

## Notice of a public meeting of

### Decision Session - Executive Member for Environment

**To:** Councillor Waller (Executive Member)

**Date:** Monday, 7 March 2016

**Time:** 5.30 pm

**Venue:** The Auden Room - Ground Floor, West Offices (G047)

### AGENDA

#### **Notice to Members – Post Decision Calling In:**

Members are reminded that, should they wish to call in any item\* on this agenda, notice must be given to Democratic Services by **4:00 pm on Wednesday 9 March 2016**.

\*With the exception of matters that have been the subject of a previous call in, require Full Council approval or are urgent which are not subject to the call-in provisions. Any called in items will be considered by the Corporate and Scrutiny Management Policy and Scrutiny Committee.

Written representations in respect of items on this agenda should be submitted to Democratic Services by **5.00 pm on Thursday 3 March 2016**.

#### **1. Declarations of Interest**

At this point in the meeting, the Executive Member is asked to declare:

- any personal interests not included on the Register of Interests
- any prejudicial interests or
- any disclosable pecuniary interests

which they might have in respect of business on this agenda.

- 2. Minutes** (Pages 1 - 6)  
To approve and sign the minutes of the Decision Session held on 25 January 2016.

- 3. Public Participation**  
At this point in the meeting, members of the public who have registered their wish to speak at the meeting can do so. The deadline for registering is at **5.00 pm on Friday 4 March 2016**.

Members of the public may register to speak on an item on the agenda or an issue within the Executive Member's remit.

**Filming, Recording or Webcasting Meetings**

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Residents are welcome to photograph, film or record Councillors and Officers at all meetings open to the press and public. This includes the use of social media reporting, i.e. tweeting. Anyone wishing to film, record or take photos at any public meeting should contact the Democracy Officers (whose contact details are at the foot of this agenda) in advance of the meeting.

The Council's protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at:

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- 4. Gulley Management Strategy Review** (Pages 7 - 20)  
The report details a review of the City of York Council Gulley Management Strategy and asks the Executive Member to consider the proposed gulley cleansing programme and agree a further programme of work to improve the gulley management service.
- 5. Urgent Business**  
Any other business which the Executive Member considers urgent under the Local Government Act 1972.

Democracy Officers:

Catherine Clarke and Louise Cook (job share)

Telephone No- 01904 551031

Email- catherine.clarke@york.gov.uk/louise.cook@york.gov.uk

For more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats

Contact details are set out above.

**This information can be provided in your own language.**

我們也用您們的語言提供這個信息 (Cantonese)

এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)

Ta informacja może być dostarczona w twoim własnym języku. (Polish)

Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)

یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)

 **(01904) 551550**

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City of York Council

Committee Minutes

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Meeting	Decision Session - Executive Member for Environment
Date	25 January 2016
Present	Councillor Waller (Executive Member)
Apologies	Councillor Warters

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### **18. Declarations of Interest**

At this point in the meeting, the Executive Member was asked to declare any personal, prejudicial or pecuniary interests he may have in the business on the agenda. None were declared.

### **19. Minutes**

Resolved: That the minutes of the decision session held on 14 December 2015 be approved and signed by the Executive Member as a correct record.

### **20. Public Participation**

It was reported that there had been one registration to speak under the Council's Public Participation Scheme.

Cllr Warters had registered to speak on Agenda Item 5, Working with Students and Landlords and flytipping. He commended officers for finally allowing wards the opportunity to purchase additional bins. He questioned what had happened to the old bins and if parish councils would be reimbursed.

He highlighted his concerns regarding waste issues from students who resided in the Osbaldwick and Derwent Ward, in particular in the Osbaldwick area.

### **21. A Cleaner City**

The Executive Member considered a report that set out a series of proposals to improve standards of cleanliness across the city.

The Executive Member stated that the unachieved savings agreed by the previous Cabinet were being considered and although these could create difficulties when moving forward work was ongoing to improve the situation.

The proposals set out in paragraphs 15, 19, 26, 31, 38 and 43 of the report were discussed and in answer to the Executive Members questions it was noted that:

- ward/parish councils would be given the opportunity to purchase additional bins with the capital costs to be compensated by the council's capital programme but the ongoing emptying costs would have to be funded by the ward/parish.
- the report did not propose any changes to the basic standard that the council provided so for that reason it would not offer the potential to double taxation.
- the frequency of emptying the bins could be discussed with ward committees.
- the rapid response service would continue to operate between 7:30am and 3:00pm.
- the large mechanical sweeper service was being modified and a number of visits would be reduced to allow it to drive more slowly to improve the standard of cleanliness.
- Hammerheads would be cleaned manually and mechanically to improve cleanliness across the city.
- a pedestrian controlled mechanical sweeper had been purchased to improve cleanliness standards across the city centre.
- further discussions with the Business Improvement District team would take place regarding a more coordinated way commercial waste could be collected from the city centre.
- the existing small red dog bins were, in some locations, insufficient for the demands and problems also occurred when other waste was placed inside them.
- the previous litter bins were made of fibre glass, were unrepairable and were disposed off.
- full Edinburgh bins were no longer manufactured so where applicable a new combined dog waste and litter bin would be used.
- wards could volunteer to receive one of the Solar Powered Litter bins in order to replace at least one existing bin.

- teams from Public Realm, Neighbourhood Enforcement, Community Engagement and Waste Services all worked closely together and met on a monthly basis to share information and discuss hotspots.
- a campaign was being organised called 'Clean for the Queen' and would take place in March running along side the annual big Spring Clean campaign.
- City of York Council's based standards for street cleanliness were already set but ward committees could use their volunteer groups to increase standards.
- the Environment Team could facilitate and support the volunteer teams by providing equipment and health and safety guidance.

The Executive Member suggested officers coordinate a meeting that would allow the public and councillors the opportunity to be involved in the development of the new Customer Relationship Management system. He also proposed that the new style dog/litters bins should be advertised and he asked officers to inform all ward committees of the changes and proposals agreed.<sup>1</sup>

Resolved:

- (i) That the proposals set out in paragraphs 15, 19, 26, 31, 38 and 43 in the report be approved with the following additions to paragraphs 15 and 43:
  - Paragraph 15  
That discussions be taken on improving the systems for collecting commercial waste.
  - Paragraph 43  
That a meeting be scheduled to allow the public and councillors the opportunity to be involved in the development of the new reporting systems.
- (ii) That all ward committees be informed of the changes and proposals agreed.
- (iii) That the public be informed of the new style dog/litter bins.

Reason: To ensure that best use is made of the available resources for street cleansing activities.

Action Required

- 1) Inform all ward committees of the changes made to street cleanliness,
  - 2) Advertise the new style dog/litter bins,
  - 3) Receive feedback from councillors and the public on the new CRM system
- RS

**22. Working with Students and Landlords**

The Executive Member considered a report that highlighted the wide range of work carried out in the city to help students to manage the waste they produced and to encourage them to dispose of it responsibly.

The Executive Member noted the high level of student accommodation in the Osbaldwick and Derwent Ward, in particular in Osbaldwick and asked officers to also consider this area.<sup>1</sup>

It was highlighted that at the end of the previous academic year waste issues raised by residents, ward members and landlords led to some policies being restructured. A variety of initiatives had already taken place and to remind students to be responsible residents in a community and to avoid a large waste problem occurring at the end of the academic year, ongoing promotions with students would take place.

Resolved:

- (i) That the report be noted.
- (ii) That option A, to utilise the arrangements as detailed in the report, be approved.
- (iii) That Osbaldwick and Derwent Ward also be recognised as a problem area.
- (iv) That a review on the costs to the authority be reported.
- (v) That the improvements made to cleansing and fly tipping be measured and a report be brought to a future meeting.

Reason: To ensure the services involved develop a coordinated programme of work to deliver in student areas

Action Required

- 1) Consider the student waste problems in the Osbaldwick area,
  - 2) That a review on the costs to the authority
- RS



be reported at a future meeting.

3 )That the improvements made to cleansing and fly tipping be reported at a future meeting

### **23. Executive Member Remarks**

The Executive Member thanked the Environment Services team for their response to the floods and for their continued hard work. He also showed appreciation to those local authorities who had offered resources and staff and requested officers write to them to express his gratitude.<sup>1</sup>

#### Action Required

Write to those LA's who offered flood resources

RS

Councillor Waller, Chair

[The meeting started at 3.00 pm and finished at 3.35 pm].

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Decision Session - Executive Member for the  
Environment

7 March 2016

Report of the Assistant Director (Communities, Culture & Public Realm)

## **Gulley Management Strategy Review**

### **Summary**

1. This report details a review of the City of York Council Gulley Management Strategy, carried out at the request of the Executive Member for the Environment, in order to identify an efficient gulley cleansing programme, based around existing operational resources, as well as a programme of further work to improve the gulley management service.

### **Recommendations**

2. The Executive Member is asked to:
  - agree the proposed gulley cleansing programme set out in paragraphs 11 to 15 below
  - agree a further programme of work as set out in paragraph 16

Reason: To improve the management of York's gulley assets.

### **Background**

3. The 37,000 known gulley assets in the City of York Council area carry out an essential role to drain excess water from our highways. Primarily these assets contribute to the provision of a road network able to safely carry all road users but in times of excessive or extreme rainfall they can contribute to the reduction of surface water flood risk.
4. Following the 2007 floods there has been a significant increase in the awareness of surface water flood risk and we have a Lead Local Flood Authority role because of this. An effective gulley cleaning service should deliver a programme of works that addresses the safe drainage of the highway for all users and a resilient network of drains that can better cope with extreme rainfall and minimises the risk of surface water flooding away from the highway.

5. The current gully cleansing service is undertaken by the Highways department in City and Environmental Services, revenue funding is available for routine proactive and reactive cleansing by our two jetting tankers which are staffed with four personnel.
6. Any gullies that are still defective following cleansing are classed as 'non-runners' and further investigation and additional structural works are undertaken funded through capital budgets and supported by the findings of the Surface Water Management Plan. A further two operatives are allocated to these works. All works are coordinated and managed by two Flood Risk Management Engineers reporting to the Flood Risk and Asset Manager. This funding is also used to investigate wider drainage and surface water flood risk issues away from the gully network, the list of existing investigations is shown in Annex 1.
7. All assets on the gritting route network are cleansed once a year in addition to which reported defects are cleansed reactively, this is a consequence of previous reduced funding decisions where reactive cleansing is used to remedy issues when they arise.
8. City of York Council representatives lead the West Yorkshire Combined Authority drainage group and changes in the Code of Practice for Highway Maintenance will identify best practice for gully maintenance.

### **Review Work to Date**

9. This review of the gully management service was carried out to address the following strategic aims:
  - To ensure that all gullies are proactively cleansed
  - To create a risk based programme linked to highway drainage needs and surface water flood risk factors
10. Work during the 2015/16 financial year using allocated capital funding has investigated a significant proportion of the cities drainage infrastructure, this work will continue into the 2016/17 financial year. We have used this to develop an improved asset register and an initial understanding of the condition of gully assets in the city. This information will underpin future gully maintenance works, we aim to develop an intelligent programme based on asset needs not solely driven by previous inspection dates and frequencies. This will support the expectations of the Well Maintained Highways Code of Practice that will be revised later this year.

## Proposals

11. Our existing programme prioritises cleansing in accordance with highway drainage need in that it utilises the winter maintenance programme to identify the sections of highway that are most susceptible to the impacts of being poorly drained. There are 13,000 identified gullies along this network.
12. Work has been carried out to identify the additional risks on the highway network associated with surface water flood risk. These risks are set out in Annex 2. There are 1,200 gullies associated with these locations. It is proposed that these should now also be cleansed annually.
13. In order to create a programme of proactive cleansing of all gulley assets, in line with the first strategic review aim, it is proposed that a programme is created covering a number of years:
  - All gritting and flood risk assets to be cleansed annually
  - All other assets to be cleansed on an 8 year cycle
14. Reactive cleansing will remain important to address in year issues and it is proposed to maintain £50,000 – or one quarter – of the budget to ensure that this continues.
15. A private cleansing service is currently operated. This brings in a small surplus but at the cost of preventing a clear and considered deployment of resources. This has impacts on the delivery of the routine gulley cleansing programme. It is intended to continue with the internal gulley cleansing service for other CYC departments – which operates on a recharge basis – but it is proposed to cease the private cleansing service. This will have minimal impact on our customers due to the wide range of private companies that can carry out this service at competitive rates.
16. It is recommended that a wider review is brought to the Executive Member at a later date to identify an effective and efficient service based upon the ongoing asset management work, linkages with partner authorities and will be underpinned by the needs of the Well Maintained Highways Code of Practice. Our current review work with neighbouring authorities and our benchmarking activities with the West Yorkshire Combined Authority will be used to develop the review and its aims.

### **Consultation**

17. This review has been carried out in response to a range of events and an increase in reactive maintenance needs for the gulley service. The review and subsequent report are the first stages of a process to change current operational practices and no further consultation has been undertaken at this stage.

### **Options and Analysis**

18. The principal options open to the Executive Member are to:
- support the findings of the reviewed gulley management programme set out above and the recommendation for further work to develop the service, or
  - change or add to the recommendations following which further work will be undertaken by officers in the next stage of review and brought back to the Executive Member

### **Council Plan**

19. The review of the gulley management service will deliver an enhanced and improved gulley cleansing service, this has strong links with the expectations of a Focus on Frontline Services and will aid the delivery of these aspects of the Council Plan.

### **Implications**

20. **Financial:** Current budgets:
- |   |                  |
|---|------------------|
| Gulley cleansing (proactive & reactive)   | £190,000 revenue |
| Gulley investigation and drainage defects | £200,000 capital |
21. The private gulley cleansing service currently brings in c. £10,000 to the department; this loss in income will be factored into the wider review that is currently being carried out.
22. **Equalities:** The review of the gulley management service has highlighted a range of ways in which the gulley cleansing service can be delivered to address wider benefits and will lead to a positive improvement for all residents and businesses in the council area.
23. There are no human resources, legal, crime and disorder, property, IT or other implications arising from this report.

## Risk Management

24. Further work to address all risks associated with the final recommended gulley management programme will be carried out as part of the further work recommended in this report.

## Contact Details

### Author:

Steve Wragg  
Flood Risk and Asset Manager  
Highways  
553401

### Chief Officer responsible for the report:

Charlie Croft  
Assistant Director Communities,  
Culture and Public Realm

Report  
Approved



Date 23/02/16

### Wards Affected:

All



## Annexes

**Annex 1** List of Current Drainage Investigations

**Annex 2** Assessment of Surface Water Flood Risk Priorities

## Background Paper

List of additional streets for Gulley Cleansing

## Abbreviations

CYC – City of York Council

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**List of Current Drainage Investigations**

Shipton Road, Rawcliffe	Church Road, Osbaldwick
A1237 Outer Ring Road	Pinsent Court, Huntington
School Lane, Fulford	Link Road, New Earswick
The Village, Strensall	Garden Flats Lane, Dunnington
Windsor Drive, Wigginton	Dove Street
Bishopthorpe Road	Acaster Lane, Acaster Malbis
Wigginton Road	Main Street, Deighton
A1237, Askham Bog	Hull Road, Dunnington
Askham Bryan	Intake Lane, Acaster Malbis
The Village, Stockton On the Forest	Towthorpe Moor Road, Strensall
Moor Lane, Murton	Hamilton Drive Bridge
Elvington Lane, Elvington	Church Lane, Elvington
Grantham Drive, Holgate	Moor Lane Naburn/Deighton
Strensall Road, Strensall	Hurricane Way, Clifton Moor
Sherrif Hutton Road, Strensall	A1237 A59 Roundabout
Carr Lane	Bell Farm, Huntington Road
Danebury Drive	o/s Marcia Pub, Bishopthorpe
Mill Lane/Wigginton Rd junction	Bishopthorpe Road, Bishopthorpe
Hull Road, Osbaldwick	Haxby Road junction with Nestle
Top Lane, Copmanthorpe	Wigginton Road, outside Hospital
Wetherby Road, Acomb	Haxby Road near Jaipur Spice
Wheldrake Lane, Crockey Hill	Gray Street
Bad Bargain Lane/Holtby Lane	Dauby Lane, Elvington nr School
Sitwell Grove	School Lane and Main Street, Heslington
Welland Rise, Acomb	Malton Road, Heworth nr golf club
A19 Selby Road	Strensall Road, Huntington
Lown Hill Drainage	Shipton Road, Skelton
Howden Lane, Crockey Hill	The Green, Acomb
Ten Thorn Lane, Knapton	The Horseshoe, Dringhouses
Eastfield Road, Haxby	Askham Lane, Foxwood
Strensall Road, Earswick	Tadcaster Road, Copmanthorpe
Albion Avenue, Acomb	University Road, Heslington
School Lane, Heslington	York Road, Strensall
Common Lane, Heslington	Rufforth
Arthur Street, Hull Road	Ashkam Richard Drainage Investigation
Hawthorne Terrace, New Earswick	Green Lane, Middlethorpe
Broad Highway, Earswick	Long Ridge Lane, Nether Poppleton
Scoreby Lane, Scoreby	

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## Assessment of Surface Water Flood Risk Priorities

### Overview

Surface water flood risk mapping products are available at a national level, the Environment Agency has produced three generations of mapping products with the latest – the updated flood map for surface water – being the one used for this assessment.

The flood map for fluvial and tidal risks has been available since 1999 and has developed over the years to incorporate a high level of detail and accuracy and is accepted as a very good assessment, albeit at a national level, of these risks. The surface water flood map has only been available for the last few years and unlike the tried and tested modelling approaches in its sister map the techniques needed to accurately assess surface water are still evolving.

Unlike fluvial flooding where models can accurately predict the volume and timing of the rainfall that makes its way into rivers and streams and pass downstream, the interaction of a dense urban environment made up of a myriad of hard and soft, engineered and natural surfaces raises very difficult problems for modellers.

The loss of rainfall volumes into the receiving drainage systems have to be approximated at regional and national levels and interactions of localised structures that can train, block or enhance the depth or extent of surface water flooding need to be further considered at a large scale. Many of these structures have been included where they can easily be identified – railway embankments, bridge abutments etc but at the localised scale of surface water flooding the interaction of roadside curbs or speed cushions can affect the distribution of localised risk.

However, such detailed modelling is costly and requires considerable computing time to produce, therefore the national scale maps are seen as a good level of detail for assessment such as this and the mapping is found to correlate well with our known areas of surface water flood risk.

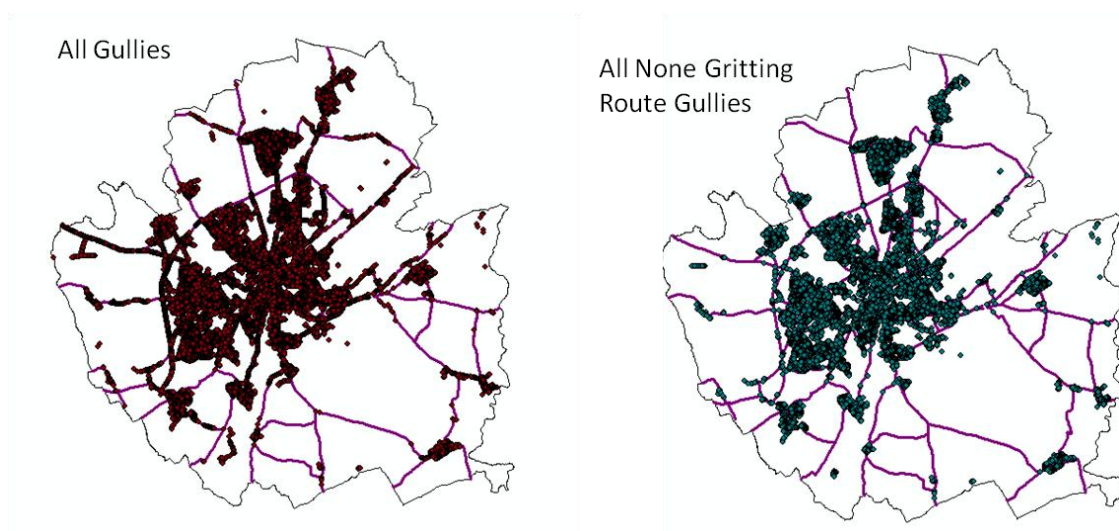
## Methodology

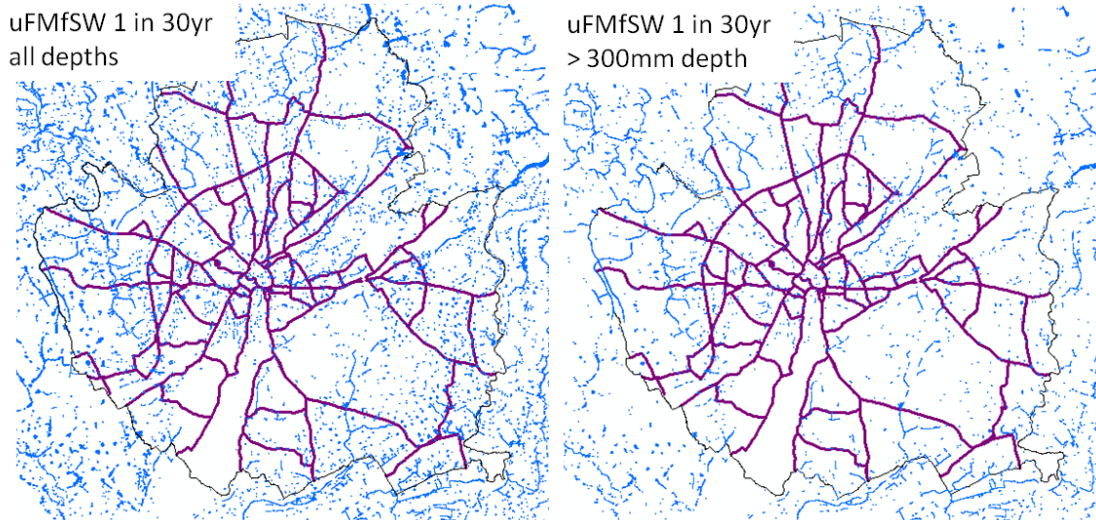
The mapping outputs from the Flood Map for Surface Water have been utilised and individual data layers for the 1 in 30 year storm have been extracted utilising ArcGIS, the CYC gulley layer was overlaid by the CYC gritting route layer and all gullies lining the gritting route were removed from the main gulley layer leaving a layer that contained all of the gulley assets that are currently cleansed on a reactive basis.

The flood map outputs were cropped to include only those areas where the depth of flooding was shown to be greater than 300mm, an assumption is made that any flooding of lower depths is contained within the highway or other features and does not lead to flooding away from the highway.

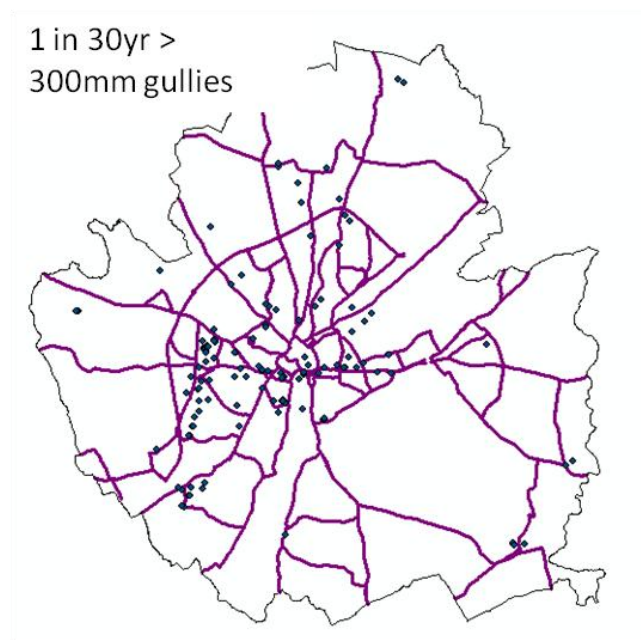
The 300mm depth of flooding is assumed to be of such a height that it could pass from the highway and where the flood outlines interact with the curtilage of a property – through interpretation of the CYC GIS property layer – an assumption is made that the flood level could be above the threshold of the property and flood damage could be caused.

The process is shown in the below figures:





The streets with properties identified as being at risk were further considered and an assessment was made to identify the number of gullies in the street that would need to be cleansed and also the gullies in the connecting streets along the drainage network that would further require cleansing to release pressure on the flood risk areas.



## Conclusions

An assessment of surface water flood mapping products has identified properties in 53 streets that are theoretically at risk of surface water flooding in the 1 in 30 year storm event.

For storm events of a greater magnitude there is the potential for this area of risk to be greater but as this would represent a storm that would exceed the design capacity of a standard drainage network this has not been considered as part of this assessment.

Similarly, drainage features in other areas of the city could present an increased surface water risk to properties where they are inadequately maintained and ineffective due to blockage or partial blockage, this assessment is therefore only a theoretical assessment of the likely areas of hydraulic vulnerability across the network and does not take the condition of the gulley asset into consideration.



Decision Session - Executive Member for the Environment

7 March 2016

Report of the Assistant Director (Communities, Culture & Public Realm)

### **Gulley Management Strategy Review**

The streets (or parts of) theoretically at risk of surface water flooding are shown below:

- |                        |                   |
|------------------------|-------------------|
| ABBOTSFORD ROAD        | LOW GREEN         |
| ALNESS DRIVE           | LOWER EBOR STREET |
| ASCOT ROAD             | MONTAGUE STREET   |
| BEECH GROVE            | MONTROSE AVENUE   |
| BELL FARM AVENUE       | NORWAY DRIVE      |
| BROWNEY CROFT          | NUNTHORPE ROAD    |
| CAIRNBORROW            | NURSERY DRIVE     |
| CAMBRIDGE STREET       | ORCHARD CLOSE     |
| CHAPMAN CLOSE          | PADDOCK CLOSE     |
| CHURCH CLOSE           | PALMES CLOSE      |
| CHURCH ROAD            | SHERBUTT LANE     |
| COUNT DE BURGH TERRACE | SIROCCO COURT     |
| CURZON TERRACE         | SITWELL GROVE     |
| DALE STREET            | SMEATON GROVE     |
| EATON COURT            | ST. PHILIPS GROVE |
| ETTY AVENUE            | STAINDALE CLOSE   |
| FEWSTER WAY            | SUTHERLAND STREET |
| GARBUTT GROVE          | TEDDER ROAD       |
| GEORGE STREET          | TENNENT ROAD      |
| GRANTS AVENUE          | THE GALLOPS       |
| GRAY STREET            | VIKING ROAD       |
| GREENFIELD PARK DRIVE  | WELLINGTON STREET |
| HAZEL GARTH            | WESTFIELD GROVE   |
| HOWE HILL ROAD         | WESTWOOD TERRACE  |
| KENSINGTON STREET      | WOODSIDE AVENUE   |
| KNAVESMIRE CRESCENT    | WYCLIFFE AVENUE   |
| LILAC AVENUE           |                   |

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