

When telephoning, please ask for: Laura Webb
Direct dial 0115 914 8511
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Our reference:
Your reference:
Date: Monday, 5 November 2018

To all Members of the Cabinet

Dear Councillor

A Meeting of the Cabinet will be held on Tuesday, 13 November 2018 at 7.00 pm in the Council Chamber Area B, Rushcliffe Arena, Rugby Road, West Bridgford to consider the following items of business.

Yours sincerely



Sanjit Sull
Monitoring Officer

AGENDA

1. Apologies for Absence
2. Declarations of Interest
3. Minutes of the Meeting held on 9 October 2018 (Pages 1 - 6)
4. Opposition Group Leaders' Questions

To answer questions submitted by Opposition Group Leaders on items on the agenda.

5. Citizens' Questions

To answer questions submitted by citizens on the Council or its services.

KEY DECISIONS

6. Strategic Land Acquisition for Potential Crematorium (Pages 7 - 16)

The Report of the Executive Manager – Transformation.

NON-KEY DECISIONS

7. Potential Reorganisation of Local Government in Nottinghamshire

**Rushcliffe Community
Contact Centre**
Rectory Road
West Bridgford
Nottingham
NG2 6BU

In person
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8.30am - 5pm
First Saturday of
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9am - 1pm

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West Bridgford
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(Pages 17 - 26)

The Report of the Chief Executive.

8. Exclusion of the Public

To move “That under Regulation 21(1)(b) of the Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2000, the public be excluded from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in Paragraph 3 of Part I of Schedule 12A to the Local Government Act 1972.”

KEY DECISIONS

9. Cotgrave Marketing Outcomes (Pages 27 - 40)

The Report of the Executive Manager – Transformation.

10. Fairham Pastures Growth Deal Funding and Employment Units (Pages 41 - 48)

The Report of the Executive Manager – Transformation.

NON-KEY DECISIONS

11. Depot Relocation (Pages 49 - 56)

The Report of the Executive Manager – Neighbourhoods.

Membership

Chairman: Councillor S J Robinson

Vice-Chairman: Councillor D Mason

Councillors: A Edyvean, G Moore and R Upton

Meeting Room Guidance

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Microphones: When you are invited to speak please press the button on your microphone, a red light will appear on the stem. Please ensure that you switch this off after you have spoken.

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**MINUTES
OF THE MEETING OF THE
CABINET
TUESDAY, 9 OCTOBER 2018**

Held at 7.00 pm in the Council Chamber Area B, Rushcliffe Arena, Rugby Road,
West Bridgford

PRESENT:

Councillors S J Robinson (Chairman), D Mason (Vice-Chairman), A Edyvean,
G Moore and R Upton

ALSO IN ATTENDANCE:

5 members of the public

OFFICERS IN ATTENDANCE:

L Webb

Constitutional Services Officer

P Linfield

Executive Manager - Finance and
Corporate Services

K Marriott

Executive Manager - Transformation
and Operations

D Mitchell

Executive Manager - Communities

S Sull

Borough Solicitor

16 Declarations of Interest

There were no declarations of interest.

17 Minutes of the Meeting held on 10 July

The minutes of the meeting held on Tuesday 10 July 2018 were declared a
true record and were signed by the Chairman.

18 Opposition Group Leaders' Questions

There were no questions.

19 Citizens' Questions

There were no questions.

20 Proposal for the Abbey Road Site

The Portfolio Holder for Business and Economic Growth presented the report
of the Executive Manager – Transformation which provided information on the
work undertaken by officers to vacate the Council's Abbey Road site in West
Bridgford in order that it could be made available for potential housing
development to assist with the supply of housing within the Borough. The
report did not seek approval to dispose the site but sought approval for officers
to put together a scheme for a potential housing development which could then

be marketed, with the results of the marketing exercise considered by Cabinet at a future date. It was noted that delivery of housing on the Abbey Road site would assist with the five year housing land supply and would also provide a capital receipt for the Council that would assist in the costs to provide the depot services from alternative sites. It was also noted that the Abbey Road site was designated as a brownfield site and as such was not included in the Local Plan Part 2.

The Portfolio Holder for Economic Growth and Business in moving the recommendations was pleased to note that the Council had secured £300,000 of Homes England Land Release Funding for the Abbey Road site and that the funding allocated to the Council could be used to prepare the Abbey Road site for disposal or development.

In seconding the recommendations Councillor Mason noted that a vision was now being created for the Abbey Road site. Councillor Mason was pleased that the development of housing on the site would assist with the Council's 5 year housing supply and that the redevelopment of the Abbey Road site would also help deliver further economic growth within the Borough and therefore would help the Council achieve its corporate priorities.

Councillor Robinson noted that the funding secured from Homes England was specifically allocated to local authorities who were in a position to release land for housing by March 2020 and so it was vital that officers were given the permission to undertake the necessary work to submit an outline planning application otherwise the funding could be lost. It was also noted that as the site was listed on the Council's brownfield register, it was already deemed to be a developable and suitable site for housing.

It was **RESOLVED** that:

- a) officers undertake the necessary work to submit an outline planning application for housing on the Abbey Road site, accompanied by a design code.
- b) dependent on an appropriate planning permission for the site being secured, the Deputy Chief Executive be delegated authority to undertake a marketing exercise for the disposal of the site with the benefit of a planning permission for housing.
- c) a report on the results of the marketing exercise and detailing any other options for the Council to consider with regards the future development of the site be submitted to a future meeting of Cabinet.

REASON FOR DECISION

To enable officers to explore the feasibility of the Abbey Road site as a possible housing site.

21 Report on the 5 year Housing Supply in Rushcliffe

The Portfolio Holder for Housing, Planning and Waste Management presented the report of the Executive Manager – Communities which provided wan

update on the current 5 year housing supply position in Rushcliffe and the reasoning and impacts of that current position following the motion that was agreed at Full Council on 27 September 2018 (Council Minute No. 28 2018/19).

The report noted that there had been difficulties and obstacles in accelerating the delivery of housing sites in order to meet the current projected five-year housing supply. Due to these circumstances the report sought Cabinet's endorsement for a review of Rushcliffe's current housing target to take place through appropriate channels for work to continue in order to accelerate and progress the Gamston strategic allocation.

It in moving the recommendations the Portfolio Holder for Housing, Planning and Waste Management noted that there was a number of reasons why the development of the site at Gamston had been delayed including that Nottinghamshire County Council had not formally engaged with other private landowners in order to bring forward an outline planning application for consideration. It was also noted that delivery of housing on the Gamston site was critical for in order for the Borough to achieve its overall housing target and to establish its 5-year housing supply that would strengthen the Council's position in resisting speculative residential developments in other parts of the Borough.

In seconding the recommendations Councillor Edyvean advised that if landowners and developers did not build on allocated sites then the Council should not be held fully responsible for dealing with consequences of this inactivity by having to allocate further housing sites.

Councillor Mason noted that the development of the site at Gamston was crucial for residents and for the Council to attain a five-year housing supply. Councillor Robinson highlighted that a consequence of the Council not having a five-year housing supply was that the Council had received a number of large scale housing development applications in areas where development was not sustainable due to lack of infrastructure, such as in East Leake. Councillor Robinson noted that despite the Council trying to resist these developments, a number of planning appeals had been lost on the basis that the Council could not demonstrate a 5-year housing supply. Councillor Moore re-agreed with the comments of Councillor Robinson and noted that the facilities in the village of East Leake were not able to keep up with the amount of unplanned growth. Councillor Moore stated that it was therefore, essential for the Council to take the necessary steps to progress the Gamston Strategic Allocation.

It was **RESOLVED** that:

- a) in accordance with the motion passed at Council on 27 September 2018, the Chief Executive facilitates the ongoing lobbying of Central Government in order to raise the impact of the lack of delivery of key strategic sites is having on Rushcliffe communities and the Council's ability to achieve the Local Plan Part 1.
- b) the Chief Executive takes the necessary actions to facilitate delivery the Gamston Strategic Allocation in whole or part.

REASONS FOR DECISIONS

To enable the Council to take further steps to address the challenges it faces in providing a 5-year supply of housing in the Borough.

22 Revenue Capital Budget Monitoring Period 4

The Portfolio Holder for finance presented the report of the Executive Manager – Finance and Corporate Services which provided the Council's budget position for revenue and capital as of 31 July 2018. It was noted that the report was considered by the Corporate Governance Group on 20 September 2018 with no significant issues raised.

The report noted that the financial position of the Council was relatively stable with revenue efficiencies and additional grant income of £98,000 offset by a slightly worse than anticipated business rates position of £161,000. It was also noted that the Council had a net position of £63,000 that represented a 0.6% variation against the net expenditure budget.

The Portfolio Holder for Finance in moving the recommendations, noted that Streetwise had incurred costs of £56,000 that was primarily due to the increase of fly tipping, that planning applications had generated £75,000 of income, and the green waste bin scheme had generated £40,000 of income. The Portfolio Holder praised the finance team thanked the Executive Manager – Finance and Corporate Services for ensuring that the financial position of the Council was stable.

In seconding the recommendations Councillor Mason praised the Council's budget position for revenue and capital and believed that the Council was in a good position to deal with challenges in the future.

It was **RESOLVED** that:

- a) the projected revenue position for the year, with a minor 0.6% variation (£63,000) in the revenue position (due to the expected business rates position), be noted.
- b) the capital underspend of £10,237,000 as a result of capital scheme re-phasing and projected savings, be noted.

REASON FOR DECISIONS

To demonstrate good governance in terms of scrutinising the Council's ongoing financial position and compliance with Council Financial Regulations.

23 Business Rates Pilot Update

The Portfolio Holder for Finance presented the report of the Executive Manager – Finance and Corporate Services which provided information regarding an agreement between the Nottinghamshire district/borough Council's, Nottingham City Council and the Nottinghamshire and City of Nottingham Fire and Rescue authority to submit an application to become a Business Rates Pilot area for 2019/20.

The report advised that central government had invited local authorities in England to apply to become 75% business rates retention pilots in 2019/20 and with potential transition to the proposed new scheme in 2020/21. It was noted that the deadline for applications had been 25 September 2018, and in order of the Council to meet the deadline, the Portfolio Holder for Finance had, under delegated authority, with the Council's Section 151 officer, approved the principals of the bid. It was noted that approximately 30 applications had been submitted from other local authorities and that only 10 would be successful to take part in the pilot scheme.

In moving the recommendations, the Portfolio Holder for Finance advised that if the bid was successful, progress would be reported to all Councillors through the Council's Medium Term Financial Strategy 2019/20.

In seconding the recommendations Councillor Upton noted that it was beneficial for the Council to take part in the Business Rates Pilot Scheme as across the County area the potential gain could be up to £10 million during the length of the pilot scheme. Councillor Upton noted that if the application was successful, it would allow Nottinghamshire local authorities to influence the future development of local government funding.

It was **RESOLVED** that:

- a) the agreement entered into with the seven Nottinghamshire District/Borough Councils, Nottingham City Council and the Nottinghamshire and City of Nottingham Fire and Rescue Authority, to progress the bid to become a Business Rates Retention Pilot for 2019/20, be supported
- b) the Chief Executive and Executive Manager – Finance and Corporate Services be delegated authority to progress the final proposal if the application is successful.
- c) the progress regarding the bid is reported via the Council's Medium Term Financial Strategy 2019/20 to all Councillors.

REASON FOR DECISIONS

To demonstrate good governance in terms of scrutinising the Council's ongoing financial position and delivering a sustainable Medium Term Financial Strategy.

The meeting closed at 7.21 pm.

CHAIRMAN

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Cabinet

Tuesday, 13 November 2018

Strategic Land Acquisition for Potential Crematorium

Key Decision No. 4

Report of the Executive Manager - Transformation

Leader Councillor Simon Robinson

1. Purpose of report

- 1.1. Officers have identified an opportunity for the Council to provide additional community infrastructure in the form of a new crematorium in Rushcliffe. This would provide additional capacity in the Borough alongside the existing crematorium at Wilford Hill which is run by Nottingham City Council. This report sets out some of the background evidence that would support such a venture, and also presents the next steps that would be required in order to deliver such a project.
- 1.2. A site has been identified at Stragglethorpe, which is believed best meets the criteria for a crematorium within Rushcliffe. These criteria are explored within the report. This site can be secured by the Council by way of an option to purchase the site which is currently being negotiated.
- 1.3. A crematorium scheme has been designed and costed by external crematorium developers (Mercia Crematoria Ltd) with no obligation to the Council to take it forward and will be submitted for planning consideration in December 2018. The planning application will be submitted by Mercia.
- 1.4. The recommendations do not commit the Council to delivering a crematorium or purchasing a site for a crematorium at this stage, but support the principal that a new crematorium in Rushcliffe would be welcomed and that it could be a service operated either in house by RBC or externally by a private operator.

2. Recommendation

It is RECOMMENDED that Cabinet:

- a) Supports the principle of the provision of a new crematorium in Rushcliffe
- b) Supports the identified location for a new crematorium as identified in Appendix B, subject to consideration by the planning committee and all the relevant consultation
- c) Authorises officers to finalise the option on the identified site

- d) Supports the provision for the purchase of the land and delivery of a crematorium in the 2019/20 capital programme, subject to planning and sign off by Cabinet via a further detailed business case in mid 2019
- e) Receives a further report mid 2019 with an update on the planning outcome, detailed business case and proposed route to procurement and delivery of the crematorium (which could be either by RBC or by a third party).

3. Reasons for recommendation

- 3.1. The recommendations will allow Rushcliffe Borough Council to facilitate the provision of a piece of much needed community infrastructure in the Borough.
- 3.2. The recommendations also leave open the opportunity, to be explored in a future report to Cabinet, for the Council to build and operate a new crematorium on the identified site, which would have a strong business case for a revenue return.

4. Need and demand for cremations in Rushcliffe

- 4.1. An opportunity has been identified for the Council by Peter Mitchell Associates, independent experts in the bereavement services sector, to assess the feasibility of developing and operating an additional crematorium within Rushcliffe.
- 4.2. Catchment areas of existing crematoria in the Rushcliffe and neighbouring boroughs were analysed and demonstrated a geographical gap in Rushcliffe which is not currently being served by access to a crematorium within a 30-45 minute drive time (acceptable industry and compassionate standards). Please refer to Appendix A for an illustrative map. This, alongside future demand linked to population growth and trends in death care (i.e. preference for burial or cremation), leads to the conclusion that there is a compelling business case to be made for the development of a new crematorium in Rushcliffe, outside the West Bridgford area.
- 4.3. Wilford Hill is currently the only crematorium in the borough and is run by Nottingham City Council. Wilford Hill attracts significant numbers of cremations from beyond even its 45 minute drive-time catchment area and greater numbers than would be expected based on standard industry calculations.
- 4.4. Drive-time catchment analysis has indicated that a new crematorium in Rushcliffe could currently expect to undertake in excess of 1000 cremations annually, without accounting for the projected population increase both nationally and in the borough. With the threshold of viability currently at 750 cremations annually, a new crematorium in the borough can certainly be considered both a necessary piece of community infrastructure and a financially viable proposition.

5. Site location

- 5.1. Following research into the crematoria sector, which revealed it to be a tight market with only a handful of operators outside the public sector provision, Mercia Crematoria Ltd were identified as an independent planning and

development company which has designed and built nine crematoria previously, but which does not operate such facilities itself. Mercia were invited to act, at their own risk, to identify a site within the borough, which best meets the criteria for a new crematorium site, which are as follows:

- Location suited to the catchment population
- Minimum site area of 6 acres
- Good topography
- Outside flood plains and ideally away from groundwater protection areas
- Free of legal encumbrances
- Compliance with the requirements of the 1902 Cremation Act
- Availability of utilities and services to the site
- Appropriate vehicular and pedestrian access
- Wooded or screened backdrop
- Pleasant outlook / serenity – free from unneighbourly adjacent land uses
- On a bus route – and accessible via lit paths for pedestrians and cyclists
- Ideally accessed from an A or B classified road (rather than a narrower lane)
- Sited so as not to cause routing of traffic through small villages
- Proximity to complementary uses – e.g. hotels, restaurants etc. for holding wakes
- Available within the requisite timeframe and viable.

5.2. Mercia have identified a site in Stragglethorpe, which they believe best meets the criteria above. It should be noted that the site identified is in the green belt, therefore any application will have to meet the very special circumstances required to progress this site.

5.3. Mercia have agreed an option on the site with the current owner. See Appendix B for site map. Mercia have in addition, developed plans for a crematorium scheme to go on the identified site and will submit a planning application for this scheme in December 2018.

5.4. As part of their planning application, Mercia will conduct extensive consultation and engagement activities with residents, local town and parish councils and also local funeral directors, celebrants and members of the clergy.

5.5. In order that the Council may have the option of developing and operating the crematorium itself, an option on the site has been negotiated with Mercia. The eventual purchase of the site would be based on the site being granted planning permission for a crematorium i.e. the Council would have no interest in acquiring the site unless it had planning permission for that purpose.

5.6. Mercia will be carrying out all work to acquire the site and planning permission at risk. The Council is under no obligation to Mercia to purchase the site or pursue any element of the proposed scheme.

6. Procurement

6.1. Subject to Cabinet's support for the current scheme and if, following an additional report mid 2019, there is a desire for the Council to build a crematorium, it will be necessary to conduct procurement exercises to appoint both a professional services team and a contractor for construction of the

crematorium. The preferred option would likely be 'design and build', as the Council does not currently have experience in delivering crematorium builds.

- 6.2. The key benefits of this route to procurement include the ability to control costs more effectively and transferring risk to the developer. There are also frameworks available that the Council can utilise to procure the services required. This will be explored in more detail in the report to follow mid-2019.

7. Indicative timeline

- 7.1. Subject to Cabinet's support of the scheme to purchase the identified site and build a new crematorium on that site and Mercia's successful application for planning permission, the following gives an indicative timeline for delivery:

- November – December 2018:
 - Mercia to consult with local stakeholder i.e. residents, local funeral directors, celebrants and members of the clergy.
 - RBC to engage with Nottingham City Council in acknowledgement of potential impact on Wilford Hill Crematorium.
- December 2018: Mercia to submit planning application for new crematorium on site identified in Stragglethorpe.
- March 2019: Planning application to be considered by Rushcliffe Planning Committee.
- March – May 2019: Carry out procurement exercise to appoint professional services contractor i.e. architect, cost consultant, project manager
- June 2019: Bring detailed business case for the project to Cabinet for consideration of the options and sign off
- June – August 2019: Carry out procurement exercise to appoint partner to design and build new crematorium
- September 2019: Start on-site
- September 2020: Project completion

8. Operational delivery

- 8.1. If Cabinet wishes to pursue this scheme a follow up report will be presented, in which operational options will be considered. The two principal options following the Council securing the site would be for the Council to build a new crematorium and operate the service in-house, or build a new crematorium and outsource the operation. An in-house model would retain a higher return for the Council, could be dovetailed with existing Council services, and could enable the Council to retain control of the quality of the service. However, there are a number of significant factors to be considered. These will be explored in a follow up report to Cabinet.
- 8.2. The business model for this scheme is based on a traditional crematorium with mercury abatement. There are a small number of companies in the United States and Canada which offer "green cremations". This is described as a gentle, eco-friendly alternative to flame-based cremation or casket burials. It is a process that uses water and potassium hydroxide to reduce the body to its basic element of bone ash. Sandwell Metropolitan Council has been exploring this option but as yet, has not come to an agreement with the water authority

(Severn Trent) that it would accept the waste water created by this process so has been unable to proceed.

9. Alternative options considered and reasons for rejection

- 9.1. The Council could do nothing and leave provision of a crematorium service for Rushcliffe residents to Wilford Hill, which is currently operating in the Borough and is run by Nottingham City Council. This option is not recommended, as there is a geographical gap in Rushcliffe which is not currently being served by Wilford Hill within a 30-45 minute drive time. In addition Wilford Hill is attracting significant numbers of cremations from beyond even its 45 minute drive-time catchment area and greater numbers than would be expected based on standard industry calculations, which results in delays in residents looking to book a cremation.
- 9.2. The Council could leave the delivery of a new crematorium in the borough to the wider market. Mercia have an option on the identified site and are working to get planning permission for a new crematorium on that site. If the Council chooses not to buy this site with planning permission from Mercia, then Mercia will be free to sell to a private developer to deliver the scheme. This option would still provide the community infrastructure much needed by our residents, but would not provide a revenue return to the Council, which could be used to contribute to other community infrastructure projects. Therefore this option is not currently recommended.

10. Risks and uncertainties

- 10.1. This scheme is currently dependent on Mercia's successful application for planning permission for a crematorium on the identified site. If Mercia are unsuccessful, the scheme will not be able to progress as planned.
- 10.2. In the event that Mercia's planning application is successful, it is possible that a competitor will lodge an appeal against the decision during the allotted 6 week judicial review period. This would be due to the highly competitive nature of the crematoria industry. Mercia will be taking due care throughout their application process to mitigate the chances of this occurring or being successful. If an appeal is lodged, this would impact on the indicative timeline set out in paragraph 7.1.
- 10.3. The financial case is predicated on certain assumptions including number of cremations undertaken, running costs, staffing and borrowing costs. Balanced against these assumptions is also the opportunity to expand the facility in the future.

11. Implications

11.1. Financial implications

High level indicative costs for land purchase, design and build for a 100 seater, single chapel, and single cremator crematorium have been benchmarked and will be in the region of £5m-£8m including VAT. VAT will not be reclaimable on the build costs so this needs to be added in to the project.

It is estimated there could be a return on investment to the Council of 6.5 percent over 40 years. The Council would also be the owner of the asset. This return is based on the Council operating the service in house, although a decision on the operational model would be subject to a further report and decision by Cabinet.

Details of the expenditure, forecasts and surpluses have been prepared with external industry expertise, and shared with the Council's Section 151 Officer. If there are changes to the assumptions made in the financial modelling, the return could be different, but three scenarios have been modelled and all show a positive Net Present Value and positive Internal Rate of Return to the Council.

11.2. Legal implications

The provision of crematoria is governed by the 1902 Cremation Act. This impacts on the siting of a crematoria in relation to existing dwellings and rights of way. This has been taken into consideration when identifying a suitable site. The operation of a crematoria is a licensable activity and would be overseen by the local authority's environmental health function.

This report, and Cabinet's endorsement of an additional crematorium facility in the borough, in no way overrides the role of the Council as the independent planning authority for Rushcliffe. Any application for a crematorium in the borough will be considered by the Planning Committee on its merits. It should be noted that the site identified is in the green belt, therefore any application will have to meet the very special circumstances required to progress this site.

11.3. Equalities implications

The crematorium will be a secular facility although services may be religious in content. Some religions do not undertake cremations and residents from these religions, as well as other residents whose preference is burial, will continue to be buried after death rather than cremated. However, at present cremations account for 79 percent of funerals in England and Wales and this project seeks to meet this particular need.

There are also several burial grounds, both religious and secular in the borough.

11.4. Section 17 of the Crime and Disorder Act 1998 implications

Any new build that the Council is involved in will look to design out crime and ensure security and safety of the site.

12. Link to corporate priorities

Provision of a new crematorium in Rushcliffe will support the delivery of the Council's Corporate Priorities by: Maintaining and enhancing our residents' quality of life, by providing a facility which will offer the highest quality of care, allowing bereaved residents to honour their loved ones in a dignified and respectful environment.

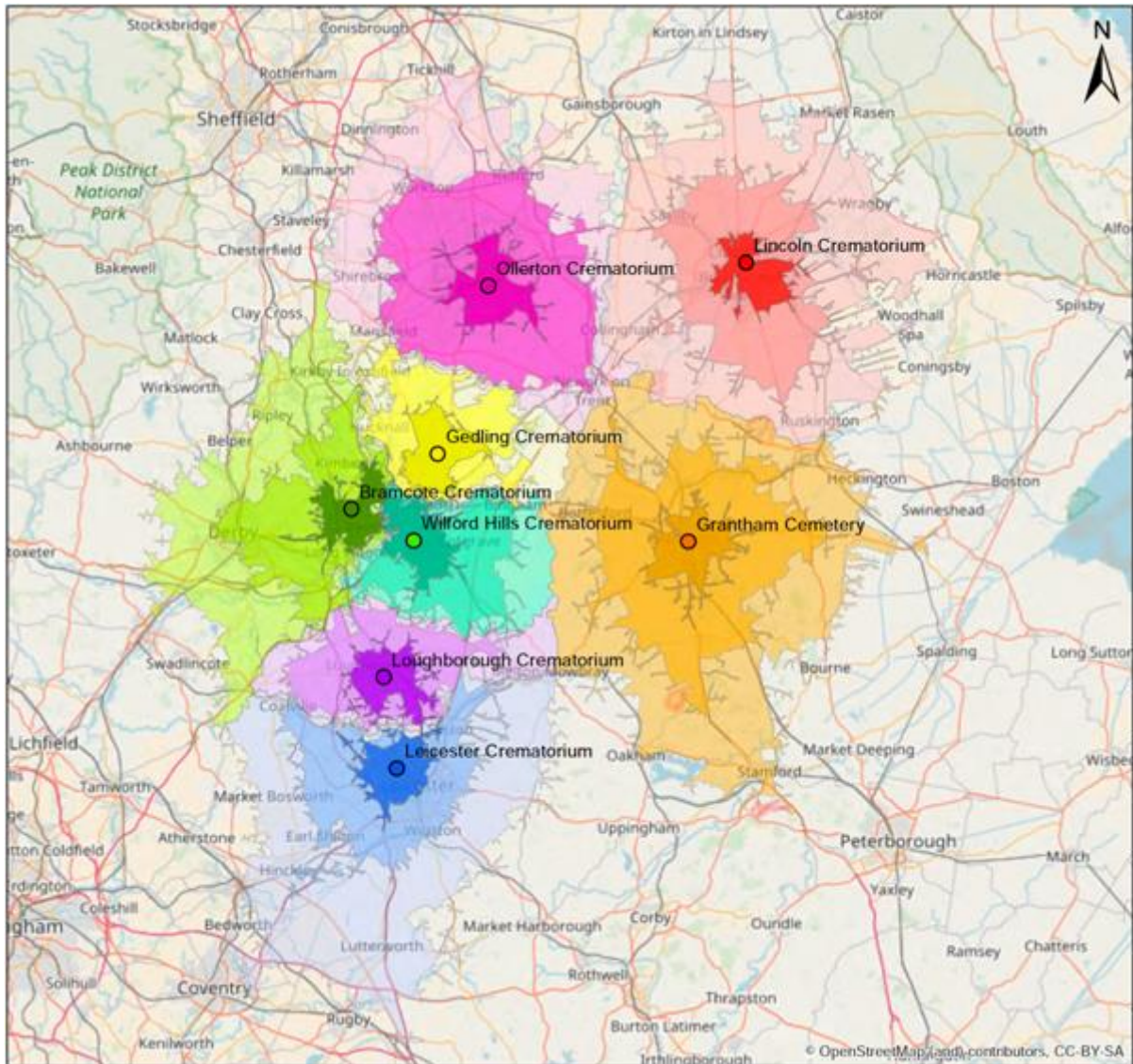
13. Recommendations

It is RECOMMENDED that Cabinet:

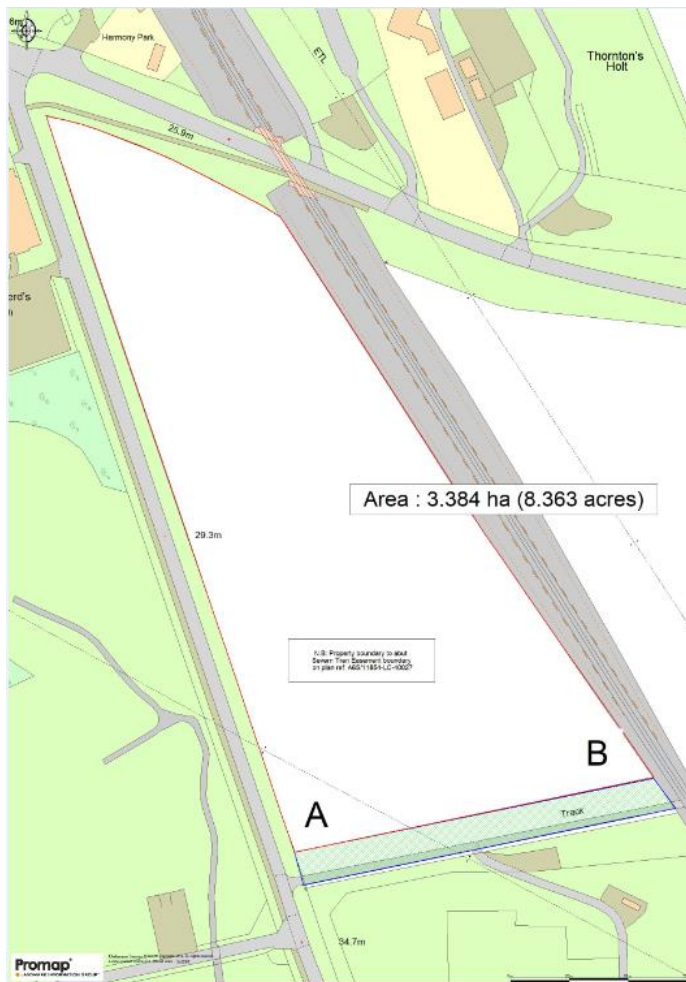
- a) Supports the principle of the provision of a new crematorium in Rushcliffe
- b) Supports the identified location for a new crematorium as identified in Appendix B, subject to consideration by the planning committee and all the relevant consultation
- c) Authorises officers to finalise the option on the identified site
- d) Supports the provision for the purchase of the land and delivery of a crematorium in the 2019/20 capital programme, subject to planning and sign off by Cabinet via a further detailed business case in June 2019
- e) Receives a further report in mid 2019 with an update on the planning outcome, detailed business case and proposed route to procurement and delivery of the crematorium (which could be either by RBC or by a third party).

For more information contact:	Katherine Marriott Executive Manager - Transformation and Operations Tel: 0115 9148291 kmarriott@rushcliffe.gov.uk
Background papers available for Inspection:	None.
List of appendices:	Appendix A: 15, 30 and 45 minute drive-time catchments for 8 existing crematoria Appendix B: Identified site, Main Road Stragglethorpe

Appendix A: 15, 30 and 45 minute drive-time catchments for 8 existing crematoria



Appendix B: Identified site: Main Road, Stragglethorpe



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Cabinet

Tuesday, 13 November 2018

Potential Reorganisation of Local Government in Nottinghamshire

Report of the Chief Executive

Council Leader Councillor Simon Robinson

1. Purpose of report

- 1.1. In December 2017 Council adopted a resolution which included the following: “that as a Council we welcome full engagement and discussions with Upper Tier Authorities on the reorganisation of Local Government on the strict understanding any reorganisation must not negatively impact growth in the Borough and the focus on delivering the highest quality of services to our residents.”
- 1.2. In July 2018, Nottinghamshire County Council adopted a resolution instructing officers to produce a business plan to demonstrate the advantages of unitary status for the county. In response Nottingham City Council has indicated that if a bid was submitted to the Secretary of State by Nottinghamshire County Council they would request consideration to be given to widening the City boundaries. If pursued both proposals would clearly have an impact on Rushcliffe Borough Council, its residents and businesses.
- 1.3. Currently there has been no official governance arrangements put in place for the Borough Council leadership (Members or officers) to participate, inform or assist the work of Nottinghamshire County Council. However, it is currently anticipated that at a meeting scheduled for 5 November 2018 information will be shared regarding the progress and recommendations to be made to Nottinghamshire County Council’s Policy Committee and Full Council in November and December.
- 1.4. To ensure Rushcliffe Borough Council is able to respond appropriately in accordance with the Council resolution it is recommended that Cabinet supports the formation of a cross party working group charged with the duty to consider, scrutinise and evaluate any recommendations or business case shared by Nottinghamshire County Council or Nottingham City Council. This approach will provide an appropriate forum to make an informed decision about any responses required to protect the residents’ interests.

2. Recommendation

It is RECOMMENDED that:

- a) A Cabinet-led cross-party task and finish working group be formed to consider the potential reorganisation of Local Government in Nottinghamshire in line with the Terms of Reference as set out in Appendix 1.
- b) The the task and finish working group reports its progress and findings back to Cabinet by no later than April 2019.

3. Reasons for recommendation

A cross-party task and finish working group is thought to be the best possible way of bringing together for detailed consideration all of the information required to make an informed contribution to the debate about the potential reorganisation of Local Government in Nottinghamshire.

4. Supporting information

- 4.1. On 12 July 2018, Nottinghamshire County Council voted on a motion, to instruct officers to prepare a formal business case for the creation of a unitary authority for Nottinghamshire. Any business case submitted as a formal bid to government could lead to the abolition of the County Council as well as the seven district councils in Nottinghamshire. Currently it is understood that the County Council's work includes the creation of one unitary authority for the county. Supporters of the proposal believe that unitary status would make things simpler for residents and enable the authority to take a county-wide approach whilst reducing the level of duplication. However, the driving factor is seen by some to be the need to respond the continuing financial deficit being experienced within local government and the continued increasing demand being placed upon key service areas. Objectors to the proposal believe that local government in Nottinghamshire may become too remote and removed from the people it represents.
- 4.2. At this time, these 'reasons' to support or object to the proposals are predominantly unsubstantiated conjecture, which have been reported in the public domain, often within the press. There has not been sufficient time to pull together the information required to view the proposals from multiple perspectives, taking into account real facts, figures and projections to assess the overall impact of the proposal. At the time of writing this report no opportunity has been presented to either officers or Members to fully engage in the process of agreeing the drivers for change, identifying options, undertaking an impact analysis, cost profiling or construction of a business case.
- 4.3. It is reported that the County Council are considering the viability of seven different proposals (or variations on proposals) including a no change option, a unitary covering the whole of Nottinghamshire serving approximately

817,000 residents, and various ways of subdividing the county to create two unitary councils. Nottingham City Council has made it clear (Appendix 2) that it will start to formalise its own plans to extend the city boundaries which could significantly impact upon West Bridgford and the wider Rushcliffe area.

- 4.4. In terms of a timeline, the County Council are currently working on proposals which will be debated at a meeting of the council in December 2018. If the council decides to progress to submitting a formal bid, it is understood that there will be a further period of public consultation in the new year with a finalised proposal being presented to Nottinghamshire County Council in May 2018. This proposal would then be potentially submitted to the Secretary of State for consideration after this date.
- 4.5. It is clear that to be in a position to take an appropriate view it is essential that Rushcliffe is engaged, informed and responsive to any future government dialogue. Therefore it is proposed that a cross party working group is formed as a task and finish working group. The group would be tasked with drawing together the relevant information regarding the impact upon the Borough, residents, the Council's serves and the likely financial impact. The findings and recommendations from the group will be reported to Cabinet prior to any formal consideration by Full Council.

5. Alternative options considered and reasons for rejection

Cabinet can choose to not establish the cross-party task and finish working group and either not prepare information in advance of the publication of the County Council proposal or find an alternative way of drawing that information together, however all these options could result in an uninformed understanding of the proposals being submitted and a lack of clarity regarding the stance of the Council.

6. Risks and uncertainties

There are significant risks to the Council if no action is taken on this issue. Actively engaging in the debate allows the Council be involved in designing the shape of local government for this area in the future to get the best possible deal for the Borough and its residents. Refusing to engage with the debate will result in Rushcliffe being seen as part of the problem not part of the solution.

7. Implications

7.1. Financial implications

At this point in time there are no financial implications with forming a cross-party task and finish working group. Any future financial implications will be reported in accordance with the Council's financial governance arrangements.

7.2. Legal implications

Consideration should be given to appropriate membership of the group given that some borough councillors also serve on the County Council and should therefore be mindful of the conflict of interest this could be seen to involve.

7.3. Equalities implications

There are no equalities implications in setting up a cross-party task and finish working group.

7.4. Section 17 of the Crime and Disorder Act 1998 implications

There are no Section 17 implications in setting up a cross-party task and finish working group.

8. Link to corporate priorities

Participation in a proactive debate about the potential reorganisation of Local Government in Nottinghamshire feeds into all three of the Council's Corporate Priorities.

9. Recommendations

It is RECOMMENDED that

- a) A Cabinet-led cross-party task and finish working group be formed to consider the potential reorganisation of Local Government in Nottinghamshire in line with the Terms of Reference as set out in Appendix 1.
- b) The the task and finish working group reports its progress and findings back to Cabinet by no later than April 2019.

For more information contact:	Allen Graham Chief Executive Tel: 0115 9148520 agraham@rushcliffe.gov.uk
Background papers available for Inspection:	None
List of appendices:	Appendix 1: Terms of Reference for a cross-party task and finish working group on the potential reorganisation of Local Government in Nottinghamshire Appendix 2: Letter from CEX of Nottingham City Council to CEX of Nottinghamshire County Council regarding local government reorganisation

Terms of Reference for the Potential Reorganisation of Local Government in Nottinghamshire Working Group

Membership

- Chairman of the Group to be a member of Cabinet
- Group to comprise of nine Councillors
- Membership to be cross-party and representative of the Council

Timescale

- It is anticipated that the Group will commence in November 2018 and report its findings by April 2019.

Terms of Reference

The Group will examine:

- The latest information about the Borough including demographics, Office of National Statistics data, and resident satisfaction survey data.
- Information about the Council's services including the costs of such services, the quality of service provision and use of services by residents as well as plans for future transformation and development.
- Latest financial information and projections for the future.
- Any proposals from other authorities about the future of Local Government in Nottinghamshire.

Support and Resources

- The Group will be supported by the Chief Executive, Executive Manager – Transformation and Operations, and Executive Manager – Finance and Corporate Services

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My Ref: Partnerships/Ian/Correspondence/
Miscellaneous/2018/ Anthony May Unitarisation
26.10.18

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26th October 2018

Dear Anthony,

Nottinghamshire County Council - Public engagement on the structure of local government

Thank you for the opportunity to comment on your engagement exercise on the future of local government in Nottinghamshire.

Nottingham has not sought the reopening of the question around boundaries, despite the outcome in 1998 leaving the City Council under-bounded, but you will be aware of Nottingham City Council's view that any local government reorganisation proposals should be discussed collaboratively between our two councils and our district council colleagues. Together we can openly discuss local government reorganisation in the best interest of residents, businesses and all our stakeholder for the whole N2 area.

Local government reorganisation that includes the district council areas of Gedling, Broxtowe, Rushcliffe and Ashfield will have a significant impact on the city of Nottingham. Unlike other Core Cities, Nottingham is disadvantaged by being one of the most under-bounded cities in the country. Proposals to create a new unitary council would further compound this disadvantage - cementing an under-bounded city within a larger county unitary.

Thriving cities maximising their economic potential and reinvesting the growth they create can have compound benefits for the city and for the surrounding area. While at the Cabinet Office, the current Secretary of State for BEIS, Greg Clark, said:



Safer, cleaner, ambitious
Nottingham
A city we're all proud of

'The city is one of the rising forces of the 21st century. I want all our cities to be thriving places, living up to their full economic potential, matching growth with greener ways of living and doing business. When our cities do well, our countries do well.'

Nottingham's position as an under-bounded city is reflected in many key socio-economic indicators. Taken together, these make a compelling case for local government reorganisation that should include Nottingham and some of the surrounding district areas. For instance, less than half (48.7%) of those who work in the city also live in the city. This is a significantly lower figure than for other comparable cities. In Derby, the equivalent 'self-containment' figure is 66.4%. Amongst other Core Cities, Sheffield's self-containment is 75.7% and that for Leeds is 70.5%. As a destination of choice for leisure, entertainment and shopping, many people from outside the city make use of city services and use city infrastructure but they do not contribute to the funding of these. Conversely, neither are they in a position to hold Nottingham's decision makers to account for choices that can significantly affect their daily lives.

Any case for change should be cognisant of the real functioning economic and social geography around us. Standard measures include travel-to-work (TTWA), housing market, and travel-to-learn areas.

TTWAs provide information about commuting flows and the spatial structure of the labour market, all of which will influence household price and location. TTWAs also provide information about the areas within which people move without changing other aspects of their lives. Nottingham's TTWA covers Gedling, Broxtowe, Rushcliffe and Hucknall.

The Broad Rental Market Area (BRMA) is the geographical area used by the Valuation Office Agency (VOA) to determine the Local Housing Allowance rate. Again the Nottingham BRMA covers a similar area as the TTWA – a much wider geography than the existing city council's boundaries. Whilst housing market areas are defined predominantly in terms of the areas *"where most of those changing house without changing employment choose to stay"*, it is also relevant to consider them in the context of *"...the geographical area in which a substantial majority of the employed population both live and work"*.

Our position is that it is of fundamental importance to consider the extent to which the resident population work in the area and the workplace population live in the area in any new round of local government reorganisation. Given the transport, infrastructure and economic responsibilities of single tier councils, a clear and objective case can be made for TTWAs and housing market areas guiding new unitary council boundaries.

Boundaries that more closely reflect these socio economic patterns are the norm for the vast majority of the rest of the Country - and indeed the world. It is the boundary between Nottingham and Nottinghamshire that is inconsistent, arbitrary and an unsustainable result of the outcome in 1998.

Driving or walking north along Deer Park Drive, visitors will find themselves leaving the city and entering the county, subsequently leaving the county and entering the city, then once again leaving the city and entering the county. This boundary confusion occurs over the

course of as little as 100 meters on a largely straight road. As the road bends to the south east it terminates once more back in the city.

Across the north and north east of Nottingham there are a significant number of direct neighbours who find themselves on different sides of the border – indeed there are cases where neighbours share party walls, but do not share the same Council. But it is this non-credible geography that would be set in stone by the county moving towards a unitary structure on its existing boundaries.

Any future local government reorganisation needs to be sustainable and future-proof. The current County Council proposal to consider change on just the County Council boundary only would stifle Nottingham and Nottinghamshire's growth and reduce accountability for city services. Such a large unitary would dilute its focus on its diverse service delivery responsibilities across former coalfields and growing market towns if it had additional Metropolitan duties in an arbitrary ring around Nottingham.

With the County committed to its policy of moving towards reorganisation, we at the City Council would want to consider local government reorganisation for the N2 area alongside you and district colleagues. We would suggest the Economic Prosperity Committee (EPC) is an appropriate forum to collectively discuss a way forward that would be of greatest benefit to our citizens.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Ian Curryer', with a stylized flourish at the end.

Ian Curryer
Chief Executive
Nottingham City Council

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Agenda Item 9

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