

The population was predicted to increase by 25.2% from 81,100 in 2008 to 101,500 by 2031. Over the next few decades, the number of older people will increase; in particular the number of residents aged 75+ is expected to more than double (from 5,900 in 2008 to 12,600 by 2031). The vast majority of older people (78.7%) want to continue to live in their current home with support when needed and 26% would consider sheltered accommodation. Older households would also consider new forms of specialist accommodation including older persons' apartments (13.1%) and properties in a retirement/care village (16.3%).

The number of households is also expected to increase, by 27.3% between 2006 and 2026, most likely fuelled by an increase in one person and multi-person households (e.g. friends sharing) which reflects national and regional trends. More recently, since the assessment was completed in 2009, the impact of the welfare changes and in particular the under-occupation penalty, will create additional pressure on the demand for smaller units of accommodation.

The SHMA found that in 2008 the proportion of social rented dwellings in Selby was 12.2%, compared with a regional average of 18.5%.

Lower quartile incomes in 2008 were slightly below the regional figure, but median incomes were slightly above. Selby is ranked the 8<sup>th</sup> least affordable district in Yorkshire and the Humber but the most affordable district in North Yorkshire. The emerging Core Strategy sets out our target for negotiation for the proportion of new housing that needs to be affordable, at up to 40%.

Analysis indicates that across Selby, there is an annual net shortfall of 378 and a gross shortfall of 409 affordable dwellings. A tenure split in the range 50 to 70% social rented (and the balance of 30 to 50% to be intermediate tenure) across the District is appropriate based on the stated preferences of households and an analysis of the relative affordability of intermediate tenure products.

The SHMA also identified the need for affordable housing by type in the sub areas, and this is shown in table 4.12 from the document, set out below

**Table 4.12** Annual affordable housing requirement (gross) 2008/09-2012/13

Sub-area	Older person		General needs				Total
	Number of bedrooms		Number of bedrooms				
	One	Two	One	Two	Three	Four or more	
Central	10		10	11	3		<b>34</b>
East	4	4	11	13		2	<b>34</b>
North East	5		3	7	18	6	<b>39</b>
Northern	1		1	5	4	2	<b>13</b>
Selby	11		27	58	13	1	<b>110</b>
Sherburn in Elmet	2			25	12	4	<b>43</b>
South East	4	2	13	7	9	0	<b>35</b>
Southern	8		2	18	18	2	<b>48</b>
Tadcaster				12	1	3	<b>16</b>
Western	1	6		18	7	5	<b>37</b>
<b>Total</b>	<b>46</b>	<b>13</b>	<b>67</b>	<b>173</b>	<b>85</b>	<b>25</b>	<b>409</b>

Source: 2008 household survey

When considering the wider market, the SHMA reported that North Yorkshire's Supporting People Strategy focuses on the need to provide additional extra care schemes and developing Telecare services. The provision of extra care schemes has emerged as a strategic priority presented in the National Affordable Homes Programme 2008-2011. *(In Selby, this programme delivered 93 Extra Care homes in Brayton and Tadcaster).*

The SHMA concluded that a variety of affordable housing should be provided, with a particular emphasis on delivering affordable housing for general needs (i.e. singles under 60, couples under 60 and families).

**Table D12** Net and Gross affordable housing requirements – annual requirements 2008/09 to 2012/13

**NET REQUIREMENTS**

Number of bedrooms	Sub-aura										Total
	Central	East	North East	Northern	Selby	Sherburn in Elmet	South East	Southern	Tadcaster	Western	
<b>Older person</b>											
One	10	4	5	1	11	2	4	8	-2	1	<b>44</b>
Two	-7	4	0	-1	-2	0	2	-3	-3	6	<b>-5</b>
<b>General needs</b>											
One	10	11	3	1	27	-4	13	2	-3	-3	<b>57</b>
Two	11	13	7	5	58	25	7	18	12	18	<b>173</b>
Three	3	0	18	4	13	12	9	18	1	7	<b>85</b>
Four or more	-1	2	6	2	1	4	0	2	3	5	<b>24</b>
<b>Total</b>	<b>26</b>	<b>34</b>	<b>39</b>	<b>11</b>	<b>108</b>	<b>39</b>	<b>35</b>	<b>45</b>	<b>8</b>	<b>34</b>	<b>378</b>

**GROSS REQUIREMENTS**

Number of bedrooms	Sub-area										Total
	Central	East	North East	Northern	Selby	Sherburn in Elmet	South East	Southern	Tadcaster	Western	
<b>Older person</b>											
One	10	4	5	1	11	2	4	8		1	<b>46</b>
Two		4					2			6	<b>12</b>
<b>General needs</b>											
One	10	11	3	1	27		13	2			<b>67</b>
Two	11	13	7	5	58	25	7	18	12	18	<b>174</b>
Three	3		18	4	13	12	9	18	1	7	<b>85</b>
Four or more		2	6	2	1	4		2	3	5	<b>25</b>
<b>Total</b>	<b>34</b>	<b>34</b>	<b>39</b>	<b>13</b>	<b>110</b>	<b>43</b>	<b>35</b>	<b>48</b>	<b>16</b>	<b>37</b>	<b>409</b>