



Gwasanaeth Democraidd
Democratic Service
Swyddfa'r Cyngor
CAERNARFON
Gwynedd
LL55 1SH

Cyfarfod / Meeting

**PWYLLGOR CRAFFU CYMUNEDAU
COMMUNITIES SCRUTINY COMMITTEE**

Dyddiad ac Amser / Date and Time

10:00AM DYDD MAWRTH, 4 RHAGFYR, 2012

10:00 AM, TUESDAY, 4 DECEMBER, 2012

Lleoliad / Location

**SIAMBR ARFON/ CHAMBER
SWYDDFEYDD Y CYNGOR/COUNCIL OFFICES
PENRALLT, CAERNARFON**

****Noder y man cyfarfod os gwelwch yn dda/Please note the meeting place****

Pwynt Cyswllt / Contact Point

Ioan Hughes (01286 679780)

IoanHughes@gwynedd.gov.uk

Dosbarthwyd 27/11/12

Aelodaeth/Membership (18)

Plaid Cymru (9)

Y Cynghorwyr/Councillors

Craig ap Iago	Annwen Hughes	Gethin Glyn Williams
Dilwyn Morgan	Linda Morgan	Tudor Owen
Caerwyn Roberts	Mandy Williams-Davies	Eurig Wyn

Annibynnol/Independent (4)

Y Cynghorwyr / Councillors

Eric M. Jones	Nigel Pickavance	Angela Russell	Mike Stevens
---------------	------------------	----------------	--------------

Llais Gwynedd (3)

Y Cynghorwyr/Councillors

Louise Hughes	Gruffydd Williams	Robert J. Wright
---------------	-------------------	------------------

Llafur/Labour (1)

Y Cynghorydd/Councillor

Gwynfor Edwards

Democratiaid Rhyddfrydol / Liberal Democrats (1)

Y Cynghorydd/Councillor

Stephen Churchman

Aelodau Ex-officio / Ex-officio Members

Cadeirydd ac Is-Gadeirydd y Cyngor / Chairman and Vice-Chairman of the Council – Y Cynghorwyr / Councillors Selwyn Griffiths a / and Huw Edwards

AGENDA

1. APOLOGIES

To accept any apologies for absence.

2. DECLARATION OF PERSONAL INTEREST

To receive any declaration of personal interest.

3. URGENT ITEMS

To note any items that are a matter of urgency in the view of the Chairman for consideration

4. MINUTES

The Chairman shall propose that the minutes of the last meeting of this committee, held on 4 September, 2012, be signed as a true record, (copy herewith – **yellow** enclosure).

Please note that the times listed below are estimates only.

5. BYPASS – STUDY OF THE A487 CAERNARFON TO BONTNEWYDD

To consider the report of the Cabinet Member – Councillor Gareth Roberts, (copy herewith – **cream** enclosure)

10.10am – 11.00am (50 minutes)

6. WASTE STRATEGY

To consider the report of the Cabinet Member – Councillor Gareth Roberts, (copy herewith – **white** enclosure)

11.00am – 11.45am (45 minutes)

7. TRANSPORT

To consider the report of the Head of the Regulatory Department, (copy herewith – **lilac** enclosure)

11.45am – 12.30pm (45 minutes)

8. WIND ENERGY

To consider the Cabinet Member's Decision Notice, together with a letter received from Cyfeillion Llŷn, (copy herewith – **yellow** enclosure)

12.30pm – 1.30pm

COMMUNITIES SCRUTINY COMMITTEE, 04-09-12

PRESENT: Councillor Eric M. Jones (Chairman);
Councillor Angela Russell (Vice-chair).

Councillors:- Gwynfor Edwards, Annwen Hughes, Louise Hughes, Dilwyn Morgan, Tudor Owen, Caerwyn Roberts, Mike Stevens, Mandy Williams-Davies, Gethin Glyn Williams, Gruffydd Williams and Eurig Wyn

ALSO PRESENT: Vera Jones (Members' Manager – Democratic Service), Gareth James (Members' Support and Scrutiny Manager), Ioan Hughes, (Members' Support and Scrutiny Officer) and Councillor John Wyn Jones, (Cabinet Member – Economy).

APOLOGIES: Councillors Stephen Churchman, Nigel Pickavance and Robert J. Wright,

1. DECLARATION OF PERSONAL INTEREST

No declarations of personal interest were received from any member present.

MINUTES

The Chairman signed the minutes of the previous meeting of this Committee held on 26 June 2012, as a true record.

2. ANNUAL WORK PROGRAMME

a) The Members' Support and Scrutiny Manager submitted information regarding the latest version of this Scrutiny Committee's Annual Work Programme. He noted that the matters raised reflected the discussions held in the 'workshop' on 26 June for programming the work of the Committee for 2012-13

b) He confirmed that the document was a 'live document'. It was published on the Council's website, providing the public, in accordance with the Welsh Government Measure, with an opportunity to keep an eye on the work programme.

c) Members were given another opportunity to consider the contents of the work programme so that matters could be added or removed.

RESOLVED:

i) to add the following matters to the list of priorities:

- **The future of traditional village shops, banks and post offices;**
- **Wind turbines;**
- **Marine conservation zones;**

- **Dog fouling and the reluctance of owners to keep their dogs under control in public areas.**

ii) that information regarding the current arrangements, in relation to methods of dealing with dog fouling difficulties is submitted at the Preparatory Meeting of this Scrutiny Committee.

3. REVIEW OF HOUSING SUPPLY AND AFFORDABILITY

The Cabinet Member for Planning, Councillor John Wyn Jones and the Housing Policy Strategic Manager were present for this item.

a) Further to the written report, the Cabinet Members and the officer responded appropriately to questions and observations submitted by the members and the following main points were noted:

- The Cabinet Member noted his desire to support those who were in work, but who did not earn a salary that was high enough to get a mortgage and also those who had insufficient amount of points to be placed high up on the waiting list;
- A Housing Options Team would be established on 10 September 2012 that would create one system of allocating houses;
- The Housing Options Team would be located within the Council but would operate on behalf of the housing associations.
- The aforementioned procedure was established under legislation but consideration would also be given to local connections. In addition, the procedure was based on the necessity for the person obtaining a house to be in need;
- It was intended to submit information regarding the aforementioned procedure in a meeting of the Area Committees;
- The new benefits procedure could possibly strengthen efforts to introduce changes so that tenants would move into more appropriate houses and avoid situations where individuals could live in houses of substantial size;
- The Homelessness Act to ensure that a thorough inspection would be held into all the circumstances before any individual could be considered to be truly homeless;
- The procedure of 'median rent' to offer young people the opportunity to buy rather than rent their homes;
- The co-operative houses had proven to be a success in some areas and this field could be investigated further.
- The possibility of making full use of currently sub-standard houses within the private sector should be investigated and this could be undertaken with loans rather than grants.
- Gwynedd Council mortgage deposit loan scheme had been established and it was intended to be operational by October this year. The scheme would include conditions in relation to local connections;
- Work was being undertaken to bring empty homes back into use, the aim must be to obtain regular improvement;
- A second Empty Homes Officer had been appointed by Gwynedd Council recently; and this reflected the intention to ensure improvement;
- The effects of the 106 Legal Condition, attached to planning permission, needed to be investigated in detail so that young families could be supported and endeavour to establish a procedure to ensure the condition did not create difficulties in relation to the release of a mortgage.

b) The Cabinet Member suggested that this Scrutiny Committee could hold an investigation into the housing field so that they could make recommendations to the Cabinet.

c) The Chairman thanked the Cabinet Member and the Housing Strategic Policy Manager for attending the meeting and for their recommendations.

Recommendations:

1. The Cabinet Member for Planning was asked to submit details on the following to the meetings of the Area Committees:

a) General Housing List and the Housing Options Team

2. Investigate further the potential of developing:

- Co-operative and Corporate houses;
- Improve houses in the private sector with loans as well as grants;
- The impact of the 106 Legal Condition so that it did not create difficulties to release a mortgage.

3. The Cabinet Member for Customer Care was asked to provide a list of successions on farms owned by the Council;

4. Members of the Scrutiny Committee were to consider holding a Scrutiny Investigation or working group at the next Preparatory Meeting to support the Cabinet Member for Planning.

4. BANGOR PRIDE

a) The Members' Support and Scrutiny Manager outlined the work involved with holding a scrutiny investigation into the Pride of Bangor Scheme.

b) It was emphasised that there would be a need for the members of the Leading Group to work to a strict schedule and they would need to provide total commitment in order to complete the investigation in detail.

c) It was explained that full consideration would be given to the Plan's successes and failures along with the possibility of extending it to other parts of Gwynedd, including rural areas.

RESOLVED:

a) To establish a Scrutiny Investigation into the Bangor Pride Scheme;

b) To elect the following members to be members of the Leading Group:

Councillors: Eric M. Jones, Mandy Williams – Davies, Gwynfor Edwards, Nigel Pickavance, Dilwyn Morgan and Gruffydd Williams.

The meeting commenced at 10.00am and concluded at 11.55am

NAME OF THE SCRUTINY COMMITTEE	Communities Scrutiny Committee
DATE OF MEETING	4 December 2012
TITLE OF ITEM	The decision of the Regulatory Department's Transport Service to support the Government's assessment of the route of the Caernarfon – Bontnewydd bypass.
CABINET MEMBER	Cllr. W Gareth Roberts

1. BACKGROUND

- 1.1 The demand by communities, travellers and businesses for a Caernarfon – Bontnewydd bypass has been growing for many years. In February 2007, the Ove Arup company was commissioned by the Government to consider transport problems and the options for developing a bypass. Their preliminary WelTAG report (Welsh Transport Appraisal Guidance) was presented in July 2007. The purpose of this report was to explain the relevant traffic problems and, by consulting with stakeholders and listing the options available for their alleviation, to evaluate and to move them forward by means of a WelTAG report (stage 1).
- 1.2 In February 2008, following the work by Ove Arup, a WelTag technical report (stage 1) was published. The purpose of this report was to record and develop options, which had been assessed and develop in the preliminary WelTAG, to move ahead to a first public consultation on the project
- 1.3 Between 1 March and 24 May 2010, the first consultation was held on the four routes, namely the Pink, Purple, Yellow and Brown options. When people were asked which options they favoured, the results were as follows:
- Purple 53%
 - Yellow 25%
 - Brown 18%
 - Pink 4%
- 1.4 Following the first consultation, it was decided to hold a second consultation. This was held between 1 November 2010 and 24 January 2011. By then, Parsons Brinckerhoff had been appointed as main consultants on behalf of the Government. The reason for holding the second consultation was that the observations and suggestions from the first consultation showed that all the options considered by the Government had not been shown in that consultation. Therefore, the second consultation was an opportunity for people to express their opinion on these options as well. Gwynedd Council was amongst the respondents expressing concerns that not all the information had been presented as part of the consultation.

- 1.5 In the second consultation, 5 options, which were being disregarded, were presented, namely Pink, White, Blue, Brown and a variation of the Brown option. Six other options were presented for the consultation, namely Purple, Yellow, Black, Orange, Red and Turquoise. These routes are shown in **Appendix A**.
- 1.6 As part of the second consultation, officers of Gwynedd's Transport Service challenged the Government's findings and asked for additional information to satisfy themselves that the information presented was sound. One important element of this was to ensure that, after any improvement, the remaining county road network would be protected.
- 1.7 A meeting was held between local Councillors and officers of the Regulatory Department to explain the rationale of supporting the Government's stance on the preferred route and to listen to the views of local Councillors representing areas that will be affected by the development. The meeting was held on 21 December 2010.
- 1.8 After considering the information in detail, asking for further information and challenging the conclusions of the Government and Parsons Brinckerhoff, its consultants, it was concluded that their assessment of the routes presented was sound. The Service sent a letter dated 14 February 2010 to the Government supporting the conclusion of their assessment on technical grounds.
- 1.9 In July 2012, the Welsh Government published the results of the second public consultation on the Caernarfon – Bontnewydd bypass. The report is quite bulky and is attached as **Appendix B**. It can be seen from this report that the general support for the various route options are as follows:
- Purple 33%
 - Yellow 7%
 - Black 50%
 - Orange 5%
 - Red 2%
 - Turquoise 2%
 - No response 8%
- 1.10 It should be noted that the Purple and Black options are the same between the top of the Felinheli bypass and the proposed Cibyn roundabout.
- 1.11 The publication weighs up the options presented in the consultation and shows the reasons for selecting and protecting the preferred route following the consultation, namely the Purple route.
- 1.12 As a result of that publication, as well as the fact that the Transport Service had supported the Government's opinion that the Purple route is the best option on technical grounds, some in the communities of y Felinheli and Bethel are maintaining that the line should be changed from the preferred Purple to the Yellow route.

2. PURPOSE OF REPORT

2.1 The purpose of this report is to explain clearly the technical matters that were considered in replying to the Government's assessment. Also, the matters below, which have been highlighted by members of the Communities Scrutiny Committee, are responded to.

- Explain the reasons for the Transport Service's conclusion that it agrees with the views of Welsh Government officers that the Purple route is the best one for the Caernarfon – Bontnewydd bypass.
- In your opinion, to what extent would the Purple bypass route affect good quality agricultural land and how much land would be affected.
- What are the likely costs of the Purple route in comparison to the cost of the Yellow route, namely the Caernarfon – Plas Menai part of the bypass?
- What is your opinion of the number of potential accidents and possible fatal accidents on the purple bypass route compared to the yellow route?
- What would be the effects of the two routes on adjacent roads such as the back road connecting Bethel and y Felinheli?
- What would be the possible effects of the bypass on local businesses and homes?
- What would be the possible effects of the bypass on the landscape
- What effects could the bypass development have on other parts of Gwynedd – Meirionnydd and Llŷn?
- Are there any risks were the Council to change its views on the route?
- What, in your opinion, would be the best means of ensuring effective wider discussions on the best route to be finally adopted.

3. EXPLAIN THE REASONS FOR COMING TO THE CONCLUSION THAT THE TRANSPORT SERVICE AGREES WITH THE VIEWS OF WELSH GOVERNMENT OFFICERS THAT THE PURPLE ROUTE IS THE BEST FOR THE CAERNARFON – BONTNEWYDD BYPASS.

3.1 Six options were considered as part of the second consultation, namely Purple, Yellow, Black, Orange, Red and Turquoise.

3.2 Before the consultation, a WelTAG (stage 2) assessment was conducted on the six options. The assessment results derive from detailed work by the Government's main consultants to consider each route separately and objectively. From these assessments it was clear that the Purple route was the strongest. The scores for each option considered under the WelTAG process were as follows:

- Purple 21.5
- Yellow 20.5
- Black 17.5
- Orange 17.0
- Red 17.5
- Turquoise 17

- 3.3 Other technical matters, as well as the WelTAG assessments, influenced the professional views of the engineers in the Transport Service. The fact that the purple route offers a more direct line, that it is independent of the county road network and is also more attractive to heavy goods traffic are also key considerations. Also, it is of advantage for the main road between the North and the South to be able to avoid the Plas Menai roundabout as there have been a number of collisions there that could be avoided were the purple route adopted. It should also be noted that the Yellow route would require a substantial cutting in the landscape in the vicinity of Plas Menai, with significant landscape and archaeological impacts.
- 3.4 The Purple route is 10.9 km in length and the Yellow route 9.650km. For those travelling between the Faenol Roundabout, Bangor, and Llanwnda, the journey using the Purple rather than the Yellow route would be about 800m shorter.
- 3.5 The Purple route has the advantage of keeping the county road network as it is at present. This is of advantage to those who have to travel between local communities or make short journeys. There are several advantages to having the strategic North / South network independent of the local network and it also offers options for diversions in emergencies or for repairs and maintenance etc.
- 3.6 The fact that the Purple route offers a more direct route, shorter than the yellow route, is of itself likely to encourage heavy goods traffic travelling from North to South to use it rather than using the A4244 from Llys y Gwynt and the B4366 through the village of Bethel. Choosing the Yellow route would mean travelling down hill from the high point of the Felinheli bypass to the Plas Menai roundabout and slowing or even stopping before climbing uphill to join with the Purple route on the Cibyn roundabout. The Yellow route would mean levelling down 30.1m and levelling up 30.1m compared to the Purple route. It is clear therefore that the Purple route is more advantageous in terms of journey time and fuel costs to heavy goods companies and drivers. This is more likely to reduce the number who would chose to use the route through the village of Bethel as an informal bypass for heavy goods traffic.
- 3.7 The proposed junction on the high point of the Felinheli bypass offers a route where the proposed A487 runs directly from the Faenol roundabout to the proposed roundabout at Cibyn. Those travelling to Caernarfon would follow a route away from the major road and connect with the route on the hill down to Plas Menai. This would be a 'grade separated' junction, of high quality in terms of safety, and would mean that the main traffic stream would not have to slow or stop to deal with the junction.
- 3.8 The junction by Plas Menai is a 5 arm junction. In general, safety is compromised the more arms there are on a roundabout. Designing a roundabout usually means trying to achieve a balance between the traffic flow on each arm. On the Yellow route, the main flow would be on two arms, which is not good practice as it would lead to an increase in speed on the roundabout and therefore a substantial reduction in safety. At present, there are a number of collisions on the road leading to the Plas Menai roundabout in its present form. On a technical basis, it would be more advantageous and safer to have a junction on the Purple route rather than a 5 arm junction at Plas Menai.

- 3.9 It should be noted that the cutting required to connect the Yellow route with the Plas Menai junction is very substantial. It would be 22m deep and would cause a major visual effect. Also, archaeological experts are of the view that there is a substantial likelihood of discovering sites of archaeological importance on part of the Yellow route between Plas Menai and near Crug farm.

In your opinion, to what extent would the Purple bypass route affect high quality agricultural land and how much land would be affected.

- 3.10 *This would be a matter for a public enquiry. It can be confirmed that more land would be required for the Purple rather than the Yellow option. From the Cibyn roundabout to the north, the area of land required for the Purple route would be 152,471 square metres (37.68 acre) and 132,260 square meters (32.68 acre) for the Yellow route.*

What are the likely costs of the Purple route in comparison to the cost of the yellow route, namely the Caernarfon to Plas Menai part of the bypass?

- 3.11 *The costs of building the Purple option are around £85.8 million whilst the costs of building the yellow option are around £77.3 million (2002 prices). When assessing improvement schemes such as this one, the building, maintenance and tax costs, considered as scheme costs, are balanced by such matters that offer financial benefit such as a reduction in travelling time, a reduction in the running costs a vehicles, the advantage of a reduced carbon footprint and a reduction in costs because of a reduction in accidents.*
- 13.12 *The benefit figures are considered over a period of 60 years after the opening of the new road. The projected benefits for the routes are £420.2 million for the Purple option and £415.8 million for the Yellow option. It is therefore misleading to consider the building costs only. It is important to recognise that the Purple route is longer and offers other advantages between the top of the Felinheli bypass to the proposed Cibyn Junction.*

What is your opinion of the number of potential accidents and possible fatal accidents on the Purple bypass route compared to the Yellow route?

- 13.13 *Foreseeing the number of accidents on any scheme is difficult. This is assessed on the average number of accidents occurring on average per kilometre on similar roads. The Purple route is 10.900 kilometre and the Yellow route is 9.65 kilometre long.*
- 3.14 *There is a cost for every road accident, and, for the assessment purposes, £1,249,890 is anticipated for a fatal accident, £140,450 for a serious accident and £10,830 for a minor accident (2002 prices). Compared with the present network, it is predicted that the Purple route could, over a period of 60years from the opening of the scheme, avoid 899 accidents and that the Yellow route could 986 accidents . The above figures were reached using COBA (COst Benefit Analysis) software and the same number of accidents per kilometre were used for both options namely 0.138 accidents to every million kilometre travelled on the two-lane sections and 0.089 accidents on the on-lane sections, bearing in mind that there are three lanes for the majority of the provision proposed in each option*

- 3.15 *One thing is clear, and it has been considered by the Transport Service engineers as part of their considerations, is that the Plas Menai roundabout and the number of accidents occurring there have not been considered in this assessment. Neither has that part of the present road from the roundabout to the top of the present bypass been considered. This, as well as the fact that a higher standard of junction is being proposed to connect the Purple route at the top of the Felinheli bypass, is, in the professional opinion of the Service, offering a choice of road that would, over the whole of its length, be safer.*

What would be the effects of the two routes on adjacent roads such as the back road connecting Bethel and y Felinheli?

- 3.16 *The effect of the purple route on the County network would be neutral. The network, as it is at present, is protected. As for the back road connecting Bethel and Felinheli, a bridge will carry this connection over the Purple route and so protect it. Also, the entrance to Cefn Coch Farm from the back road is protected. This is confirmed in the statement from the results of the public consultation that was released by the Government in July 2012. Point 9.12 of the statement states 'the Purple/Black Options would sever the minor road link between Bethel and Felinheli. This would be re-established by combining it with the farm occupation bridge.*
- 3.17 *The effect of the yellow route on neighbouring roads is much more damaging because it does away with the direct link between the Plas Menai roundabout and the Tyddyn Hen roundabout.*

What would be the possible effects of the bypass on local businesses and homes?

- 3.18 *Comprehensive assessments have been carried out by the Governments chief consultants on the impact of the by-pass on economic issues and on the towns and villages.*

What would be the possible effects of the bypass on the landscape

- 3.19 *This issue has also been considered in the economic impact report which has been provided on behalf of the Government. It is anticipated that the impact of the scheme will be positive in terms of travelling times, carbon emissions, reduction in accidents and travelling costs. See also 3.18 above.*

What effects could the bypass development have on other parts of Gwynedd – Meirionnydd and Llŷn?

- 3.20 *There is general agreement that the bypass would have a positive effect on Meirionnydd and Llŷn. The road would be important and key to maintaining and developing employment in the rural areas of Llŷn and Meirionnydd. It could also be a facilitator for developing and protecting jobs associated with Trawsfynydd and the site's connection with Anglesey. The enterprise zones could also benefit from the development.*

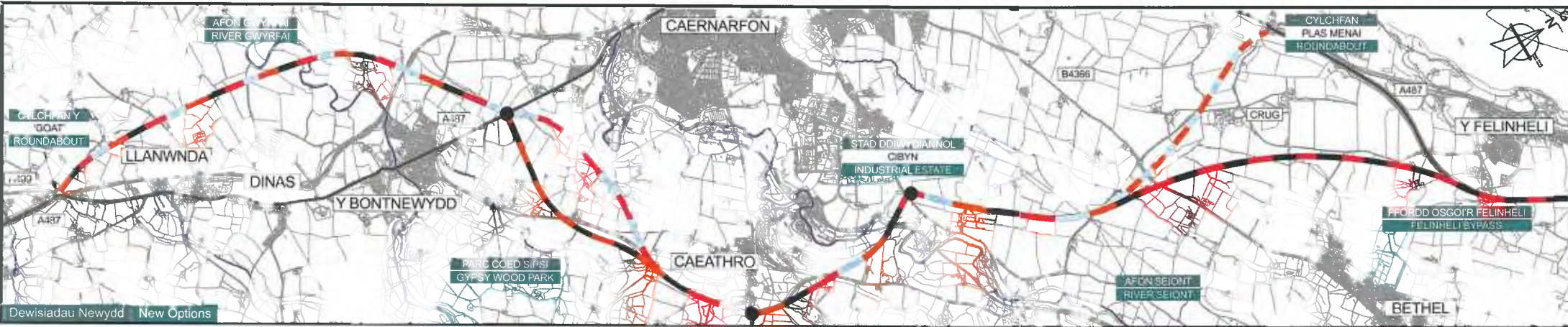
Are there any risks connected with the Council changing its views on the road's route?

3.21 *It is considered that there are considerable risks attached to this matter. The Minister has slipped other capital plans for road improvements lately and in the present financial climate, perhaps there would be some advantages to the Government in slipping this scheme in order to invest in other locations / schemes. Although no certainty can be given as to what will happen, experience tells that it is difficult to get schemes that have slipped back on to the priorities list. This could mean some years of waiting before development work being commissioned and a further period before cutting the first turf and finishing the work. Although the economic opportunities missed during this period cannot be calculated, it could be substantial to the economy of the County as a whole, and to the town of Caernarfon and to the Dwyfor and north Meirionnydd areas in particular, were the scheme to slip for, say, 5 to 10 years.*

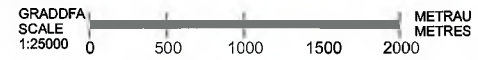
What, in your opinion, would be the best means of ensuring effective wider discussions on the best route to be finally adopted.

3.22 *When road schemes are developed, technical as well as amenity and compensation matters are considered. The preferred route is chosen by considering technical matters and using the WelTag structure. These are the matters considered by the Council's Officers when preparing the response.*

3.23 *As the process proceeds there will be further opportunities for the public, landowners and other stakeholders to respond to the Government's proposals. If objections to the preferred route are presented during these stages then a public enquiry will be held at the Minister's request. The justification for the preferred route will be subject to challenge in the public enquiry. Leading the enquiry will be an independent inspector who will consider the justification that is presented against the evidence presented by objectors.*



ALLWEDD / KEY	
DEWISIADAU PRESENNOL	CURRENT OPTIONS
DEWIS PORFFOR	PURPLE OPTION
DEWIS MELYN	YELLOW OPTION
DEWIS DU	BLACK OPTION
DEWIS OREN	ORANGE OPTION
DEWIS COCH	RED OPTION
DEWIS GWYRDDLAS	CYAN OPTION
A487 BRESENNOL	A487 EXISTING
AFON	RIVER





Llywodraeth Cymru
Welsh Government

A487 CAERNARFON TO BONTNEWYDD STUDY

STATEMENT OF RESULTS FROM PUBLIC CONSULTATION

JULY 2012

(This page is intentionally left blank)

**A487 CAERNARFON TO BONTNEWYDD STUDY
STATEMENT OF RESULTS
FROM PUBLIC CONSULTATION**

JULY 2012

Contents:

- 1 INTRODUCTION**
- 2 DEVELOPMENT AND APPRAISAL OF OPTIONS**
- 3 INITIAL PUBLIC CONSULTATION**
- 4 ANALYSIS OF RESPONSES**
 - Analysis of Questionnaire responses**
 - Stakeholder and other Organisations Views**
- 5 OUTCOMES**
 - Actions Taken Following Concerns Raised During Initial Public Consultation**
- 6 SUPPLEMENTARY PUBLIC CONSULTATION**
- 7 ANALYSIS OF RESPONSES**
 - Analysis of Questionnaire responses**
 - Stakeholder and other Organisations Views**
- 8 OUTCOMES**
 - Actions Taken Following Concerns Raised During Supplementary Public Consultation**
- 9 COMPARISON OF PURPLE AND BLACK OPTIONS**
- 10 REASONS FOR SELECTING THE PREFERRED ROUTE**
- 11 MINISTER FOR LOCAL GOVERNMENT & COMMUNITIES' DECISION**
- 12 PROTECTION OF THE PREFERRED ROUTE**
- 13 WHAT HAPPENS NEXT**

REFERENCES

- ANNEX A INITIAL PUBLIC CONSULTATION BROCHURE & QUESTIONNAIRE**
- ANNEX B SUPPLEMENTARY PUBLIC CONSULTATION BROCHURE & QUESTIONNAIRE**
- ANNEX C PREFERRED ROUTE PLAN – TR111**
- ANNEX D LOCAL HIGHWAY IMPROVEMENTS PLAN**

1 INTRODUCTION

- 1.1 In 2009 the Welsh Government commissioned a study to address transport problems on the A487 through Caernarfon and Bontnewydd. This study utilised earlier work undertaken separately. The more recent WelTAG Stage 2 study included an initial public consultation that took place between March and May 2010 and a supplementary public consultation that took place between November 2010 and January 2011.
- 1.2 This Statement of Results summarises the scheme's technical, economic and environmental aspects and the views expressed during the public consultation. It also explains the Minister for Transport's decision.

2 DEVELOPMENT AND APPRAISAL OF OPTIONS

- 2.1 The Study placed specific emphasis on the social, economic and environmental, impacts – the Welsh Government's main themes of sustainable development
- 2.2 The main issues raised by the study were:
- Increased and increasing journey times – traffic volumes on the A487 have been increasing, and this has resulted in some congestion with implications for journey times. Time spent in queues causes driver stress and represents a cost to local businesses;
 - Inaccessibility/remoteness – the lack of high quality connectivity southwards on the A487 from Bangor and the A55 may be hindering economic development. The development of the Menai Hub provides an opportunity to strengthen and restructure the economy in North West Wales. However its successful implementation and dispersal of benefits (particularly to the south of Bangor) is reliant on good quality transport links;
 - Community Severance and Quality of Life – quality of life in settlements and dwellings adjacent to the A487 (and adjacent to routes being used as “rat-runs”) is adversely affected by the high volumes of traffic passing through them;
 - Safety – relatively high volumes of traffic in an urbanised setting are increasing the risk of accidents. Also, heavy goods vehicles accessing Cibyn industrial estate and vehicles travelling along “rat-runs” at inappropriate speeds makes matters worse, and;
 - Access for road maintenance – road maintenance is difficult due to high levels of traffic on the A487 and the lack of a suitable alternative route with capacity to divert traffic.
- 2.3 The study used Welsh Transport Planning and Appraisal Guidance (WelTAG)¹ principles.

¹ Welsh Transport Planning and Appraisal Guidance WelTAG, June 2008 – on our website

2.4 To address the problems raised, and in line with strategic network objectives, we identified transport planning objectives (TPOs). The following five specific Transport Planning Objectives (TPOs) for the study have been developed through the WelTAG process, taking account of the aforementioned strategic objectives. These are given below:

Objective 1:

- Reduce journey time (between Llanwnda and Plas Menai) and improve journey time reliability to within +/-3 minutes of the average journey time throughout the day;

Objective 2:

- Reduce journey time (between Llanwnda and Caernarfon) and improve journey time reliability to within +/-3 minutes of the average journey time throughout the day;

Objective 3:

- Reduce the number of vehicles passing through residential communities; including Llanwnda, Dinas, Bontnewydd and Caernarfon;

Objective 4:

- Reduce accidents on the trunk road network by 22% by 2016 based on the targets set out in the draft consultation UK Road Safety Strategy;

Objective 5:

- Improve network resilience – Increase the amount and/or capacity of alternative routes to improve the resilience of the network.

Options were developed in consultation with stakeholders, and these were appraised to determine how they performed against the TPOs using WelTAG with those that did not perform well being discarded.

2.5 The Option Development Workshop report and its Addendum identified four bypass options (and a Do Minimum for comparison) to go forward for a WelTAG Stage 2. These were:

- Pink Option – A bypass of Llanwnda, Dinas and Bontnewydd;
- Purple and Yellow Options – Two alternative bypasses of Caernarfon and Bontnewydd/Dinas/Llanwnda, and;
- Brown Option – An alternative to upgrade a local highway currently being used as an unofficial bypass, also including a bypass of Bontnewydd/Dinas/Llanwnda.

2.6 It was also concluded that if nothing is done it is expected that longer queues and delays at key locations will occur on the network with heavier volumes of traffic through communities. It was determined that a package of on-line measures was required to mitigate these impacts and has been assessed as the Do Minimum.

- 2.7 The forecast traffic levels warrant a Wide Single 2+1 (WS2+1) carriageway standard. All Options were designed to this standard with the exception of the Brown Option, which was designed as a single carriageway upgrade between Bontnewydd and Plas Menai with a climbing lane southbound from the Plas Menai roundabout.
- 2.8 The consultation brochure at Annex A describes the resulting options in more detail.
- 2.9 The Technical Appraisal Report² records the findings of the study in detail.

3 INITIAL PUBLIC CONSULTATION

- 3.1 We consulted on four bypass routes; Pink, Purple, Yellow and Brown and consultation took place between 1 March and 24 May 2010, all compared to the Do Minimum.
- 3.2 972 people attended the exhibition and preview evening. By the close of the consultation period we received 1,996 completed questionnaires and 64 letters from stakeholders, individuals, interested groups, community councils and local authorities. A summary of the views expressed is below and the consultation report³ describes the findings in more detail.
- 3.3 Three petitions were received during the consultation period. These were:
- 50 name petition against the routes East of Bontnewydd (although these routes were not presented as options at the PCE);
 - 52 name petition against the Brown Option, and;
 - 700 name petition against the Pink Option.
- 3.4 A local group comprising two local businesses and residents made representations for an alternative route. This route was named the Black Option and to assist in seeking the views of the public on the alternative, an additional 1,400 questionnaires were provided. 1,498 questionnaires supporting this route were received. However, only 353 of these were completed in full.

4 ANALYSIS OF RESPONSES

Analysis of Questionnaire responses

- 4.1 The questionnaire asked people about the perceived problems in the area of the study, the measures needed for improvement, what was most important to them and their option preference. Analysis of the responses to the twelve questions is as follows.

Question 1 – Three general questions were asked as follows:

- a) Do you consider that the traffic conditions on the A487 through Bontnewydd need to be improved? - Yes 451 (94%) No 31 (6%)

² A487 Caernarfon to Bontnewydd Study – Technical Appraisal Report, (in three volumes), February 2010

³ A487 Caernarfon to Bontnewydd Study - Report on March 2010 Public Consultation – on our website

- b) Do you consider that the traffic conditions on the A487 delay journeys through Caernarfon? - Yes 398 (85%) No 70 (15%)
- c) Do you consider that the traffic conditions on the A487 delay journeys to/from Caernarfon? - Yes 411 (88%) No 55 (12%)

The consensus from the above questions indicates that there is a congestion problem in Bontnewydd and Caernarfon for both destination and through traffic.

Question 2 – What do you think are the current problems on the A487 in Bontnewydd and Caernarfon? The locations are shown in the brochure on the centrefold plan. (please tick those that apply)

Based upon an analysis of the responses the current problems were placed in the following descending order of importance:

List 1 Problems in Bontnewydd

- e) Delays on the A487 at the Glan Beuno roundabout 78%
- b) Delays on the A487 at the “Fingerpost” roundabout 56%
- c) Difficulty accessing and exiting Bontnewydd School 56%
- a) Traffic congestion on the existing A487/A499 “Goat” roundabout 52%
- d) Lack of pedestrian crossing facilities in Bontnewydd 39%
- f) Poor visibility for vehicles at the Glan Beuno roundabout 39%
- g) Community severance 27%
- h) Other – 126 people identified other problems. Typical additional problems highlighted were:

- High volumes of traffic on the A487 (making it difficult to join the trunk road) 29%
- Parking on the trunk road at Glan Beuno/Brymer Terraces 16%
- The crossing and lollipop facility hinder the flow of traffic 14%
- Visibility from junctions and accesses in general onto the A487 10%

List 2 Problems in Caernarfon

- c) Congestion at “St Davids” and “Morrisons” roundabouts 82%
- d) Traffic delays at “Plas Brereton” 68%
- a) Poor pedestrian crossing facilities at the “Eagles” junction 46%
- b) Accidents at the “Eagles” junction 32%
- e) Community severance 28%
- f) Other – 100 people identified other problems. Typical additional problems highlighted were:

- The Tesco/McDonalds junctions are a problem 22%
- Congestion of through traffic (including references to HGVs) 14%
- Plas Brereton 8%
- Eagles Junction 9%

Question 3 – Which measures would you see as addressing the problems identified in Question 2? (Tick all boxes that apply)

The response to this question ranked these measures in the order given below:

- g) Bypass of Bontnewydd 80%
- h) Bypass of Caernarfon 70%
- e) Pedestrian and cycling facilities 29%
- b) Park and ride facilities 28%
- d) Traffic calming in Bontnewydd 26%
- c) Park and share facilities 23%
- a) Improved bus services 22%
- f) Community transport 16%
- i) Other – 105 people identified other measures. Typical additional measures highlighted were:

- Online improvements in Bontnewydd 41%
- Reiteration of views from the listed items, i.e. no other issues raised 31%
- The Do Minimum measures would alleviate some of the problems 16%
- Direct improvements within Caernarfon 6%

Question 4 – Rank the three most important factors in choosing an option. 1 being the most important; 3 being the least important.

- a) Impact on residential property
- b) Impact on landscape
- c) Impact on farms and businesses
- d) Protection of wildlife
- e) Reducing traffic in communities
- f) Less congestion in Bontnewydd and Caernarfon
- g) Access for tourism
- h) Improved facilities for non-motorised users
- i) Other – please specify

The three highest-ranking responses in descending order were:

- f) Less congestion in Bontnewydd and Caernarfon
- e) Reducing traffic in communities
- c) Impact on farms and businesses

60 respondents identified other factors as being important highlighting:

- Reiteration of problems from the listed items 52%
- A direct improvement within Bontnewydd, Llanwnda and Dinas is required 21%
- Did not directly want a bypass 17%

Question 5 – For the section of the A487 between Llanwnda and Plas Menai, which option on the brochure map do you prefer if a bypass were part of the solution? (Tick one box)

- Pink 4%
- Purple 53%
- Yellow 25%
- Brown 18%

This illustrates a clear preference for the Purple Option.

Question 6 – If you do not consider a bypass is necessary, please suggest an alternative solution to the problems.

133 respondents suggested alternatives to a bypass as follows:

- 31% wanted online improvements;
- 15% showed a preference for a bypass of some description;
- 14% stated the need for routes on the East of Bontnewydd;
- 14% felt there should be alternatives to road solutions;
- 9% stated there was no need for a bypass;
- 8% said they wanted routes on existing roads, and;
- 7% felt the need for other bypass alternatives.

Question 7 - Which of the following best describes your interest in the study?

The responses to this question are ranked in descending order below:

- a) I am a resident of Bontnewydd, Llanwnda or Dinas - (35%)
- c) I am a local resident (e.g. Bethel, Caeathro or other community near the route) (35%)
- b) I am a resident of Caernarfon - (17%)

Please give the name of the place where you reside

The responses to this question are ranked in descending order below:

- e) I am a regular user of the A487 - (70%)
- d) I own land through which one of the routes would pass - (8%)
- f) I am a tourist or a visitor to the area - (5%)
- g) Other. Please specify below - (4%)

44 people responded to g) Other with the majority either living/working in the area or living close to the options.

Question 8 – Please add any other comments you may have or provide reasons for your choice of option (continue on separate paper if necessary)

299 respondents added comments. The main themes were:

1. The need for additional measures on the A487 in Bontnewydd.
2. Objection to the East of Bontnewydd routes.
3. The need for alternative East of Bontnewydd.
4. Preference for Pink Option.
5. Preference for Purple Option.
6. Preference for Yellow Option.
7. Preference for Brown Option.
8. No need for a bypass at all.
9. Preference for a bypass and the benefits of a bypass.
10. The importance of business and tourism including links to the Cibyn Industrial Estate.
11. Non-highway schemes.

Question 9 – Which exhibition venue did you attend?

65% of those who responded attended the exhibition in Caernarfon and 30% attended the Bontnewydd exhibition. 5% attended both exhibitions.

Question 10 – Seven general questions were asked as follows:

- a) Did you receive sufficient notification of the exhibition? - Yes (79%)
- b) Did the exhibition meet your expectations? - Yes (88%)
- c) Was the information displayed sufficient to answer any queries that you may have had? - Yes (78%)
- d) Did the venue suit you? - Yes (98%)
- e) Were the opening times sufficiently long? - Yes (90%)
- f) Were the staff sufficiently informed to answer your questions? - Yes (88%)
- g) Were you able to discuss the scheme in the language of your choice? - Yes (87%)

Question 11 – How did you hear about this exhibition?

- a) Brochure through letter box – 92 (23%)
- b) Local poster - 14 (3%)
- c) Local radio - 12 (3%)
- d) Newspaper advert - 159 (39%)
- e) Word of mouth - 151 (37%)
- f) Other. Please specify - 54 (13%)

90 responses to question f) Other were received. 11% said they knew nothing about the exhibition, 27% had obtained brochures from deposit locations and 18% had obtained notification via the local press.

Question 12 – Do you have any suggestions to improve future exhibitions?

111 responses were received indicating suggestions as follows:

- More advertising required in advance 16%;
- More Welsh speakers needed 12%;
- Exhibitions were well organised and arranged 6%, and;
- Did not attend 6%.

Stakeholder and other Organisations Views

- 4.2 **Gwynedd Council** responded after the close of the consultation. The response contained no preference or opinion on any of the exhibited route options.
- 4.3 **The Mayor of Caernarfon** responded to express concerns that Question 4 on the questionnaire should have contained a direct reference to the Cibyn Industrial Estate.
- 4.4 **Waunfawr Community Council** suggested alternative routes, one similar to the Black Option and one similar to the Green Alternative discarded from the earlier stages of the study. The council were concerned that their electorate were not satisfied with the Purple Option stating their main concern to be loss of valuable farm land.

- 4.5 **Bontnewydd Community Council** queried why the eastern routes of Bontnewydd had been rejected and suggested a route through Rhos-Bach to straighten the alignment and affect fewer properties. The council also considered the need to test improvements at Glan Beuno and expressed the need to remove traffic from local villages.
- 4.6 **Llanrug Community Council** expressed their objection to the Brown Option as it did not improve links to the A55 and Pwllheli and as a single carriageway did not allow for overtaking. The council considered that the Brown Option would not remove congestion and would pass through more agricultural areas than the Pink, Purple and Yellow Options.
- 4.7 **Llandeiniolen Community Council** sent their response to NWTRA who passed on their response for consideration. The council showed support for the Yellow Option and their opposition to the Brown Option as it would not reduce traffic in Bethel or Rhiwlas and it was suggested the Brown Option may increase traffic on the “back roads”.
- 4.8 **The Forum of Llanfaglan and Dinas** presented a petition against the Pink Option.
- 4.9 **Plaid Cymru** provided a response on behalf of the Bontnewydd district, concluding that the bypass is the necessary solution to the problems but were surprised that only one option around Bontnewydd had been presented. They also asked that convenient access from Rhostryfan and Rhosgadfan onto the bypass be considered.

5 OUTCOMES

- 5.1 The public consultation process was considered effective in terms of attendance at the exhibition and the number of returned questionnaires and written responses.
- 5.2 In general the responses to questions relating to the solutions for solving the transportation problems in the study area, demonstrated that the public considered that a bypass would be the best solution.

Actions Taken Following Concerns Raised During Public Consultation

- 5.3 We listened carefully to the views expressed and carried out some further work, described below:

(a) Alternatives to the Pink Option East of Bontnewydd

We revisited these after opposition to the Pink route West of Bontnewydd was received in the form of a 700 name petition. Stage 2 WeITAG appraisals of two eastern routes (Blue and White Options) provided a greater explanation why routes east of Bontnewydd were not suitable. Also at this stage, whilst the Pink Option as a stand alone bypass of Bontnewydd received little support, its alignment was considered the most appropriate to be taken forward as a common section for a Bontnewydd and Caernarfon bypass.

(b) Alternative link to the Brown Option

An alternative link to the Brown Option was investigated, which connected the section between Bontnewydd and the unofficial bypass through Gypsy Wood Park. This route was developed further, but the original Brown Option and Brown Variant performed poorly so were both discarded.

(c) Alternative Black Option (including Orange)

The Black Option was put forward at the initial consultation and consisted of an alignment between the proposed Bontnewydd (Meifod) roundabout, through Gypsy Wood Park and the existing Caeathro roundabout and onwards towards Cibyn Industrial Estate tying in at Felinheli on the A487. This was developed and appraised together with a variant Orange Option which used the same route, but terminated at the Plas Menai roundabout.

(d) Red/Cyan Options

We also appraised two alternatives to the Black/Orange alignments, which both avoided Gypsy Wood Park but still utilised the existing Caeathro roundabout. The Red Option tied in to Felinheli on the A487 and the Cyan Option terminated at the Plas Menai roundabout.

5.4 In summary, after taking into account the consultation findings and further investigation, we discarded the following options:

- Pink Option (as a stand-alone bypass);
- Brown Option;
- Brown Variant Option;
- Blue Option, and;
- White Option.

5.5 Those that remained viable were:

- Purple Option;
- Yellow Option;
- Black Option;
- Orange Option;
- Red Option, and;
- Cyan Option.

5.6 The supplementary consultation brochure at Annex B describes the resulting options in more detail.

5.7 The Technical Appraisal Report - Supplementary Consultation⁴ records the findings of the study in detail.

6 SUPPLEMENTARY PUBLIC CONSULTATION

6.1 We consulted further on six bypass routes; Purple, Yellow, Black, Orange, Red and Cyan. Consultation took place between 1 November 2010 and 24 January 2011.

⁴ A487 Caernarfon to Bontnewydd Study – Technical Appraisal Report – Supplementary Consultation (in three volumes), January 2011

- 6.2 611 people attended the exhibition and preview evening. By the close of the consultation period we received 3,412 completed questionnaires, approximately 2,400 of which were received in two separate consignments via a local business supporting the Black Option, and 108 letters from stakeholders, individuals, interested groups, community councils and local authorities. A summary of the views expressed is given below and the consultation report⁵ describes the findings in more detail.
- 6.3 The Forum of Llanfaglan, Dinas and Bontnewydd reaffirmed their petition of approximately 700 names from the initial March 2010 consultation.
- 6.4 A further petition of approximately 504 names was submitted by two lead petitioners from the community of Bethel. This opposed the options that included a free-flow tie-in connection into the Felinheli bypass (existing A487).
- 6.5 An issue arose in the early stages of the supplementary consultation raised by two local businesses concerning the impact of certain Options not being made clear on the brochure plan. This was addressed by the provision of printed explanations that were inserted into brochures and placed at deposit points to clarify both matters.

7 ANALYSIS OF RESPONSES

Analysis of questionnaire responses

- 7.1 The questionnaire asked people about their interests in the study, the need for improvement, what was most important to them and their option preference. Analysis of the responses to the six questions is as follows.

Question 1 - Which of the following best describes your interest in the study?

The number of responses to this question are ranked in descending order below:

- e) I am a regular user of the A487 – 2,488 (46%)
- c) I am a local resident (e.g. Bethel, Caeathro or other community near the route) – 1,294 (24%)
- a) I am a resident of Bontnewydd, Llanwnda or Dinas – 717 (13%)
- b) I am a resident of Caernarfon – 554 (10%)
- f) I am a tourist or a visitor to the area – 202 (4%)
- g) Other. Please specify below – 117 (2%)
- d) I own land through which one of the options would pass – 94 (1%)

Please give the name of the place where you reside:

48 communities were identified in the responses, the most popular being Bethel, Waunfawr, Caeathro and Llanrug.

102 people out of the 117 responses to Question 1g) specified some other interest. The majority were either caravan/chalet owners at Glan Gwna Holiday Park, or Girl Guides Association members.

⁵ A487 Caernarfon to Bontnewydd Study - Report on November 2010 Supplementary Public Consultation – on our website

Question 2a) – From the initial consultation the preferred solution was a bypass. Do you think a bypass is needed?

Of the 3,147 people who answered this question 2,991 (88%) felt that a bypass was needed, and 156 (5%) did not. 265 people gave no response.

Question 2b) – If “yes”, of the options shown on Page 8 of the brochure, which do you prefer?

Out of the total of 3,412 questionnaires, 3,296 people replied to this question (80 people selected more than one option). The responses to each coloured option are shown in the table. The table also shows a split of responses by ‘conventional’ i.e. those received directly to the Freepost address and ‘Other’ i.e. those sent in by a local business.

	Purple	Yellow	Black	Orange	Red	Cyan	Blank
Total (3,412)	10% (347)	2% (74)	84% (2,863)	1% (49)	1% (21)	1% (22)	3% (116)
Conventional (1,012)	33% (331)	7% (73)	50% (508)	5% (46)	2% (20)	2% (21)	8% (86)
Other (2,400)	1% (16)	0% (1)	98% (2,355)	0% (3)	0% (1)	0% (1)	1% (30)

Question 3 – Any comments you made during the initial consultation will have been taken into account. Please add any other comments you may have in relation to this supplementary consultation and the current options. Please provide reasons for your choice (continue on separate paper if necessary)

2,789 people answered this question, with wide-ranging comments received. These have been grouped into 30 categories as summarised in the Supplementary PC Report. The main themes of the comments were:

1. Better option or less impact.
2. Better option or less visual impact.
3. Saves local jobs.
4. Support for Black Option.
5. Against Purple option.
6. Support for Purple or Yellow Options.
7. For a bypass.
8. No need for a bypass.
9. Favours online measures.
10. Concern over environmental and visual impact including noise, air quality, ecology and proximity to Hendre School.
11. Is scheme financially viable.
12. Using existing roads is important.

Question 4 – Which exhibition venue did you attend?

69% of those who responded attended the exhibition in Caernarfon and 37% attended the Bontnewydd exhibition.

Question 5 – Seven general questions were asked as follows:

- a) Did you receive sufficient notification of the exhibition? – Yes (82%)
- b) Did the exhibition meet your expectations? – Yes (91%)
- c) Was the information displayed sufficient to answer any queries that you may have had? – Yes (86%)
- d) Did the venue suit you? – Yes (95%)
- e) Were the opening times sufficiently long? – Yes (94%)
- f) Were the staff sufficiently informed to answer your questions? – Yes (92%)
- g) Were you able to discuss the scheme in the language of your choice? – Yes (93%)

138 people provided written explanation as to why they had replied “no” to any of the above. Most indicated they were simply unable to attend the exhibition.

Question 6 – How did you hear about this exhibition?

2,671 people did not answer any part of this question, the 741 people who did (out of the 3,412 questionnaires received) gave responses as follows:

- a) Brochure through letter box – 291
- b) Local poster – 29
- c) Local radio – 33
- d) Newspaper advert – 170
- e) Brochure in local shop – 68
- f) Word of mouth – 324
- g) Other. Please specify – 4
- h) Other – of the 4 responses to question g) all stated that they had heard about the exhibition “online”.

Stakeholder and other Organisations Views

- 7.2 **Gwynedd Council** responded after the close of the consultation. Their response supports the Purple Option and welcomes the opportunity to ensure north-south traffic uses the bypass.
- 7.3 **Caernarfon Royal Town Council** welcomes a bypass and considers that four specific areas of concern need improving including; Eagles junction, Plas Brereton, a crossing near Morrisons Superstore and tourism signs.
- 7.4 **Waunfawr Community Council** supports the Black Option and opposes the Purple and Yellow Options. The council commented on retaining as much of the existing road as possible, the need to protect farming assets, local businesses and retaining local access where possible.

- 7.5 **Bontnewydd Community Council** reiterated its support for a bypass of Dinas, Llanwnda and Bontnewydd (and Caernarfon). The council states that whilst it is in favour of a bypass, the community is concerned regarding the damage that the alignment for the Bontnewydd bypass will cause. It also states that the visual impacts need to be mitigated as much as possible.
- 7.6 **Llanwnda Community Council** submitted two questionnaires and is in support of a bypass, more specifically the Purple Option.
- 7.7 **The Forum of Llanfaglan and Dinas** reaffirmed their previous 700 name petition against the Pink Option.
- 7.8 **Local AM Alun Ffred Jones** disclosed an interest by way of a relative who is affected by Black, Orange, Red and Cyan Options. He acknowledges that the Purple Option will have an impact on the Glan Gwna Holiday Park and adversely affect the "Caeathro" Garage.
- 7.9 **Hywel Williams MP** wrote on behalf of the owners of Gypsy Wood Park, Bontnewydd and asks how their interests would be safeguarded in the consultation process as the owners felt that the brochure text was misleading.
- 7.10 **Countryside Council for Wales** commented on the Stage 2 EIA report confirming their agreement with the ecological studies and surveys undertaken so far, together with scope of those identified for Stage 3. CCW concur with the assessment and ranking order for the Options in terms of ecological impact, but reiterated their concerns that cycling provisions should be included in the Options design.
- 7.11 **CPRW Anglesey** supports the Cyan and Orange Options as they both give close access to the Cibyn Industrial Estate and terminate at the Plas Menai roundabout. They also include some information on the provision of a third crossing of the Menai Strait.
- 7.12 **CPRW Caernarfon** expressed the view that a bypass was welcomed by most car users, but questioned its appropriateness financially, supporting smaller interim solutions. They support the route west of Bontnewydd (Pink Option), recognise the directness of Purple and Yellow Options and note that the Black Option would still lead to loss of land and landscape impact. In general they support the Purple Option.
- 7.13 **SUSTRANS** wish their views to be considered in the study and believe that a parallel walking and cycling route should be included in the preferred option design.
- 7.14 **Farmer's Union of Wales** wrote on behalf of a local landowner in opposition to the Orange, Black, Red and Cyan Options as the landowner's access between plots suffers disruption under all four options.
- 7.15 **National Farmer's Union** sent two letters, one in support of a local business at Kent Farm/Seiont Riverside who do not support a bypass. The Union expressed concerns about the potential impacts on business and the local economy and whether this had been addressed.

- 7.16 **Environment Agency** commented on the Stage 2 EIA report advising that hydraulic modelling, allowance for climate change, flood consequence assessment and sustainable drainage measures should all be addressed. Under biodiversity, they expect further protected species surveys and suitable crossing facilities at ditches, culverts and river crossings. Under water quality, a Water Framework Directive Assessment will be needed and the impact of construction/operation assessed, including a Site Waste Management Plan.
- 7.17 **Friends of the Earth** questioned the need for a bypass altogether and queried the outcome of the study in relation to the Welsh Government's sustainability documentation and policy making. They also questioned some of the TPO's.
- 7.18 **North Wales Wildlife Trust** is extremely concerned regarding the predicted level of impact on biodiversity caused by all of the options, does not support any option and considers promotion of a bypass is at odds with the Welsh Government's sustainability targets.
- 7.19 **Country Land and Business Association** seeks to ensure their members are kept informed and up to date regarding their rights to compensation costs and asks that consideration be given to access for landowners and residents.
- 7.20 **Taith** submitted two questionnaires and showed support for a bypass in general, specifically the Purple Option.
- 7.21 **Wynns and Movement Along Welsh Routes (MAWR)** supported the Purple Option as the most direct route avoiding steep gradients. They provided information regarding abnormal load movements and recent/forthcoming developments in the north-west area.

8 OUTCOMES

- 8.1 The public consultation was considered effective as it created a lot of public debate with over 1,500 people attending the exhibitions for the two Consultations, and a high level of returned questionnaires and written responses.
- 8.2 Following the exhibitions and during the supplementary consultation period, four suggestions for alternative routes to the east of Bontnewydd were received.

Actions Taken Following Concerns Raised During Public Consultation

- 8.3 We listened carefully to the views expressed and carried out some further work, described below:
- Grey Option
Following representations from the owners of the property known as "Morogoro" this route was reviewed and following appraisal was identified as being similar to an earlier Stage 1 WeITAG route (Green Route) which had been discarded.

- East of Bontnewydd Options 1, 2 and 3 (Maroon Options)
Following representations from the Forum of Llanfaglan and Dinas these routes were reviewed and following appraisal were identified as comprising similar component parts to the previously appraised White and Blue Options, both of which were discarded.

The primary reason for the rejection of the above four routes is the potential impacts that each route would have on the SSSI and SAC environmental designations to the east of Bontnewydd.

9 COMPARISON OF PURPLE AND BLACK OPTIONS

- 9.1 The framework under which all options were appraised was WelTAG, June 2008 (Welsh Transport Planning and Appraisal Guidance). The guidance is set up around the three pillars of Sustainability; Environment, Economy and Society. WelTAG also incorporates certain criterion in relation to technical and operational feasibility, stakeholder and public acceptability and other risks. The Transport Planning Objectives (TPO) derived using WelTAG are used to assess each option.
- 9.2 In using WelTAG, it is important to recognise that the 'value' of the scores is less significant than the relationship of the scores for one option compared to those of another. No weightings are added to the scoring for any of the criterion and all sections carry equal 'value' in the appraisal.
- 9.3 The technical appraisal of the options provided the following comparative scores:
- Purple Option 21.5
 - Yellow Option 20.5
 - Black Option 17.5
 - Red Option 17.5
 - Orange Option 17
 - Cyan Option 17
 - Brown Option 15.5
 - Brown Variant Option 14.5
 - Pink Option 8.5
 - White Option 6
 - Blue Option 6

The above shows that the Purple Option performs best against the criteria set. This means that based on the technical and environmental criteria being appraised, the Purple Option is the better option. However, when considering the results from the Public Consultation process, both the Purple and Black options emerge as the potential Preferred Route; the Purple being the preferred out of the initial consultation and the Black Option from the supplementary consultation

- 9.4 The main differentiating scores between these two options are under the WelTAG headings of:
- Local Air Quality;
 - Biodiversity;
 - Heritage;
 - Social Inclusion;
 - Cost;
 - TPOs, and;
 - Other Issues/considerations.
- 9.5 Local Air Quality – the Purple Option scores one significance level better due partly to the Black Option increasing traffic in Caethro, and increasing the interaction of more traffic with the rural communities alongside the existing unofficial bypass.
- 9.6 Biodiversity - the Black Option score is slightly worse by half a significance level due to the nature of the landscape affected.
- 9.7 Heritage - the Black Option score is slightly worse by half a significance level because it has moderate impact on three Schedule Ancient Monuments.
- 9.8 Social Inclusion - the Black Option score is worse by one significance level. Whilst it does have some benefit through the addition of a roundabout at Caethro this is negated by the small increase in traffic and interaction between local and through bypass traffic.
- 9.9 Cost – The Black Option would cost approximately £5m less than the Purple Option, although both have similar Benefit to Cost ratios of approximately 4, which indicates strong economic benefits for both Options.
- 9.10 Transport Planning Objectives (TPO) - The Purple and Black Option scores have the same significance levels for TPO's 1 to 4. For TPO 5, relating to improving network resilience, the Black Option scores worse because of the greater severance that occurs.
- 9.11 'Other Issues' – These aspects are not scored under the WelTAG appraisal but there are some key issues to consider as possible differentiating factors; as discussed below.
- 9.12 Both the Purple/Black Options would sever the minor road link between Bethel and Felinheli. This would be re-established by combining it with the farm occupation bridge.
- 9.13 The Black Option is longer by some 900 metres. The carriageway provision for both Options is Wide Single 2+1 with directional overtaking being provided at appropriate locations. The proportion of directional split is marginally better on the Purple Option.
- 9.14 There is a long structure on the Purple Option at Glan Gwna crossing, which would impact significantly upon the Glan Gwna Holiday Park. The Black Option would also impact upon the Holiday Park but to a lesser extent. The Black Option would impact on the Girl Guide Hostel (Felin Bach) establishment.

- 9.15 The Purple Option would reduce the amount of traffic passing the Gwalia Garage by approximately 58%. The Black Option would increase the amount of traffic by 153%. With the Purple Option there would be a slight to moderate negative impact on turnover through the loss of passing trade.
- 9.16 The Purple Option would reduce traffic within Caeathro, whereas the Black Option would marginally increase it.
- 9.17 Both options align with the aims of the Mon a Menai Action Plan. The Purple Option is the more strategic direct alignment for linking north-south and the A55 to the Llyn Peninsula, as it is shorter and has fewer junctions.

10 REASONS FOR SELECTING THE PREFERRED ROUTE

- 10.1 Of the 3,147 people who responded to question 2 of the supplementary Public Consultation (November 2010) questionnaire, 2,991 (88%) felt a bypass is needed. 156 people did not (5%) and 265 people gave no response. Of the Community Councils who responded, all believe a bypass is necessary, but opinion is divided between the Black Option and Purple Option. The local authority highways department (Gwynedd County Council) has shown their support for the Purple Option. The questionnaire responses (from the general public) showed more support for the Black Option.
- 10.2 Environmental and other interest groups including CPRW, Sustrans, NWWT, CLA, Farmers Union of Wales and the NFU do not support a bypass.
- 10.3 The Forum of Dinas, Llanwnda and Bontnewydd remain resolutely against the alignment to the west of Bontnewydd (common route known as Pink Option). Their 700 name petition against this route has been re-submitted. However, we have rejected alternative routes to the east of Bontnewydd on social, economic and environmental grounds, as there are significant negative impacts. The Pink Option has less environmental impacts on the Special Area of Conservation (SAC) and the Site of Special Scientific Interest (SSSI). It also has less impact on individual properties, small communities and businesses. The east of Bontnewydd options are 40% more expensive.
- 10.4 The WelTAG appraisal concluded the Purple Option performs best against the objectives and has less impact on local air quality, biodiversity, heritage and social inclusion. The Purple Option also provides a more strategic direct alignment with less impact on local traffic.

11 MINISTER FOR LOCAL GOVERNMENT & COMMUNITIES' DECISION

- 11.1 Having taken into account the technical, social, economic and environmental aspects of this scheme and the outcome of the public consultation, the Minister has decided to:
- Adopt the Purple Option Bypass Route together with online highway and traffic improvements (from the Do Minimum package of measures) as the Preferred Option to address the transport problems identified in the A487 Caernarfon to Bontnewydd study;

- Publish a TR111 Plan (Annex C) to protect the entire Purple Bypass Route for planning purposes.

11.2 The TR111 shows the Preferred Route as a broad black line. This is indicative only and may change slightly during the next stage of design.

12 PROTECTION OF THE PREFERRED ROUTE

12.1 By publishing a TR111 plan, we protect the route under the Town and Country Planning (General Development Procedure) Order 1995. This means that the Local Planning Authority will refer to the Welsh Government all future planning applications that are near the Preferred Route. You may inspect the TR111 plan at Gwynedd Council, Shire Hall, and at our Offices in Llandudno Junction, Conwy.

12.2 In certain circumstances, any owner having difficulty selling property on the line of the route may apply for blight. If any case meets set criteria, we will purchase the property.

12.3 The protection of a Preferred Route does not commit us to the line of that route. We are only committed once the Line Order is made, described in the next section.

13 WHAT HAPPENS NEXT

13.1 We will investigate further and design the scheme in more detail – known as Preliminary Design. In particular, we will be looking at the environmental and engineering issues in more detail, taking account of the comments made during consultation and looking at a junction strategy and options for side roads and accesses.

13.2 After Preliminary Design, we will publish draft Orders under the Highways Act 1980 and the Acquisition of Land Act 1981. The draft Orders comprise the powers to establish a line, modify the side roads, purchase land and put in place any other rights we need to deliver the scheme. There will be a period during which people who have an interest in, or might be affected by the proposals may object to the draft Orders and even suggest alternative proposals. If we cannot resolve these objections, and depending on the issues raised and the weight of objection, we may hold a Public Local Inquiry. An independent Inspector would hear and consider the evidence and make a recommendation for the Transport Minister to take into account when deciding whether to make the Orders.

13.3 The scheme is a “relevant project” under Regulation 48 (1) (a) of the Conservation (Natural Habitats etc) Regulations 1994 (SI 1994/No 2716) in relation to Article 6(3) of the EU Habitats Directive 92/43/EEC. This means that we will carry out an Environmental Impact Assessment and produce an Environmental Statement. We will publish this together with a statement to inform an Appropriate Assessment decision at the same time we publish draft Orders.

ANNEX A

INITIAL PUBLIC CONSULTATION BROCHURE AND QUESTIONNAIRE

ANNEX B

SUPPLEMENTARY PUBLIC CONSULTATION BROCHURE AND QUESTIONNAIRE

ANNEX C

PREFERRED ROUTE PLAN - TR111

ANNEX D

LOCAL HIGHWAY IMPROVEMENTS PLAN

COMMITTEE	Communities Scrutiny Committee
DATE	4 December, 2012
TITLE	Waste Strategy
PURPOSE	Progress Report as requested by the Scrutiny Committee
CABINET MEMBER	Coun. W Gareth Roberts

1. BACKGROUND

- 1.1 The Council's Waste Strategy for the 2010 to 2025 period, was adopted by the Council in its meeting of 21 January, 2010. See the Appendix.
- 1.2 This Report is for the purpose of providing the Scrutiny Committee with a brief update on the Waste Strategy and, in- particular, to provide a response to the following questions:

2. RESPONSE TO QUESTIONS RAISED BY THE SCRUTINY COMMITTEE

A What have been the major successes for the Waste Strategy to date?

The Waste Strategy adopted by the Council includes an Implementation Plan. The Implementation Plan contains 12 steps/developments which need to be carried out in order to achieve the Waste Strategy during the 15 years under consideration. Re: steps 6.1.1 to 6.1.12 in the Appendix.

The following is a concise update relevant to these steps.

6.1.1 Rationalisation of Collection Routes in the Arfon Area – has been implemented.

6.1.2 Review Commercial Waste – has been implemented with provision for the collection of recycling materials, food, glass and residual waste for 2200 clients. Differential fee charging to be adopted by the Council for the 2013/14 year.

6.1.3 Provide Additional Recycling Centres – has been implemented with new centres at Dolgellau and Blaenau Ffestiniog. Recycling levels at the centres has increased from 63% to 69.42% (September 2012).

6.1.4 Provide Material Recovery Facility to the south of the County – the Coed Ffridd Arw, Dolgellau site currently being used, planning consent obtained to adopt the site for the purpose, construction to start soon.

6.1.5 Adaptations to the Caergylchu Material Recovery Facility – some adaptations already implemented, the fleet workshop has been re-located in order to provide room for the expansion of Caergylchu. Currently out to tender for the necessary work. Adaptations to start early 2013.

6.1.6 Expand Recyclates Collection (blue box) to include other materials – markets have by now been established for the purpose and awaiting adaptations to Caergylchu (see 6.1.5 above). It is intended to expand collections to include poor quality (grade) plastic containers and tetrapaks in the new year.

6.1.7 Reduce to size of the residual waste receptacle – awaiting the consultant's findings on the possible options (December 2012). The consultant has been commissioned by the Welsh Government as part of the Collaborative Change Programme. The matter will need the Council's approval during the next few months and in order for it to be implemented in 2013/14.

6.1.8 Other Measures Required to Increase Recycling and Composting (2012-2017) – educational campaigns and raising awareness continues, programme being implemented for the purpose of changing community collection points, alterations to waste collection routes on-going and continuing. Street recycling bins being provided when opportunities arise/grant funding available.

6.1.9 Treatment of Food Waste (GwryiAD Project) – have commissioned Biogen to provide an Anaerobic Digester at Llwyn Isaf, Clynnog. Gwynedd Council is the first in Wales (and Britain) to complete the agreement (contract) for the purpose. Construction work has already started and programmed to be operational August/September 2013.

6.1.10 Collecting Food Waste Weekly – is operational throughout the County with arrangements continuing to provide the service at specific sites e.g. clusters of flats etc.

6.1.11 Treatment of Residual Waste (North Wales Residual Waste Treatment Project (2016-2017 onwards)) – Gwynedd is in partnership with Conwy, Anglesey, Denbigh and Flint. A site at Shotton, Flint being considered for the purpose.

6.1.12 Reducing our Dependency on Landfill (2010 - 2025) – Llwyn Isaf Landfill Site closed earlier than programmed (2012), the future of the Ffridd Rasmus Landfill Site being considered earlier than programmed. Capping and safeguarding of the Cilgwyn Landfill Site currently being carried out and to be completed this financial year.

From the above, it can be seen that there has been, to date, significant progress with regards the Implementation Plan. The Council during this period has avoided paying any Landfill Allowance infraction fines. Gwynedd Council was amidst 12 Local Authorities that achieved the Welsh Government recycling/composting target of 40% in 2009/10. (10 Welsh Local Authorities did not achieve this target). Gwynedd Council's success in developing Project GwryiAD has received acclaim and national recognition.

The Scrutiny Committee should note that the Waste Strategy is long term and this Council has much more to achieve in order for it to be successfully delivered.

Gwynedd's Re-use/Recycling/Composting figures (to September 2012) are as follows:

	(Total Q1 and Q2)	Q2 Only
Re-use:	4.13%	4.17%
Recycling:	24.13%	24.68%
Composting:	21.85%	23.01%
Total:	50.16%	51.86%

(52% has to be achieved by 31 March, 2013)

Percentages of Municipal Waste sent to landfill: 46.2% (September 2012).

Since introducing changes to the Commercial Waste Collection Service, recycling/composting levels have increased from 11% to 25.11% (September 2012).

B The WMT/004 Indicator shows a comparative decline in Gwynedd's performance between 2007/08 and 2011/12. What in your opinion are the reasons for this, and what steps have been taken to resolve this and what is the forecast for the remaining period of the Strategy?

The following are actual figures for WTM/004 'Percentage of Municipal Waste sent to landfill' for the years being considered:

Year	Landfilled (t)*	% Landfilled (WTM/004)*
2007/08	54477	66.20%
2008/09	50448	63.10%
2009/10	45734	56.90%
2010/11	41978	54.00%
2011/12	39582	51.80%

*The above figures are from the Waste Data Flow which is a statutory measure required by the Welsh Government/Environment Agency.

The above figures do not show a decline. The question probably relates to Gwynedd's ranking compared to others with regards this indicator i.e. Gwynedd has slipped from 14th position (out of 22 authorities) to 20th position during the period. This confirms our continued over-dependency on landfill. The September 2012 figure of 46.2% suggests that Gwynedd will probably improve on its comparative position in the 2012/13 year.

C It appears that the total waste collected between 2017 and 2012 has reduced by 5195 tonnes, however, the total going to landfill has increased by 3879 tonnes. What in your opinion are the reasons for this?

The question is not on a sound basis. There was an actual reduction of 6103 tonnes of total waste arising with a reduction of 14895 tonnes disposed by landfill during this period.

CH What is the difference between our arrangements and other similar authorities? What lessons can be learnt from other authority good practice?

Gwynedd Council's waste collection arrangements accord with the Welsh Government's 'blueprint' for good practice. A number of Welsh Authorities have opted for a co-mingled recycling collection service instead of the 'kerbside' sort system developed and established here in Gwynedd. These authorities now face the possibility of having to change their arrangements in order to meet Welsh Government and European Union requirements.

Officers involved in implementing the Welsh Strategy regularly meet (by means of several specific task teams) and examples of other authority's best practice (as well as failures) are discussed and considered as part of each Task Team meeting agenda. We closely follow developments in other counties and there are regular examples of the sharing of good practice and ideas in the numerous professional and technical meetings held e.g. W.L.G.A, CSS Wales, Cylch, WAW, WG, regional partnership projects etc. Gwynedd Council has been highly commended and deemed to be the best in Wales for having a very detailed and planned long term waste strategy and for its long term financial evaluation and planning of the strategy.

D Explain what work had been undertaken to consult with residents regarding implementing the strategy in order to have an effect on their behaviour and to ensure an improvement in terms of our targets?

The number and range of campaign carried out, and being currently undertaken, is extensive. Therefore to summarize, there are specific campaigns and raising awareness exercises being carried out at schools, for students (with the University of Bangor), residents from 'door to door' – this is currently being targeted in order to improve participation in weekly food collection, communities, businesses (commercial waste service), voluntary sector-including collaborative working and partnerships, events, collaborative campaigns with others etc. Regular publicity is programmed and arranged with the Council's Communications Unit.

DD Indicate any restrictions or other problems encountered and how you dealt with them.

Numerous problems have arisen and have been addressed e.g. there was a delay in the purchasing of essential vehicles (due to procurement requirements) which caused a 7 month slippage to the weekly food waste collection and commercial waste collection programmes. This has had an effect in terms of reaching this year 40% recycling/composting (local) target for commercial waste. With the 7 month delay in introducing the new service, it is likely that commercial waste recycling levels will be in the order of 30% this year.

It is apparent that Gwynedd's residents continue to be over-dependant (or over-use) the residual (green) bin (or 3 black sacks) and are slow in changing their practices in recycling more. The Council has to take action in this respect (see step 6.1.7 of the Appendix).

There are significant campaigns being undertaken currently to improve food waste collection performance. Despite there being a monthly increase in what is being collected, residents are slow in fully using the new service. We have experience of having a 'lag' (usually 6 months) between the introduction of a new service or provision to facilitate recycling and when residents (and businesses) regularly use the service.

E What would be the consequence of not achieving the targets?

This has been explained in Part 10 of the Appendix.

3. CONCLUSION

- 3.1 The information in this Report is for the purpose of providing a concise update on the Waste Strategy and in order to answer the questions raised. As the relevant Cabinet Member, I shall (as well as the Head of Highways and Municipal) be available to elaborate on the issues reported at the Scrutiny Committee if required.

MEETING	THE COUNCIL
DATE	21 JANUARY 2010
SUBJECT	WASTE STRATEGY
AUTHOR	DILWYN WILLIAMS Corporate Director
PURPOSE	To adopt the strategy for the period 2010 to 2025 in order to meet the Council's objectives and external requirements placed upon the Council.
PORTFOLIO LEADER	COUNCILLOR W GARETH ROBERTS

1 Background

- 1.1 In October 2005 the Environment Committee adopted a work programme in order to deliver the waste strategy established at the time.
- 1.2 Things have now moved forward substantially and there is a need to review our position by drawing up a new programme which will take us forward to 2025 and beyond.
- 1.3 The purpose of the strategy is to reduce the waste that goes into landfill sites and there are several drivers that take us down this path.
- 1.4 Obviously the first consideration is the ecological footprint. In addition to using up the world's scarce raw materials, placing waste in landfill substantially increases greenhouse gases (with methane 21 times more damaging than CO²).
- 1.5 With this in mind the European Parliament have set allowances on the decomposable waste that is sent to landfill sites and if the Council sends more than the allowance then there will be financial penalties to pay. There are therefore also economic drivers to the strategy. [Even though some of the suggestions noted in the strategy appear more costly than landfill – when the penalties for landfill allowances are considered together with the expected increases in the rate of the landfill tax the pendulum swings the other way.]
- 1.6 The Assembly Government has also set targets for other elements in connection with recycling and what can be sent to landfill and the strategy also endeavours to address these targets. The Minister for the Environment, Sustainability and Housing has noted that she intends to make some of these targets statutory in due course which could mean more financial penalties.

She has also noted her intention to prohibit some materials (e.g. food, paper, cans etc) being sent to landfill sites.

1.7 In reality therefore the financial threat could be more than that noted in the strategy.

2 The Strategy

2.1 Section 6 of the attached report details the contents of the strategy for the period to come and the related programme of activity.

2.2 The Head of Highways and Municipal Services will give a brief presentation to the Council summarising the strategy's direction and explaining its content.

2.3 Whilst there are 12 specific elements noted, the elements that will cost the most are :-

- Establish provision to deal with food waste (Gwyrriad Project) (Paragraph 6.1.9)
- Establish shared arrangements across North Wales to deal with remaining waste (Paragraph 6.1.11);

The Assembly Government will offer financial assistance to establish these facilities which will assist the business case. However it will also mean a substantial investment from the Council. The cost would be much higher however if we did not undertake this provision.

The difference is stated in graph form in Appendix D of the original report. Following a further review of the figures it was identified that the original graph did not include inflation figures for the cost of collection. This does not alter the overall conclusion but for the sake of accuracy, detailed figures and a revised graph are included in appendices 1 and 2.

2.2 In relation to the effect on residents the main effects will be -

- The intention to increase the recycling collections frequency (blue box) and food to weekly; (paragraph 6.1.1.)
- The consideration that must be given to decrease the capacity of the green bin or consider decreasing collection frequency further (paragraph 6.1.7)

2.3 Of course, once the appropriate infrastructure is in place, the key to the continuing success of the strategy will be an increased emphasis on education and persuasion. (Paragraph 6.1.8)

3 **Consideration by the Council**

- 3.1 It must be underlined that there are very serious consequences if the Council fails to deliver the strategy.
- 3.2 If the Council adopts the strategy, we will then move forward to develop the various elements and the Board will be responsible for considering the detailed business cases for those elements.
- 3.3 The strategy has already been presented to the Environment Scrutiny Committee and that Committee's view was to recommend that the Council should adopt the strategy whilst noting that it will mean facing difficult decisions in the future if we are to reach the relevant targets.
- 3.4 Obviously this will also mean a substantial investment by the Council (even though additional assistance is given by the Assembly Government) and the Council is asked to adopt the strategy and the consequent investment requirements.

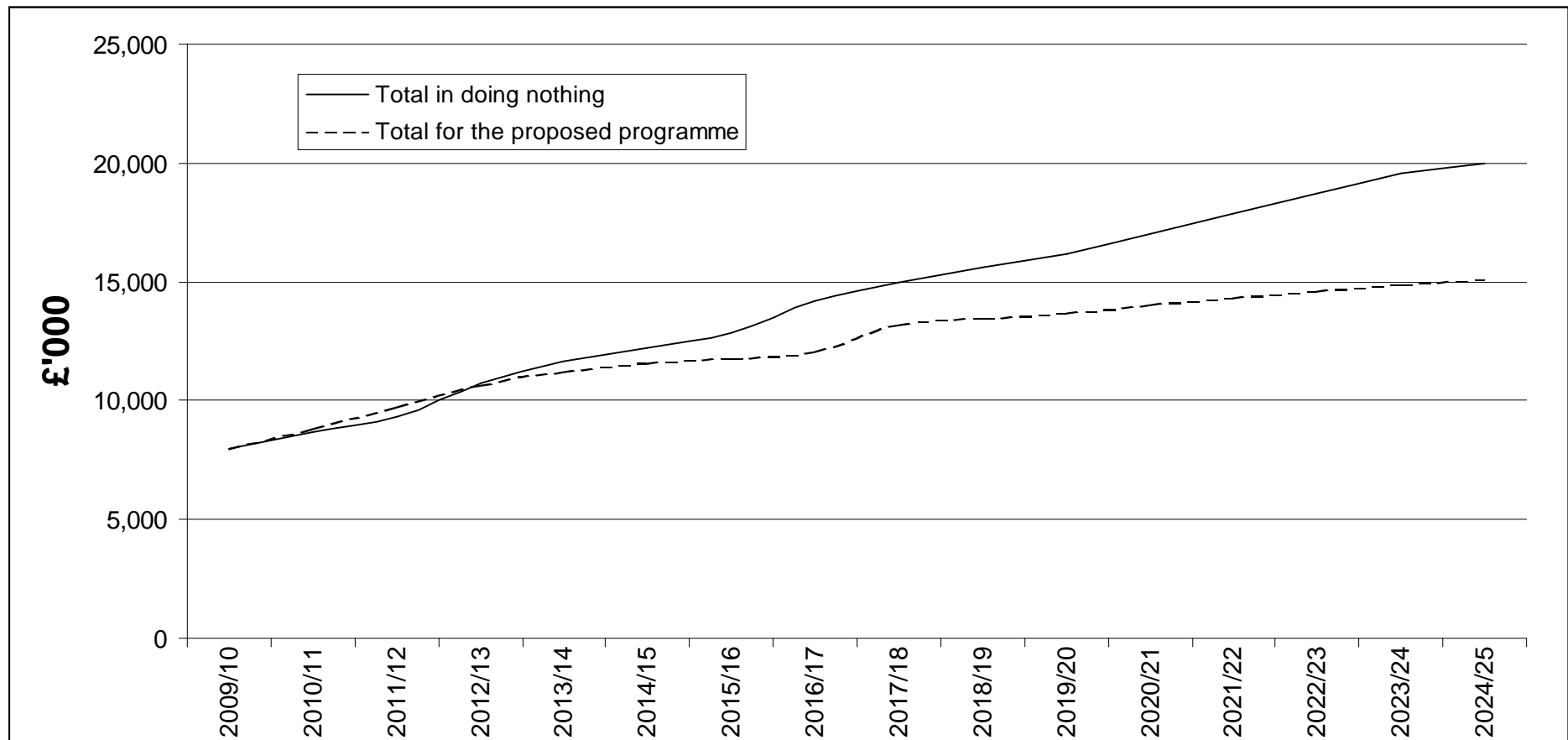
APPENDIX 1

FINANCIAL COMPARISON OF THE STRATEGY COMPARED WITH DOING NOTHING

Do Nothing

	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Management and Awareness	572	587	601	616	632	648	664	680	697	715	733	751	770	789	809	829
Direct Disposal Costs	3,498	3,585	3,675	3,767	3,861	3,958	4,057	4,904	5,263	5,395	5,530	5,657	5,788	5,921	6,058	6,198
Landfill tax (1)	1,746	2,220	2,590	2,989	3,397	3,517	3,640	3,731	3,825	3,920	4,018	4,078	4,138	4,199	4,261	4,324
LAS Penalties	0	0	0	745	979	1,214	1,449	1,633	1,816	2,000	2,183	2,631	3,079	3,528	3,977	3,956
Collection Costs	5,555	5,694	5,837	5,982	6,132	6,285	6,442	6,603	6,769	6,938	7,111	7,289	7,471	7,658	7,849	8,046
Waste Management Grant	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)	(3,372)
Total Costs	7,999	8,714	9,331	10,727	11,629	12,250	12,880	14,179	14,998	15,596	16,203	17,034	17,874	18,723	19,582	19,981
Effect of the Strategy																
Additional GwyriAD costs (net)	0	38	38	801	810	826	842	859	876	893	911	929	948	967	987	1,007
Additional costs Energy from Waste	0	0	0	0	0	0	0	0	3,539	3,485	3,426	3,441	3,371	3,356	3,285	3,145
Savings in disposal costs	(39)	35	93	(204)	(199)	(192)	(173)	(915)	(1,476)	(1,529)	(1,584)	(1,626)	(1,683)	(1,733)	(1,793)	(1,865)
Savings in landfill tax	0	(137)	(308)	(511)	(646)	(735)	(1,011)	(1,125)	(3,603)	(3,693)	(3,786)	(3,842)	(3,898)	(3,956)	(4,014)	(4,073)
Savings in LAS penalties	0	0	0	(745)	(979)	(1,214)	(1,449)	(1,633)	(1,816)	(2,000)	(2,183)	(2,631)	(3,079)	(3,528)	(3,977)	(3,956)
Additional collection costs	0	192	611	626	642	658	674	691	708	726	744	763	782	801	821	842
Strategy Total	7,960	8,842	9,765	10,694	11,257	11,593	11,763	12,056	13,226	13,478	13,731	14,068	14,315	14,630	14,891	15,081

COMPARISON OF THE PROGRAMME AGAINST DOING NOTHING



ITEM

SCRUTINY COMMITTEE	ENVIRONMENT SCRUTINY COMMITTEE
DATE OF MEETING	3 December, 2009
TITLE	Achieving the Waste Strategy
AUTHOR	Gwyn Morris Jones Head of Highways and Municipal
PORTFOLIO LEADER	Councillor W. Gareth Roberts
What needs to be scrutinised and why?	Implementation steps and developments recommended for the period 2010 to 2025 in order to manage waste in addition to the obligations upon the Council of not implementing
Is there anything else the Scrutiny Committee are required to do?	The appropriateness of the Improvement Plan in terms of meeting the Council's Waste Strategy and that of the Assembly.
What are the next steps?	To report on this matter to the Board and subsequently to the Council in its meeting of 25 February, 2010 together with comments received from this Scrutiny Committee.

1. INTRODUCTION

- 1.1 In order to meet recycling and composting targets together with landfill restrictions, the Council's Waste Strategy includes an Implementation Plan (see Appendix A), which sets out the steps, changes, developments and provisions necessary between 2005 and 2010.

The main purpose of this Report is to explain the Implementation Plan for 2010 to 2025; to identify the steps, changes, developments and provisions necessary to meet the Council's Waste Strategy and new and ambitious targets set by the Assembly for the reduction of waste, recycling, composting and restrictions on landfill.

It should be noted that the development of alternative technology is required to meet significant limitations on landfill during the period being considered; and that these significant developments have long term obligations on the Council in terms of contractual, partnering and financial commitments.

In order to emphasise the case and justification for the developments recommended during the 2010 – 2025 period, the Report includes consideration of the obligations on the Council of not implementing i.e. do nothing compared to implementing the development.

2. BACKGROUND

- 2.1 The Council’s Waste Strategy is relevant to Municipal Waste, which is defined as the waste collected from households; litter collected in bins, by street sweeping and by beach cleaning; waste delivered to council recycling centres, municipal parks and garden wastes; and commercial waste collected where agreements with Gwynedd Council are in place.
- 2.2 The management of municipal waste is one of the most important and challenging environmental issues facing Wales. The Council’s Waste Strategy aims to contribute significantly to meeting the Welsh Assembly Government aspirations to manage waste in a sustainable manner to protect the environment, human health and ensure economic and social benefits.
- 2.3 Gwynedd Council has identified the Waste Strategy as one of its most important strategies having priority due to its aims of ensuring Sustainable Communities. The Waste Strategy can be summarized as follows:

“to reduce the amount of waste produced and to substantially reduce our dependency on landfill by increasing recycling and composting levels”.
- 2.4 The Welsh Assembly Government has set targets on Local Authorities in Wales to further recycling and composting which increases annually. In addition, an allowance is set against each local Authority pertaining to the amount of biodegradable waste that can be disposed of by landfill. The statutory “Landfill Allowance” reduces on an annual basis and substantial infraction fines (at least £200/tonne over the allowance) relate to any local authority that fails to keep within its allowance.
- 2.5 This Scrutiny Committee is aware that the Welsh Assembly Government (WAG) has recently consulted on its latest strategy: ‘Towards Zero Waste – One Wales: One Planet’. This matter was considered by the Environment Committee in its meeting 11 June, 2009.

The following is a summary of the main drivers in the new Waste Strategy:

- a long term aim to make Wales a Zero Waste Nation by 2050
- a mid term aim of achieving a high recycling society by 2025
- set target of 70% waste being recycled/composted by 2025
- limit the amount of municipal waste than can be landfilled annually to 10% in 2020 and 5% in 2025
- emphasis on separation and treatment of food waste
 - 12% of food waste must be composted by 2012/13
 - 14% of food waste must be composted by 2015/16
 - 16% of food waste must be composted by 2024/25
- emphasis on developing Anaerobic Digestion (AD) technology for the treatment of food waste
- set a 30% maximum level of waste that can be treated by means of Energy From Waste by 2024/25
- set a maximum annual limit of 150kg waste per household inhabitant by 2024/25.

As part of the Strategy, the Welsh Assembly Government intends to develop a 'sector plan' for municipal waste. It is anticipated that this sector plan will include more details of the annual targets set up to 2050 and provide confirmation of the exact recycling and food waste targets. I understand that the Sector Plan will not be available until spring 2010.

It should be noted that the Welsh Assembly Government is considering making the composting and recycling targets (including targets for food) statutory i.e. penalties would be expected if the Local Authority failed to meet the targets. This is in addition to the possible infraction fines associated with the biodegradable landfill allowance. I expect confirmation of this in the sector plan.

3. DEVELOPMENTS TO DATE (2005 – SEPTEMBER 2009)

- 3.1 A summary of the Implementation Plan deriving from the Waste Strategy is provided in Appendix A of this Report. This Implementation Plan is relevant to the 2005 to 2010 years.

- 3.2 The Scrutiny Committee is aware of the fact that we have developed a more detailed Implementation Plan i.e. the 5 Year Works Programme from 2005/06 to 2009/10 (see Appendix B).

The 5 Year Works Programme was developed on the basis of:

- The Waste Strategy
- The Best Value Review
- The Peer Review
- The Service, Directorate and Council Improvement Plan
- The Assembly's targets and Environment Agency Legislation.

All of the individual elements of the 5 Year Works Programme were evaluated in order to:

- identify annual capital and revenue costs to the Council
- identify capital, revenue and grant bids.

The 5 Year Works Programme has been used to monitor performance and used as our working plan.

- 3.3 These are the main outcomes/developments since 2005 to date (September 2009):

- The closure of the Cilgwyn disposal site
- Development of the Llwyn Isaf disposal site
- Development of the Ffridd Rasus disposal site – to conform with new statutory environmental legislation
- Development of 5 new recycling centres (Civic Amenity Sites) – Harlech, Bala, Bangor, Caernarfon, Pwllheli
- Development of a Materials Recovery Facility (Caergylchu)
- Development of 2 In-Vessel Composting Facility – Penhesgyn and Harlech
- Expansion of the kerbside (blue box scheme) collection of recyclates to over 90% of households in Gwynedd
- Expansion of the kerbside collection to include cardboard and bottled plastics
- Provide for the collection of garden waste to 70% of households in Gwynedd
- Establishment of over 30 new recycling/community bring banks
- Expansion of garden waste collection to include food waste
- Expansion of commercial waste recycling schemes.

+ changing recyclates collection (blue box) to a weekly service.

3.4 Members of the Committee will note that the majority of the original Implementation Plan has already been achieved. Another year remains of the Implementation Plan and it is intended to:

- Rationalize waste collection/recycling routes in the Arfon Area: January 2010
- Expand the collection of garden and food waste to the remainder of the Arfon Area: January 2010
- Expand the collection of recyclates and food waste to the Commercial Waste Service
- Establish 2 new recycling centres
- Establish a Material Recovery Facility in the south of the County
- Secure the Cilgwyn Landfill Site.

3.5 As a consequence of what has been described in 3.3 and 3.4 above, the Implementation Plan established in 2005 will have been completed.

4. PERFORMANCE TO DATE (2005 – SEPTEMBER 2009)

4.1 The following table summaries the Council's performance during this period in relation to the targets set by the Welsh Assembly Government.

Performance 2005 – September, 2009

Recycling/Composting					Landfill Allowance (Biodegradable Municipal Waste)			Total Municipal Waste	
Year	Target (recycling and composting) %	Performance %	Recycling %	Compostin g %	Allowable Tonnage t	Performance t	Allowance used %	Total Landfilled t	Total Municipal Waste t
2005/06		23.88%	12.95%	10.93%	42076	35405	84%	60,180	80,612
2006/07	25	25.24%	14.54%	10.70%	38796	35703	92%	59,932	81,645
2007/08		32.04%	17.61%	14.43%	35512	31867	90%	54,477	82,661
2008/09		35%	18.79%	16.06%	32229	28717	89%	50,512	79,866
September, 09		40.01%	19.60%	20.41%	(14462.5)	(12494)	(86%)	(25,220)	(43,235)
2009/10	40				28925				

4.2 From the above table, it can be seen that Gwynedd Council, in delivering its Implementation Plan, has met the Assembly’s recycling and composting targets for 2006/07; and has already reached its recycling and composting targets for the end of March, 2010 i.e. 40%. During this period, Gwynedd Council kept within its landfill allowance and hence the Council did not attract financial penalties as a consequence.

4.3 During this period, an average annual increase of 1% was experienced in the total municipal waste produced in Gwynedd; apart from 2008/09 where there was a reduction.

5. FUTURE TARGETS TO BE MET (2010-2025)

5.1 The tables below summarise what we understand to be the targets the Assembly will set for the period under consideration. The exact target figures will be confirmed by means of the Assembly’s Sector Plan anticipated early in 2010.

Targets for:	Targets for Each Target Year				
	2009/2010	2012/2013	2015/2016	2019/2020	2024/2025
Minimum levels of refuse and recycling/composting (or AD).	40%	52%	58%	64%	70%
Minimum Proportion of reuse/recycling/composting that must come from source separation (kerbside, bring and/or civic amenity (CA) site).	80%	80%	80%	80%	80%
Minimum levels of composting (or AD) of source separated food waste from kitchens as part of the combined recycling/composting target above.	-	12%	14%	16%	16%
Maximum level of residual household waste per inhabitant per annum.	-	295kg	258kg	210kg	150kg
Maximum level of landfill.	-	-	-	10%	5%
Maximum level of energy from waste.	-	-	42%	36%	30%

Landfill Allowance during the Period

Year	Tonnes
2009/10	28,925
2010/11	28,909
2011/12	25,238
2012/13	21,567
2013/14	20,649
2014/15	19,731
2015/16	18,814
2019/20	15,143
2024/25	5,000

5.2 The ambitious targets (up to 70%) for recycling/composting should be noted in addition to the need to increase and collect food waste from 2012/13. The landfill allowance reduces significantly in 2012/13 and by 2020, only 10% of the total waste can be landfilled – this reduces to 5% by 2025. There is a limit as to the amount of waste that can be used to create energy from 2015/16 – reducing to 30% by 2024/25.

6. HOW TO ACHIEVE THESE TARGETS – THE 2010-2025 IMPLEMENTATION PLAN

Preface

Appendix C of this Report contains a table that summarises the range of materials expected in municipal waste. Following research carried out by the consultants Eunomia on behalf of the Assembly, the proportion of each material has been identified as a percentage of the total waste.

It is anticipated that the municipal waste total for Gwynedd will be approximately 82000 tonnes for this year and the table includes our estimate of what in tonnages per material will be collected by the end of this financial year i.e. 2009/10.

The table includes the tonnages, per material, of what will have to be collected if the Assembly's future targets for recycling/composting are to be met i.e. 52% (2012/13), 64% (2015/16) and 70% (2024/25).

It should be noted that an increase in the total amount of municipal waste is expected during this period (see Section 7 of this Report). The table shows a scenario where there is no growth in the total waste.

It can be seen from the table in Appendix C, that there will be a need to increase substantially on what is collected of the following materials: food, cardboard, paper, plastics and cans – if we are to succeed in meeting the targets set during the period being considered. The recommended Implementation Plan that follows derives and is based upon this need.

6.1 These are the steps/developments recommended and necessary to implement during this period in order to meet targets, avoid financial penalties and substantial increases in costs to the Council:

6.1.1 Rationalization of Collection Routes in the Arfon Area – January 2010

- change recyclates collection (blue box) to weekly
- extend garden and food collection to the remainder of Arfon (approximately 9000 dwellings remaining)
- to ensure that the recycling/composting target for 31 March, 2010 is met i.e. 40%.

6.1.2 Review Commercial Waste 2009/10 to 2010/11

- Extend the range of recycling materials collected from traders
- Ensure facility for the segregation of recycling materials
- Provide food waste collection service
- Ensure differential fee charging to promote recycling and separate food waste.

6.1.3 Provide Additional Recycling Centres 2010/11

- 2 new sites i.e. Dolgellau and Blaenau Ffestiniog under consideration
- review location Rhyngddwryd/Porthmadog
- increase the centres' recycling levels (currently 63%)
- process a greater range of recyclates
- review usage and provision.

6.1.4 Provide Materials Recovery Facility to the south of the Country 2010/11

- site at Blaenau Ffestiniog under consideration.

6.1.5 Adaptations to the Caerylchu Material Recovery Facility 2010-2012

- in order to process a greater range of materials
- in order to deal with a greater volume of materials.

6.1.6 Expand Recyclates Collection (blue box) to include other materials 2010-2012

- to include poor grade plastics
- to consider practicality of collecting 'tetrapaks'.

6.1.7 Reduce the size of the residual waste receptacle (2010 onwards)

- current standard green bin is 240 litre – this needs to be reviewed in light of reduced usage
- consider alternative: amendment to collection frequency.

6.1.8 Other Measures Required to Increase Recycling and Composting (2012-2017)

- educational campaigns, raising awareness and enforcement
 - including adopting policies in support
- complete programme of changes to community collection points
 - to include provision for recycling/collection of food waste
- review the garden waste collection arrangements
 - consideration of fee charging for the provision
 - review size of receptacle
- alterations to the waste collection routes
 - to reflect increasing demand/usage of recycling
 - to reflect decrease in residual waste
 - to assist/simplify arrangements for residents
 - to ensure efficiencies
- expand recycling provision on our streets
 - recycling bins on streets.

6.1.9 Treatment of Food Waste (GwyrAD Project) 2012/13 onwards

In order to keep within the biodegradable landfill allowance; and in order to meet the Assembly's targets for food waste, it will be necessary for the Council to have Anaerobic Digestion (AD) provision in order to compost food waste.

This matter received the attention of the Scrutiny Committee in its meeting of 11 June, 2009. The support of the Committee was obtained to submitting an Outline Business Case to the Assembly for an AD.

Appendix Ch of this Report contains further information on Project GwyrAD in the form of a newsletter.

Due to the substantial decrease in the biodegradable landfill allowance in 2012/13, there are efforts being made to ensure that the provision is in place by April, 2012, or soon after this date.

Despite the Council having 2 In-Vessel Composting facilities to compost garden and food waste (Ffridd Rasmus, Harlech and Penhesgyn – in partnership with Anglesey and Conwy Councils), it will be necessary to have AD provision in-place by 2012/13 to treat between 8000-12000 tonnes of food waste.

An ambitious programme has been set for Project GwyrAD i.e.:

- Project Initiation Document: approved April, 2009
- Reference Solution Chosen – i.e. Llwyn Isaf, Clynog
- Outline Business Case: approved August, 2009
- Conditional Approval: received August, 2009
- Stage 1 ‘Gateway’ Audit: passed 9 October, 2009
- Pre qualification Questionnaires: October/November, 2009
- Competitive Dialogue Period: December, 2009 – August, 2010
- Select Provider: September, 2010
- Final Business Case: September/October, 2010 – requires input from the Scrutiny Committee, approval of the Board and W.A.G.
- Appoint Provider: December, 2010
- Start Construction: April, 2011
- AD Operational: April to August, 2012.

A private company will build and operate the AD (over a period of 15 years). After this period, the facility will be transferred to the ownership of the Council.

Gwynedd Council has received a grant from the Assembly to fund the procurement work and development of the Final Business Case.

There is additional grant funding from the Assembly to assist in the capital costs of building the AD, with the provider funding the remaining building costs in addition to the operational costs. It is estimated that the cost of building the AD would be between £6 million and £7 million.

The Council will be expected to provide the AD facility with food waste and pay a gate fee per tonne delivered to the provider. W.A.G will contribute up to 15% of the gate fee.

After a period of negotiation with several potential providers (competitive dialogue), one provider will be selected to develop the project further. Subsequently, a Final Business Case will be produced which will be subject to the attention of this Scrutiny Committee, require approval by the Council Board and Welsh Assembly Government prior to entering into any contract with the provider for the construction and operation of the AD.

6.1.10 Collecting Food Waste Weekly (2011/12)

Project GwyrAD includes the need to collect food waste weekly from Gwynedd households. Trials carried out in other counties in Wales show the need for weekly collection of food waste if the Assembly targets (from 2012 onwards) are to be met, and in order to divert food waste from landfill by means of using AD technology.

In order to ensure weekly collection of food waste for Gwynedd residents, it will be necessary:

- to amend the fleet (refuse collection vehicles)
- procure and distribute 22 litre brown bins to 70% of Gwynedd's residents (30% of residents will have already received the 22 litre bin).
- ensure subsidiary grant (to the grant for GwyriAD) from the Assembly for the above purposes.

If the subsidiary grant become available earlier, it would be possible to introduce the weekly collection of food waste before 2011/12.

6.1.11 Treatment of Residual Waste (North Wales Residual Waste Treatment Project). (2016-2017 onwards)

With the statutory annual reduction in landfill allowance, it is apparent that the Council faces significant risks if it continues to be reliant upon landfill for future treatment of waste and especially from 2018 onwards. The new Assembly Strategy has a limit of 10% total waste that can be disposed of by landfill in 2020 which reduces to 5% by 2025.

As a consequence, there is a need for alternative technology to treat residual waste i.e. the waste that can not be recycled or composted during the period being considered.

There would be significant risks for the Council if it were to procure and establish its own facility for the treatment of residual waste that is diverted from landfill. The Scrutiny Committee is already aware of the fact that Gwynedd Council has given its commitment to establishing a partnership with Anglesey, Conwy, Denbighshire and Flintshire Councils for the purpose of seeking a solution to the municipal residual waste problem for the region.

Flintshire County Council lead on the project with the Assembly contributing towards the costs of developing the project i.e. procurement process.

The five Councils have set up a joint committee to steer the Regional Project with two elected members representing each authority on the committee. Gwynedd Council's representatives are the Senior Portfolio Leader: Coun. W Gareth Roberts and Portfolio Leader: Coun. Arwel Pierce.

The joint committee is supported by the Project Board which includes senior officers and specialist officers from the five Councils. A project team consisting of three officers has been established to develop the project under the leadership of Mr Stephen Penny, the Project Director. The Assembly is funding the project team.

The outline programme for the Regional Project is as follows:

- Project Initiation Document - December, 2008
- Appoint Advisors (technical, financial and legal) - July, 2009
- Choice of Reference Solution/s - September - November, 2009
- Outline Business Case – December, 2009
(which will require the attention of this Scrutiny Committee, approval by the Council Board in February 2010 before submitting to the W.A.G)
- Pre-Qualification Questionnaire - July, 2010
- Competitive Dialogue Period - August to July, 2011
- Select Provider – December, 2011
- Final Business Case - December 2011
(which will require the attention of the Scrutiny Committee, approval of the Board and W.A.G)
- Appoint Provider – February, 2012
- Start Construction (after securing planning approval) - January, 2014
- Facility Operational: 2016-2017.

As for Project GwyrAD, a private company will build and operate the facility for a period of 25 years after construction. After this period, the facility will revert to the ownership of the local authority partnership.

The technology adopted for the treatment of all the five Counties' residual waste, will be a matter for the provider to offer; and for the partnership to agree on the basis of a business case i.e. the Final Business Case. The Final Business Case will be subject to the approval of the Council Board and Assembly. Only after obtaining this approval can the project move to the next stage of appointing the provider, construction and operation of the facility. It is possible that the technology adopted and developed would be Energy From Waste, whereby the residual waste would be burned to produce energy, either in the form of electricity or for heating purposes. The technology chosen has to enable us to meet our landfill limits of 10% (2020) and 5% (2025). Energy from Waste technology would ensure we meet these targets. It should be noted that W.A.G's new strategy places a maximum limit of 30% (in 2025) of the total waste produced that can be treated by means of this technology.

Even though the Assembly are assisting in funding the development and procurement costs, it is necessary for every County, including Gwynedd, to contribute up to £800k towards the procurement costs. Gwynedd Council has already made provisions to meet these costs.

An additional grant is available from the Assembly to assist in the capital cost of building the facility with the provider meeting the remainder of the building costs together with the costs of operating the facility. It is estimated that the cost of building the facility would be between £80 million and £100 million.

Gwynedd Council will be expected to provide the facility with residual waste and pay the gate fee (on an equal basis fee as for the other Counties in the partnership) to the provider per tonne of waste delivered. W.A.G will contribute up to 25% of the project costs, with the contribution shared between the development costs and gate fee. It is estimated that Gwynedd Council will require the facility to treat 27000 – 30000 tonnes of its residual waste per annum i.e. the waste that is not recycled/composted or treated by the AD process.

In order to formulate an Outline Business Case, it is necessary to identify possible site/s for the development. This is known as the Reference Solution and there are options currently under consideration. There is a possibility that an option involving two facilities could be chosen i.e. one located in the North-West and the other in Flintshire. Much further work is required before this can be confirmed.

If a facility were not provided in the North-West then it will be necessary to set up a network of transfer stations in North Wales to facilitate the efficient transportation of residual waste – this may require the establishment of transfer stations in Gwynedd.

It is imperative to note that the facility for dealing with residual waste will not be available until at least 2016. This puts further pressure on us as a Council to ensure an increase in recycling and composting levels; ensure an increase in the collection of food waste, by the 2015-2017 period when our landfill site at Llwyn Isaf, Clynnog will be closed.

6.1.12 Reducing our Dependency on Landfill (2010 – 2025)

- Llwyn Isaf Disposal Site
 - programme of cell construction/capping until 2013
 - current planning consent to dispose until December, 2013
 - likelihood that the last cell will be full 2014-2015 (depends on recycling/composting levels and GwyriAD)
 - need to ensure arrangements for the haulage of waste to the Ffridd Rasmus site
 - need to close and secure the site in 2015
 - aftercare provision (for 60 years)
- Ffridd Rasmus Disposal Site
 - programme of cell construction/capping until 2025
 - review provision (2017-2025)
- Cilgwyn Disposal Site
 - construct leachate treatment plant 2010/11
 - first capping 2011/12
 - secure and aftercare provision (for 60 years)
 - second capping 2025.

7. COMPOSITION AND WASTE GROWTH

- 7.1 In any consideration of how to deal/treat future waste it is necessary to have an understanding of the composition of the waste produced and rate of growth.
- 7.2 The Scrutiny Committee will realise, from 4.3 of this Report, that a 1% annual level of growth in the total municipal waste in Gwynedd was experienced in the period 2005-2008 – although there has not been a growth to the same extent since then.
- 7.3 There are several factors that contribute to this, from residents' attempts to reduce the waste they produce; the effect of a growth or recession in the economy and, of more relevance here in Gwynedd, the number of visitors to the County during the year.
- 7.4 The W.A.G and WRAP (Waste and Resources Action Programme) are conducting research to understand more about household waste in Wales. A similar project was carried out in 2002. This research is being conducted in all Local Authorities in Wales and more than 3000 households will be invited to take part including 200 households in Gwynedd. The first part of the survey was undertaken in July of this year, with the second stage to be undertaken this November – this is important in order to establish any differences between what is produced in the summer as compared to the winter. The results of the research will be critical in terms of identifying the nature, scale and origin of different types of waste and will provide important information to inform decisions on the Assembly's Waste Strategy, and on deciding upon the best future waste management methods to increase recycling and composting. I anticipate that the results of the project will be available next January.
- 7.5 In order to predict waste growth, the model we have chosen accords with that used by the W.A.G for the period 2010-2015 i.e.:
- 1% annual growth in the total waste up to 2015/16
 - no growth from 2015/16 to 2019/20
 - 1% reduction in the total waste from 2019/20 to 2025.
- 7.6 The modelling referred to in 7.5 above reflects the W.A.G's intention to set targets for the maximum residual waste per person from 2012/13 onwards which reduces to 150kg per person by 2024/25. This is based upon the assumption that there will be a reduction in the residual waste created per household. This is dependent on several factors i.e.
- there is less packaging by the retail sector
 - that the packaging used can be recycled
 - that residents strive to reduce the residual waste produced.

Without a reduction in the total waste produced; efforts by residents to reduce the amount of residual waste that they produce, it will be necessary to consider enforcement measures from 2015/16 onwards in order to achieve the Waste Strategy.

- 7.7 During the period being considered, the composition of household waste can change. This is an important factor to consider when deciding upon the percentage of recyclable materials that can be collected and diverted from landfill. This is of particular relevance to how much food waste can be collected.
- 7.8 During the period being considered, it is recommended that regular trials be undertaken to confirm whether there are significant changes in the type of waste materials being produced and collected from households. This is in order to ensure that the works programme remains appropriate and that the targets set can be adequately met. It should be noted that the composition of household waste can vary from one area to another; from one County to another.

8. CHANGE OF CULTURE

- 8.1 It will not be possible to achieve the Waste Strategy without the support of Gwynedd's residents and that there is a cultural change in attitudes towards how waste is dealt with and produced. There is a need to further raise awareness to the aim of reducing our ecological footprint, ensure sustainability in the face of climate change threats. There is a need to spread the message that 'to have better management of waste' will lead to a 'greener' Gwynedd which contributes to the world-wide agenda.
- 8.2 Members have an important role to play, a leadership role, in this respect and in ensuring that the Waste Strategy is achieved during the period being considered; and in ensuring that the Council is left in a strong position to meet requirements in the field beyond 2025 (the longer term).
- 8.3 During the 2010-2025 period, there will be a need to raise awareness and carry out specific campaigns to emphasise the importance of preventing and reducing waste; the need to re-use and recycle waste materials; the need to generate energy from the remaining waste rather than disposal.
- 8.4 There is a need to programme and manage the changes, ensure Member ownership, ensure the support and co-operation of residents and continual raising of awareness during this period. It is inevitable that the Council will have to resort to enforcement measures to ensure that some residents comply/co-operate in achieving these changes – and to ensure consistency if it is necessary to enforce in this way.

9. MAIN RISKS

The main risks associated with achieving the Waste Strategy in this period are identified in the table below, in addition to measures that should be taken to prevent or mitigate these risks.

	Main Risk	Measures to prevent/mitigate	Reference to sections of this Report
9.1	Failure to meet recycling targets.	Rationalization of Routes, recycling of commercial waste, development of recycling centres, recycling other materials.	5.1, 6.1.1→6.1.8
9.2	Failure to meet food waste targets.	Prosiect GwyriAD, weekly collection of food waste.	5.1, 6.1.9, 6.1.10
9.3	Failure to keep within landfill allowance.	Project GwyriAD (2012/13). Regional Residual Waste Project (2016-17). Reducing residual receptacle.	5.1, 6.1.9 6.1.11 6.1.7
9.4	Limit on landfill 2020 (10%), 2025 (5%).	Regional Residual Waste Project.	5.2, 6.1.11
9.5	Reduction in landfill (2015-2017).	Project GwyriAD operational. Ensure sufficient increase in recycling and composting levels.	6.1.9 6.1.1→6.1.8
9.6	Greater growth/further reduction than predicted to the total volume of waste produced.	Need to ensure flexibility in the volume of residual waste available for the Regional Project. Enforcement measures, raising awareness.	7, 8, 6.1.11
9.7	Change in waste composition during the period.	Project GwyriAD – need to ensure flexibility in the volume of agreed food waste to be provided. Regular trials in-place. Changes to collection arrangements.	6.1.9 7.8 6.1.8
9.8	Lack of support from residents and Members.	Raising awareness campaigns, ensure ownership, enforcement measures.	8.1, 8.2, 8.4

10. CONSEQUENCES OF NOT ACHIEVING

- 10.1 Appendix D of this Report contains a graph that shows, in financial terms for the Council, the consequences of not implementing i.e. do nothing (more than currently) as compared to effecting the recommended Implementation Plan for the 2010-2025 period.
- 10.2 The graph shows the effect on the Council's budget and is based upon the Council's current budget for Waste Management. It does not include the Sustainable Waste Management Grant received from the Assembly which is currently approximately £3 million this year.
- 10.3 The comparison in Appendix D is a summary of very detailed work carried out by ourselves with the assistance of Grant Thornton, our Financial Consultants and Entec, our Technical Consultants on Project GwyriAD and the North Wales Residual Waste Treatment Project.
- 10.4 The graph indicates an increase in the cost of waste management over the period whatever option is taken. However, the financial consequences to the Council of the do nothing option is considerably more than for the option of realizing the Implementation Plan.
- 10.5 With the Do-nothing option i.e. in continuing with our dependency on landfill, it is predicted that the Council would attract financial penalties of £745k by 2012/13 in going over its landfill allowance. This would increase annually to a figure of £4 million by 2024/25. In realizing the Implementation Plan, no financial penalties are envisaged during this period.
- 10.6 In fulfilling the Implementation Plan, it is anticipated that there would be a slight increase in cost to the Council in 2011/12 due to the need to provide resources for the weekly collection of food waste. Costs should stabilize once the AD is operational in 2012/13 (Project GwyriAD).
- 10.7 On executing the Implementation Plan an increase in costs is envisaged in 2016/17 due to the need to meet gate fees when the Regional Residual Waste Treatment facility is operational. From 2016/17 onwards, when both Project GwyriAD and the Regional Projects are operational, no significant increase in waste management costs are envisaged.
- 10.8 There are serious consequences in not implementing i.e. do nothing; as shown in the comparable graph in Appendix D. It can be seen that a significant increase in costs to the Council is envisaged from 2012/13 onwards.

10.9 To summarise, the financial consequences to the Council of not achieving are in the order of £50 million over the 15 year period under consideration. This would have very serious consequences on the Council.

10.10 In 10.2 above, there is reference to the Sustainable Waste Management Grant provided annually by the Assembly. It would be reasonable to assume that this grant would cease should the Council fail to achieve the Waste Strategy during this period.

10.11. In addition to the consequences of not achieving upon the Council's finances, the attraction of penalties as a consequence of continuing to depend on landfill would probably result in the Assembly stepping in and assuming responsibility for the Council's waste management.

10.12 Failure to achieve would undermine the Council's ability to sustainably manage waste, protect the environment, reduce its ecological footprint and respond appropriately to the Climate Change problem.

11. CONCLUSION

11.1 There are very serious consequences if the Council failed to achieve the Waste Strategy.

11.2 This Report contains an Implementation Plan for the 2010-2025 period and for the purpose of meeting targets set by the Welsh Assembly Government for waste management and in order to achieve the Waste Strategy.

11.3 The recommended direction, the Implementation Plan, is summarised and in the form of a programme in Appendix Dd of this Report.

12. RECOMMENDATION

12.1 The Scrutiny Committee is asked for its comments on the content of this Report and, in particular, the Implementation Plan recommended for the 2010-2025 period for the purpose of achieving the Waste Strategy.

Gwyn Morris Jones
Head of Highways and Municipal
October, 2009

APPENDICES

- A. Implementation Plan 2005-2010
- B. 5 Year Works Programme 2005-2010
- C. Eunomia Table – how to meet targets for recycling/materials
- Ch. Project GwyrAD Newsletter
- D. Graph showing financial obligations (do nothing/implement)
- Dd. 2010-2025 Programme.

IMPLEMENTATION PLAN

The WAG targets for 2006/07 and 2009/10 have been noted earlier in this document. To meet those targets, work will need to be carried out to the following implementation plan:-

1. Installation of additional bring facilities – from 2005 to 2008
2. Expansion of kerbside scheme to collect dry recyclables – 2005 and 2006
3. Expansion of kerbside scheme to collect green waste – 2005 and 2006
4. Set up network of household waste recycling centres – from 2005 to 2008
5. First Materials Recycling Facility to become operational – early 2006
6. In-vessel composting facilities to become operational – one in 2007 and other in 2008
7. Expand kerbside collection of green waste to include kitchen waste – 2007 and 2008
8. Second Materials Recycling Facility to become operational - 2007
9. Plant for treatment of residual waste to become operational – 2010
10. Enhancement of commercial waste recycling schemes – continuous.

However, there is currently some concern about availability of landfill capacity in northern Gwynedd in the short to medium term. Reducing the amount of waste sent to landfill in the short term may as a result have to take priority over meeting recycling and composting targets for 2006/07. Giving priority to reducing the amount of waste sent to landfill in the northern part of Gwynedd could result in an implementation plan on the following lines: -

1. Installation of additional bring facilities – from 2005 to 2008
2. Expansion of kerbside scheme to collect dry recyclables – 2005 and 2006
3. Expansion of kerbside scheme to collect green waste – 2005 and 2006
4. Set up network of household waste recycling centres – from 2005 to 2009
5. First Materials Recycling Facility to become operational – early 2006
6. Plant for treatment of residual waste to become operational - 2007
7. Northern in-vessel composting facility to become operational – 2007
8. Southern in-vessel composting facility to become operational - 2008
9. Expand kerbside collection of green waste to include kitchen waste – 2007 and 2008
10. Second Materials Recycling Facility to become operational - 2009
11. Enhancement of commercial waste recycling schemes – continuous.

CONCLUSION

The waste strategy review has shown that the recycling, composting and Landfill Directive targets for Gwynedd can be met through improvements and additions to the existing waste collection and management infrastructure, including:

- Expansion of kerbside collection schemes to additional areas, covering approximately 90% of households
- Increased numbers of dry recyclable materials collected through kerbside collection, to include plastics and cardboard
- Introduction of green waste collections to 80% of households, expanded to include kitchen waste at a future date.
- Additional 30 or so bring banks, with the majority to be located in more rural areas
- Increase number of Household Waste Recycling Centres to 7 and make improvements to encourage greater segregation of waste for recycling and composting

- Establish 2 Material Recycling Facilities to sort and bulk recycled material
- Establish at least one waste facility for treatment of residual waste.

The number of facilities shown above is considered realistic but may need to be reviewed in light of developing experience of geographical effects and operational factors.

Costs will be an issue, and it is unlikely that the draft strategy can be implemented without continued support from WAG, and the availability of grant funding to assist with the development of facilities.

However, the draft waste strategy shows how targets for recycling, composting, and diversion of BMW may be met, at the same time as working to the principles of the waste hierarchy, and also to the proximity principle. The strategy retains a degree of flexibility, whilst identifying a cost-competitive option for the management of municipal waste in Gwynedd.

Cyfelmod	Tasgau	2005/06				2006/07				2007/08				2008/09				2009/10			
		1af	2ail	3ydd	4ydd	1af	2ail	3ydd	4ydd	1af	2ail	3ydd	4ydd	1af	2ail	3ydd	4ydd	1af	2ail	3ydd	4ydd
3.1.1/2	Strategaeth Mabwysiadu a Monitro		△		△				△				△				△				△
3.1.3	Adolygu'r Strategaeth																				
3.2.1	Cau a Diogelu Faeagoch																				
	Datblygu Cynllun Cau		△		△																
	Mewnlenwi a Siapio																				
	Nwyon/Trydan																				
	Gorsaf Driniaeth																				
	Capio																				
	Oi-ofalaeth a Monitro																				
3.2.2	Datblygu Safle Tirlenwi																				
	Trwyddedau a Cynllunio																				
	Caffael Tir																				
	Gwaith Peiranyddol																				
	Capio																				
	Nwyon/Trydan																				
3.2.3	Datblygu Ffridd Rاسus																				
	Trwyddedau/Cynllunio/Cynllun Cau																				
	Mewnlenwi a Siapio Ardal 2																				
	Nwyon/Trydan Ardal 2																				
	Capio Ardal 2																				
	Datblygu Ardal 3																				
	Capio Ardal 3																				
	Nwyon/Trydan Ardal 3																				
3.2.4	Safleoedd Gwaredu Trin Brail																				
	Yruchwil i Safleoedd																				
	Dethol Safleoedd/Cynllunio																				
	Datblygu Safleoedd																				
3.2.5	Gorsafedd Trwsolwyddo																				
	Adnabod Safleoedd																				
	Sicrhau Trwyddedau/Cynllunio																				
	Datblygu'r Safleoedd																				
3.3.1	Casglu Gwastraff																				
	Gwastraff Clinigol																				
	Gwastraff Swmpus																				
	Newidiedau i Gylchdelthiau																				
	Newidiedau i Ffilyd																				
3.4	Ailgyrchu																				
	Casglu Plastig (d)																				
	(i) Arfon a Dwyfor																				
	(ii) Meirionnydd																				
	Casglu Gardbord a Phapur (m)																				
	(i) Arfon a Dwyfor																				
	(ii) Meirionnydd																				
3.5	Compostio																				
	Biniau Brown Dwyfor																				
	Biniau Brown Arfon																				
	Biniau Brown Meirionnydd																				
	In-vessel Ffridd Rاسus																				
	In-vessel Llwyn Isaf																				
	Cynllun Compostio Rhanberthol																				
	Casglu Gwastraff Arlwygo (m)																				
	Casglu Gwastraff Cegin																				
	Trin Gwastraff Gweddillol																				
3.6	Safleoedd Mwynderau Trefol																				
	(1) Bangor																				
	(2) Bala																				
	(3) Caernarfon																				
	(4) Ffridd Rاسus																				
	(5) Pwllheli																				
	(6) Porthmadog																				
	(7) Dolgellau																				
	(8) Safle Llyn																				
	(9) Blaenau Ffestiniog																				
Diddymu Safleoedd Symudol																					
	Banciau Ailgyrchu Cymunedol																				
3.7	Canolfan Adennill Defnyddiau																				
	Trwyddedau a Cynllunio (Cibyn)																				
	Addasiadau i'r Safle (Cibyn)																				
	Canolfan A.D. (Cibyn)																				
	CAD Gogledd Meirionnydd																				
3.8	Gorffwrdd I Lelhai																				
	Polisi Cau Caead (Dwyfor)																				
	Polisi Cau Caead (Arfon)																				
	Polisi Cau Caead (Meirionnydd)																				

Allwedd

- Datblygu
- Adeiladu/Gweithredu
- OI-Ofal/Cynnal
- Digwyddiad
- C= Cyfalaf
- R= Referiw

APPENDIX C

Waste Fraction	Assembly Research	Total Municipal Waste	Estimation of Gwynedd's Performance 2009/10	Capture rate for recycling and composting 52% (2012/13)	Capture rate for recycling and composting 64% (2019/20)	Capture rate for recycling and composting 70% (2024/25)
		82000				
		(t)	(t)	(t)	(t)	(t)
News and Pams	7.2	5904	4742	4841	4903	4959
Paper	1.9	1558	380	1013	1221	1278
Card	5.2	4264	330	1834	3113	3496
Textiles	1.05	861	220	284	506	594
Food Waste	17.6	14432	800	7649	10506	11546
Green Waste	10.5	8610	16211	6716	7405	7921
Wood	3.6	2952	1500	2303	2598	2686
Shoes	0.2	164	2	38	93	113
Carpets	0.85	697	0	0	282	381
Furniture	0.75	615	67	430	525	549
Oil	0.1	82	0	41	46	49
Other Organics	4.25	3485	28	0	1350	1959
Cardboards/box	5.3	4346	1035	3216	3546	3651
Plastic Bottles	1.8	1476	245	937	1080	1194
Other Plastic	3.2	2624	110	391	861	1443
Plastic Film	3.1	2542	0	216	412	925
Glass	5.3	4346	4252	3659	3842	3894
Food and Beverage Cans	1.9	1558	436	932	1178	1293
Other Metals	2.2	1804	862	1169	1364	1497
Non Ferrous	0.4	328	76	198	251	275
White Goods	0.9	738	195	610	631	661
Large Electrical Goods	0.2	164	170	104	109	125
TV Monitors	0.3	246	245	208	215	222
Other WEEE	0.7	574	278	249	302	383
Batteries	0.2	164	3	103	108	121
C&D Waste	5.2	4264	2814	3177	3224	3475
Fines	5.7	4674	0	696	823	1547
Other	10.4	8528	0	2192	2192	2192
Residual			47000	38794	29316	23570
	100	82000				
Total waste recycled or composted =			35000	43206	52684	58430

Newsletter No 1, October 2009

What's going on?

To meet European Waste targets for diverting biodegradable waste from landfill local authorities have to collect and treat food waste.

Anaerobic Digestion (AD) is the process favoured for dealing with food waste. In order to meet landfill targets for 2012/13, it will be necessary to have AD schemes in place to deal with food waste by the spring of 2012, or soon thereafter.

Gwynedd Council has identified a need for AD capacity to deal with food waste that will have to be collected within the County.

What is AD?

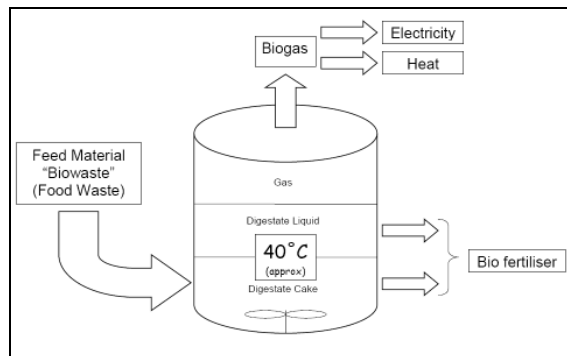
Anaerobic digestion (AD) is a natural process whereby bacteria break down organic material in the absence of air, yielding a biogas containing methane.

AD is widely used as a renewable energy source because the process produces:

- A biogas (principally methane and carbon dioxide) that is suitable for energy production helping replace fossil fuels.
- A solid residue (digestate) that is similar, but not identical, to compost.
- A liquid that can be used as a fertilizer.



Above - Photo of an AD facility
Below – The basic concept illustrated



What will we be procuring?

We will be procuring a service to treat around 10,000 to 12,000 tonnes of food waste per year. There are different types of 'AD' technologies available, each with their own advantages. As a result we will not specify exactly the type of AD plant to be built, but will use a 'competitive dialogue' process to discuss with suppliers what they are able to offer, and the costs involved.

The Outline Business Case

The Outline Business Case (OBC) is a document used to demonstrate that the advantages and risks associated with the project have been identified, that the project is viable and can be achieved within the desired timescales. It is a planning and management tool that shows to the Council and the Welsh Assembly Government that there is a Strategic, Economic, Commercial, Financial and Management case for project.

The Reference Solution

The OBC contained what is known as a 'reference solution' which is to build an AD plant at the Llwyn Isaf site at Clynnog.

However, the fact that the reference solution has been developed on the basis of the Llwyn Isaf site does not necessarily mean that a facility will be developed there. Bidders can offer a service located elsewhere, and it would be necessary to compare the advantages and disadvantages of their proposal with the reference case.

The option adopted will be the one offering the best overall value in financial and environmental terms to the Council.

The Programme / Timetable

It will be very challenging to achieve the target for the facility to be operational by the spring of 2012.

Gwynedd, like a number of other local authorities, is working with WAG to move ahead with the AD procurement process. In order to comply with European Community requirements, the intention to obtain a service to deal with food waste has been advertised. Prospective suppliers have until the middle of October to register an interest in tendering.

A short list of suitable companies will be invited to take part in the competitive dialogue process. Their proposals will be narrowed down so that by early summer 2010 the Council will have identified its preferred solution and bidder. A final decision on the successful bidder will be made in the autumn of 2010. Construction work will start early in 2011, with the AD plant to be operational by the Spring of 2012 after completing commissioning tests.

The Communications Strategy

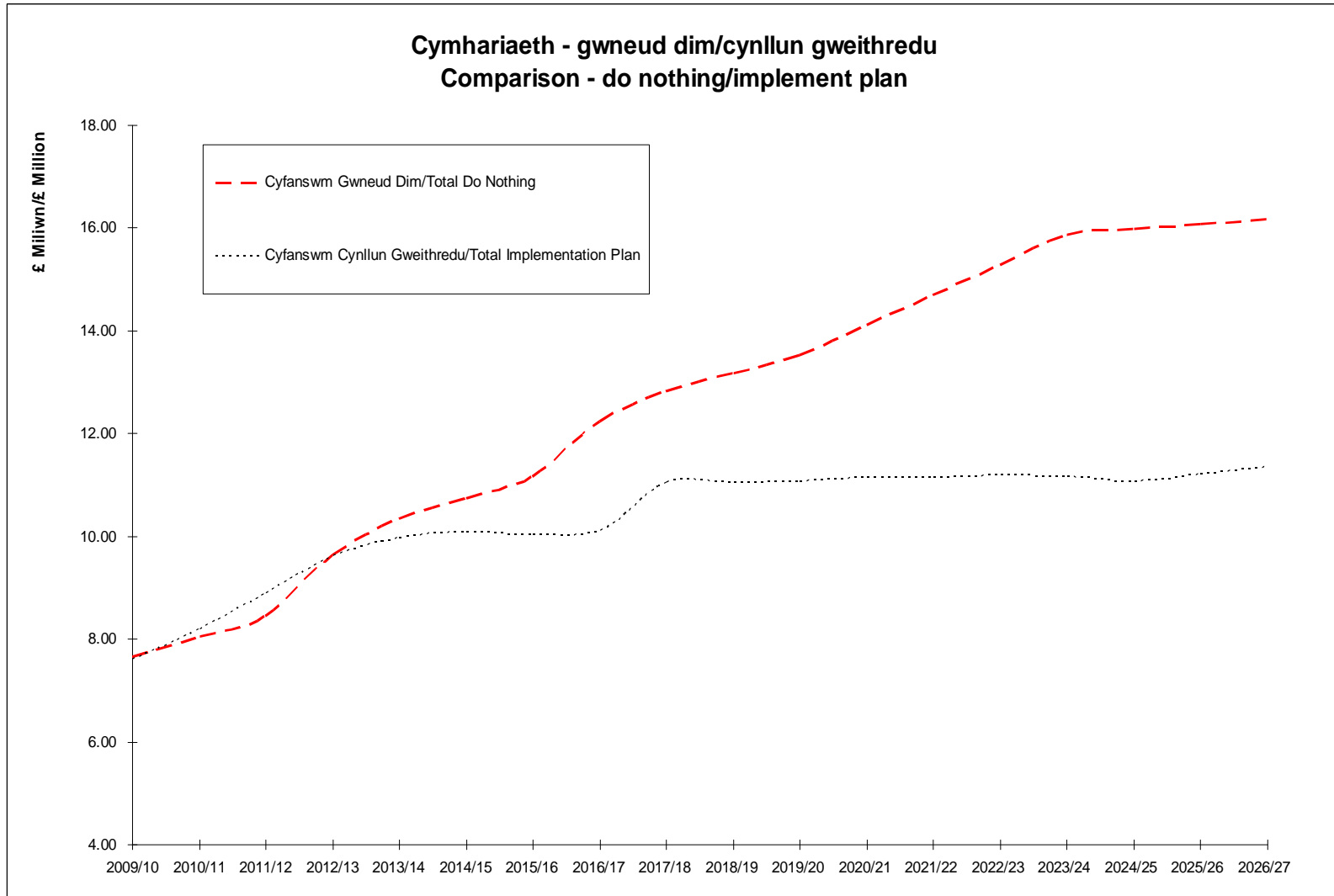
The Council appreciates the importance of engaging fully and effectively when dealing with major waste management and other projects.

This newsletter has been produced as a brief introduction to the project and to set the scene.

What Next?

The competitive dialogue process with tenderers is scheduled for early 2010, with an anticipated final decision to go ahead with the project by the end of September 2010. Between now and then the Council will be informing residents and other interested parties of progress on the project.

For further information or should you wish to discuss any matter please contact the Waste Helpdesk on (01286) 679872.



Key Dates	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2019/20	2024/25
TARGETS									
Recycling									
Composting									
Total Target (Recycling/Composting)			52%			58%		64%	70%
Food Waste			12%			14%		16%	16%
Landfill Allowance	28909	25238	21567	20649	19731	18814	17896	15143	5000
Maximum Energy from Waste						42%		36%	30%
MEASURES AND DEVELOPMENTS									
Landfill									
Cilgwyn	Leachate/Capping								Capping
Llwyn Isaf	Develop Cells/Capping				Closure/Capping				
Ffridd Rasmus	Develop Cells/Capping							Consider Closure	
Transfer Stations									
Alternative Technology									
Project GwyrAD						Operational			
Regional Residual Waste Treatment Project							Operational		
Other									
Review Commercial Waste									
Additional Recycling Centres									
Alterations to Caerylchu MRF									
Southern Gwynedd MRF									
Weekly Collection of Food Waste									
Collection of Further Recyclates									
Reduction of Residual Receptacle									
Review Community Sites									
Review Garden Waste Collection									
Changes to Collection Rounds									
Review Composition of Waste									
Raising Awareness and Enforcement Campaigns									

MEETING	COMMUNITY SCRUTINY COMMITTEE
DATE	4 December 2012
TITLE	Local Bus Services and Learner Transport
PURPOSE	To Raise Awareness and Update of the Process
REPORT BY	Aled Davies – Head of Regulatory Department
CABINET MEMBER	Cllr. W. Gareth Roberts, Cabinet Member for Environment

1. BACKGROUND

- 1.1 Gwynedd Council is currently undertaking an overview and review of passenger transport services operated on its behalf. The scope of the review includes transport for learners and local bus services.
- 1.2 The work regarding learner travel focuses on providing transport that the Authority has a statutory, or policy, requirement to provide. The intention is to provide these in the most efficient and effective means possible.
- 1.3 When considering local bus services the aim is to provide appropriate travel opportunities for the following reasonable core needs:
- Commuting
 - Access to services
 - Shopping
 - Socialising
 - Leisure and tourism
- 1.4 Specific attention is given to reducing the number of empty seats on vehicles that provide local bus services.

2. CURRENT ARRANGEMENTS

- 2.1 For bus services to work effectively, from the perspective of being financially and environmentally sustainable, it requires a population density or at least a critical mass of passengers who want to travel between two locations, or on the route between them regularly. A move from this principle leads to a situation, where the average number of passengers is low, that requires a substantial amount of subsidy to maintain them.
- 2.2 With the growth in the levels of car ownership, where often households will have more than one car, the viability of local bus services has suffered due to a decline in usage. Factors such as convenience and flexible working opportunities have affected peoples travel patterns and made them less consistent. In turn, this has made it more difficult to design and provide bus networks that fulfil needs in an attractive way. This said bus services can be very important to those who are dependant on them to make essential journeys with between 75-80% of public transport journeys in Wales being made by bus. It is possible that with increasing motoring costs there will be an increase in the numbers that depend on bus services.

- 2.3 In 2010/11 £1,655,062 was spent on subsidies to support the local bus network in Gwynedd. £576,447 of this total was received from the Welsh Government's Local Transport Service Grant. Gwynedd Council's contribution to maintain the bus network was £1,078,615.
- 2.4 Bus networks are dynamic arrangements which mean that the type and level of service can change for several reasons over time. A bus company can decide that there is greater or less demand for services and change their provision on a route in order to respond to this. A Local Authority can adapt the level and type of service provided to reflect usage levels but there are also other factors, such as changes in the budgets available to support services.
- 2.5 Appendix 1 provides the background of the recent changes in the bus services between Aberystwyth and Bangor. This example outlines the reasons why there have been changes to the network and what are some of the considerations and restrictions when seeking to respond to such a situation.
- 2.6 During November 2012 notification has been received from operators regarding the withdrawal of services provided on a commercial basis on the following routes:

35 Dolgellau – Blaenau Ffestiniog (daytime)
X94 Barmouth – Wrexham (evenings)

These services currently don't receive public funding to maintain them.

Prices for a range of options for ongoing services to replace those being lost are being sought. However, when there is an unprecedented pressure on budgets, the challenge is to justify and find the required additional revenue funding.

- 2.7 Wherever possible, local and education travel opportunities are integrated in Gwynedd. In rural areas, this is accepted as a model of good practice in optimising resources, fulfilling the Authority's statutory and policy requirements in terms of learner travel and enhancing the level of travel opportunities available to the wider public. Appendix 2 provides details relating to arrangements for learners eligible and not eligible to free transport.

The Position in Gwynedd

- 2.8 The network in Gwynedd includes a mix of services that are:

a) Fully commercial

Companies identify a local need and market and provide a service with a view of making a profit from the number of passengers conveyed.

b) Totally subsidised

Where it is deemed there is no business case to provide a service on a commercial basis the Authority pays a subsidy (x) to maintain provision. Usually the company retains the revenue from tickets (y) with x+y making it viable for them to provide the service. The placing of services on this fixed price basis tends to lead to a better level of service as there is an imperative on the companies to maximise patronage.

c) Partially commercial / Partially subsidised

The percentage or number of services or journeys provided on such a basis changes but is a mixture of a) and b) above. An example of such an arrangement is whereby services on a route maybe commercial during the day but subsidised in the evening or on Sundays.

- 2.9 Similar to a number of other counties, the bus network in Gwynedd has evolved rather than being strategically developed as no one has overall control regarding its management or an overarching vision.
- 2.10 The way services are provided can be complex. This is partly because there is an integral operational relationship between their provision, whereby local travel opportunities can be provided at marginal costs during the day by using the same resources which are primarily paid for by meeting statutory learner travel requirements.
- 2.11 Arising from changes in the ways that the Welsh Government support bus services and the industry in Wales and in the context of the financial challenges facing all local authorities, Gwynedd Council has to respond and the aim is to do this in the most positive way possible.
- 2.12 In a challenging period, therefore, the Authority has taken steps to develop a bus network that is both environmentally and financially sustainable. The objective is to provide a level of service that is useful and attractive to passengers within the resources available to maintain them.
- 2.12 In order to realise this, the Authority strives to engage the bus companies in responding to the situation. By working with the companies the hope is it will be possible to recognise efficiencies and make effective use of resources to provide services that are likely to be sustainable in the long term.

3. REVIEWING THE NETWORK

- 3.1 The Authority has adopted a matrix which evaluates local bus services that receive a subsidy.
- 3.2 The factors considered within the matrix are:
- Cost per passenger
 - The type of area served (regional centre / urban centre / local centre / deprived area / rural communities
 - Tourist area
 - Numbers (of passengers per journey)
 - Availability of other transport services
 - Time of the day / days of the week service is operated
 - Facilities served
- 3.3 Acting on the results of the matrix's evaluation would be one way of rationalising services in order to respond to the reduction in grants and realise the savings that are required.

4. THE REVIEW PROCESS

- 4.1 The process of reviewing passenger transport services has already happened in the Meirionnydd area. Attention is now being given to the Dwyfor area with the Arfon area review to be undertaken shortly afterwards. The aim is to have the new arrangements operational as follows:
- Dwyfor 18th February 2013
 - Arfon 3rd June 2013
- 4.2 Where it is not possible or appropriate to provide traditional local bus services because of the levels of subsidy required to maintain them and/or the lack of average passenger numbers. The Authority is eager to raise the profile and use of services already provided by Community Transport providers.
- 4.3 The Integrated Transport Unit intends working with local communities with a view of recognising alternative ways of maintaining travel opportunities. This could include developing 'on demand' services or projects that increase the numbers that car share or facilitating volunteer driver schemes for example. Through the review in Meirionnydd 4 'on demand' services have been introduced that have allowed the continuation of service at a lower cost.
- 4.4 During the summer 2012 a consultation process with service users was undertaken. Over 800 responses to questionnaires from bus passengers have been collected. This also provided an opportunity to monitor the usage level of specific journeys and the standard of the services provided. The information gathered will be fed into the process as context for making decisions on the network and the provision level in the future.

**BANGOR – ABERYSTWYTH BUS SERVICE
OCTOBER 2012**

1. BACKGROUND

- 1.1 Arriva Buses Wales gave notice, effective as of the 22 September 2012, of their intention to withdraw what was known as the X32 bus service between Aberystwyth and Bangor.
- 1.2 Since the 1 of April 2012 The Monday - Saturday services were operated on a totally commercial basis by Arriva and provided for a regular two hour daytime services on the corridor. Prior to this Gwynedd Council had facilitated the payments of Welsh Government funding to Arriva for the upgrading of vehicles deployed on the route.
- 1.3 The services were designed to integrate with the X94 services between Barmouth and Wrexham at Dolgellau. The X32 and X94 formed part of the TrawsCambria network of long distance bus and coach services in Wales.

2. CHALLENGES RESPONDING TO THE SITUATION

- 2.1 On receiving confirmation of the withdrawal, Officers from Gwynedd Council and colleagues from Ceredigion, Powys and Welsh Government have worked together with a view of maintaining key travel opportunities on the route. As well as longer distance travel opportunities, the X32 also provided for a number of local travel requirements especially on sections of the route not particularly well served by other services.
- 2.2 The two main challenges that required consideration were:
 - The complicated nature of existing commercial services on sections of the route. Prior to the subsequent tendering process some operators were questioning the legitimacy and legality of such a process due to apparent concerns of abstraction. Although it appears that the concerns were more to do with protection than abstraction, it would not be possible to tender services that mirrored those previously provided by Arriva.
 - The lack of a revenue budget to pay for the services.

3. FACILITATING THE RESPONSE

- 3.1 As part of the Welsh Government's national TrawsCymru long distance bus and coach network it is intended to provide travel opportunities on key travel corridors across Wales.
- 3.2 The TrawsCymru services will complement and support local and longer distance services operated by companies on a commercial basis.
- 3.3 A project was established to provide certain weekday and Saturday journeys on what will now be known as the *TrawsCymru*™ service T2, which will be provided as part of the longer distance strategic bus links as part of the national *TrawsCymru*™ network.

3.4 The aims and objectives of the project were to:-

- Provide a series of agreed longer and shorter distance local bus services linking Bangor to Aberystwyth via Caernarfon, Porthmadog, Dolgellau and Machynlleth during weekdays and Saturdays, including:-
 - 06.50 Dolgellau to Machynlleth journey ;
 - 07.30 Aberystwyth to Bangor and the corresponding 13.25 Bangor to Aberystwyth return journeys;
 - 16.30 Machynlleth to Bangor journey;
 - 19.20 Dolgellau to Bangor journey;
 - 17.20 Dolgellau to Aberystwyth journey; and
 - 19.20 Dolgellau to Aberystwyth journey.
- All of the above will be operated by a modern low floor buses, equipped with comfortable seating and luggage space to facilitate comfortable travel for longer distance passengers;
- The service shall connect with the local bus service X94 (Barmouth to Wrexham) service at Dolgellau, and the local bus service 40 (Aberystwyth to Carmarthen) service at Aberystwyth.

3.5 The services tendered provide opportunities for longer distance journeys to access General Hospitals and Universities at Bangor, Aberystwyth and Wrexham, as well as offering local journeys for commuting / work, education, shopping, cultural, health, social purposes.

3.6 Gwynedd Council have facilitated the procurement of the tendered services.

3.7 The Welsh Government will meet the total annual cost of the tendered Monday – Saturday services on what is now known as the T2 corridor. These are in the region of £214,000 per annum.

3.8 The services were tendered as individual journeys with a view of increasing competition and providing the best value for money options.

3.9 The journeys tendered avoided any direct or obvious claims of abstraction (*‘abstraction’ – ‘where a service receiving state aid is seen to compete for passengers with a service operated on a commercial basis. This is contrary to the relevant legislation’*).

3.10 The journeys were tendered in a way that was likely to result in additional travel opportunities being provided through commercial positioning journeys required to facilitate the provision of the tendered services.

4. SUNDAYS AND BANK HOLIDAY SERVICES

4.1 The Sunday and Bank Holiday services on the Aberystwyth – Bangor and Barmouth – Wrexham routes have been retendered to align with the same timeline as Monday – Saturday services.

- 4.2 The incumbent operators were successful in retaining these contracts.
- 4.3 The travelling public will see no change therefore to the Sunday and Bank Holiday services on these corridors.
- 4.4 These services are paid for by the local Authorities on the route on a previously agreed mileage based formula.

5. PASSENGER PERCEPTION

- 5.1 The demise of what was a well established brand and service is unlikely to be well received initially.
- 5.2 The timeline from receiving confirmation of the withdrawal of the Arriva commercial services on the route and completing the procurement process was especially challenging. Tenders closed only 10 days prior to the services becoming operational. This meant that communicating details of the services, including timetables and operators was particularly difficult.
- 5.3 Details of the new services can be found at:
http://www.gwynedd.gov.uk/gwy_amserlen_bws.asp?rhif_gwasanaeth=T2
- 5.4 It will take time for passengers, and other stakeholders, to understand that while there has been a reduction in the number of through services that connecting services do provide journey opportunities along the length of the corridor. Previous evaluation of journey data showed that only 16% of journeys were over what could be described as longer distance.
- 5.5 The use of different service numbers on various sections of the corridor is not helpful for those wanting to make longer distance journeys. These, in the most, apply to commercially operated services with a local focus (X28,X27,35,X1,1B). As such Gwynedd Council is not in position to directly influence or impose changes to these.
- 5.6 As with any change to bus services some may see the new arrangements as better meeting their requirements while others will not.
- 5.7 Some localised concerns relating to commercial services on the corridor (Express Motors not serving Gellilydan as a matter of course - request only) have already emerged. In general, Gwynedd Council where possible, will attempt to positively influence operators to satisfy local needs.

6. THE FUTURE

- 6.1 The tendered services recently procured, operational from the 24 of September 2012, are to be operational until the 1 of November 2014. It is intended that this allows the Welsh Government and the local Authorities on the route an opportunity to appraise requirements on the corridor. There is also an aspiration to establish a new Statutory Quality Bus Partnership Scheme for the corridor, using powers under Section 114 of the Transport Act 2000 Act (as amended).

Gwynedd School Transport

1. INTRODUCTION

1.1 Local Authorities have a statutory obligation to provide free travel to and from school for eligible learners. Gwynedd Council discharge this duty by providing free transport to learners who live in the County and who have registered in a school or unit maintained by the Council under the following circumstances:

- Primary schools – for learners who live 2 miles or more from the school in their catchment area, or the nearest school.
- Secondary schools – for learners who live 3 miles or more from the school in their catchment area, or the nearest school.
- Learners with special educational needs or disabilities in accordance with the recommendations of the Special Educational Needs Joint Committee.

1.2 It is expected for learners in primary and secondary schools (except those with special educational needs or disabilities) to walk up to 2 miles to meet any transport provided by the Authority.

1.3 In cases where a walking route is deemed to pose an unreasonable risk, taking into consideration a range of factors, free travel is provided by the Authority.

2. HOW GWYNEDD COUNCIL DISCHARGES ITS DUTY

2.1 The Authority discharges its duty for eligible learners in a number of ways including:

1. 'Closed' education bus contracts.
2. 'Closed' education taxi contracts
3. Payment for seats on commercial bus services (a. either on basis of a set amount per learner (£1.50 school pupil / £2.20 per college student) or as b. a tendered 'job price'.
4. Contribution, based on numbers of learners, to a sum that supports a local bus service
5. A payment, based on a mileage rate, currently £0.30 per mile, to parents.

2.2 The average cost associated in providing arrangements made through 1, 2, 3b and 4. differ considerably in relation to various areas / routes. This is due to the services being procured through a tendering process which in terms of transport services takes into account such things as the specified route and the distance, amount of 'dead' mileage, type of vehicles suitable for a route and competition in the local market.

2.3 The Integrated Transport Unit is charged with procuring the services that comply with the relevant policies and legislation in the most efficient and cost effective way possible on behalf of the Authority.

3. LEARNERS NOT ELIGIBLE TO FREE TRANSPORT

- 3.1 Learners, not eligible for free transport, can benefit from opportunities to travel by public transport, train as well as bus in some cases, to their place of education. These arrangements apply to pupils who live within the designated distance or who chose to attend a school other than their nearest or catchment area school.
- 3.2 For local bus services operated on behalf of the Authority a long standing arrangement has been in place whereby pupils pay a nominal £0.30 single fare for travel when they live within the 2/3 miles of their school.
- 3.3 For closed education bus services a 'vacant seat scheme' is available whereby learners can pay a fixed fee of £25 (within catchment) / £50 (outside catchment) per term for travel utilising spare capacity on vehicles. This arrangement is only afforded where spare capacity exists.
- 3.4 Some learners will already pay a commercial fare, be it on a single/ return basis or other ticket offering as introduced by bus companies to satisfy the demand.
- 3.5 A principle applies whereby the availability of transport for those learners not eligible for free travel, should in no way incur additional costs to the Authority.

4. CONCLUSION

- 4.1 The various arrangements in place do mean there is a disparity in the availability of travel opportunities for ineligible learners depending on the particular area where they live or the route to school. This generally reflects the local bus network and is applicable and affects the opportunities for travel available to the wider society in the County also.
- 4.2 Due to changes in the way bus services are operated and increasing scrutiny of service provision it is likely that these will have an impact on those ineligible pupils who travel by local bus services to education. This is especially true for services operated on a 'commercial' basis as bus companies will be seeking to charge a commercial fare for travel. In such circumstances the Authority is not in a position to influence the decision of those companies with regards setting fares
- 4.3 The ongoing passenger transport review considers the various elements relevant to the matter, as outlined in this report. The review seeks to redress any examples, where the Authority has an ability to influence, of inconsistencies in regards the practical implementation of the relevant policies.
- 4.4 The review and wider impacts of interventions relating to local bus services are likely to have considerable consequences. These will include the availability of travel opportunities for ineligible learners as well as the associated fares charged. In terms of applying policy the outcomes are justified however these are unlikely to receive a positive response from stakeholders on what is an especially emotive and sensitive matter.

**TAFLEN BENDERFYNIAD AELOD CABINET
CABINET MEMBER'S DECISION NOTICE**

PWNC/SUBJECT:

Canllawiau Cynllunio Atodol (CCA) Drafft Ymgynghorol Ynni Gwynt ar y Tir

Consultation Draft Supplementary Planning Guidance (SPG) Onshore Wind Energy

AELOD CABINET/CABINET MEMBER Cyngorydd John Wyn Williams

PENDERFYNIAD/DECISION

Adroddiad i fynd allan i ymgynghoriad gan yr Arweinydd Cabinet a'r canlyniadau i'w hadrodd yn ol i'r Cabinet ffurfiol am benderfyniad.

Circulate the report by the Cabinet Leader for consultation and report back to the formal Cabinet for a decision.

RHESYMAU DROS Y PENDERFYNIAD/REASONS FOR THE DECISION

Er mwyn i'r Canllaw gael statws fel ystyriaeth cynllunio perthnasol wrth ystyried ceisiadau cynllunio mae'n ofynnol i'r ddogfen fod yn destun ymgynghoriad cyhoeddus a bod ystyriaeth wedi cael ei roi i'r sylwadau gafodd eu cyflwyno.

So that the Guidance can be regarded as a material planning consideration for development control purposes the document must be subject to public consultation and that the submitted comments are considered.

YSTYRIAETHAU PERTHNASOL/ RELEVANT CONSIDERATIONS

Mae gan ynni gwynt rôl bwysig i chwarae i gyfrannu i leihau neu addasu i ardrawiadau andwyol newid hinsawdd. Fe all ddod a buddiannau cymdeithasol ac economaidd trwy greu gwaith yn y diwydiannau cynhyrchu, adeiladu a chynnal.

Cafodd CCA drafft ei baratoi gan yr Uned Polisi Cynllunio ar y Cyd Gwynedd a Môn ac mae'n cefnogi ac egluro'r polisi presennol yng Nghynllun Datblygu Unedol Gwynedd, sef Polisi C26, sy'n ymwneud a datblygiad ynni gwynt ar y tir. Er mwyn i'r CCA gael statws fel ystyriaeth cynllunio berthnasol mae'n ofynnol i'r CCA fod yn destun ymgynghoriad cyhoeddus cyn iddo gael ei fabwysiadu gan y Cyngor.

Cafodd y pwnc ei ystyried yng nghyfarfod y Cabinet anffurfiol ar 17/10/12. Pan gaiff y penderfyniad uchod ei gadarnhau bydd yr Uned Polisi Cynllunio ar y Cyd yn gwneud trefniadau i gynnal ymgynghoriad cyhoeddus am y ddogfen i gychwyn yn ystod mis Tachwedd 2012, ac yn cymryd y camau isod i godi ymwybyddiaeth am yr ymgynghoriad cyhoeddus hwnnw:

1. roi rhybudd yn y papurau lleol;
 2. gyrru gwybodaeth i nifer o randdeiliaid statudol er mwyn cael eu barn am gynnwys y ddogfen. Mae'r rhanddeiliaid statudol yma'n arbenigo mewn meysydd all gael eu heffeithio gan ddatblygiad melin wynt;
-

-
3. gyrru gwybodaeth i Gyngorau Cymuned/ Tref/ Dinas;
 4. gyrru gwybodaeth i unigolion a grwpiau sydd wedi dangos diddordeb yn y maes yma;
 5. roi gwybodaeth am yr ymgynghoriad ar wefan y Cyngor.
 6. ymchwilio i'r posibilrwydd o gynnwys gwybodaeth yn 'Newyddion Gwynedd'

Wind energy has an important role to play contributing to reducing or adapting to the harmful effects of climate change. It can bring social and economic benefits by creating jobs in the manufacturing, construction and maintenance industries.

A draft SPG was prepared by the Anglesey and Gwynedd Joint Planning Policy Unit and it supports and clarifies the existing policy included in the Gwynedd Unitary development Plan, i.e. Policy C26, which deals with onshore wind energy development. In order for the SPG to gain status as a material planning consideration the SPG must be subject to public consultation before it is adopted by the Council.

The topic was considered by the informal Cabinet's meeting on the 17/10/12. When the above decision is confirmed the Joint Planning Policy Unit will make the necessary arrangements to undertake a public consultation about the document to start during November 2012, and will take the following steps to raise awareness about the public consultation

1. *include a notice in local papers;*
2. *send information to a number of statutory consultees in order to obtain their views about the document. These statutory consultees specialise in matters that may be affected by a wind turbine development;*
3. *send information to Community/ Town/ City Councils;*
4. *send information to individuals and groups that have shown an interest in the matter;*
5. *provide information about the consultation on the Council's website;*
6. *look into the possibility of including information in 'Newyddion Gwynedd'*

BARN Y SWYDDOGION STATUDOL/VIEWS OF STATUTORY OFFICERS

1. Y Prif Weithredwr/Chief Executive:-

Yn amlwg, mae datblygiadau yn y maes ynni gwynt yn medru bod yn gynhennus ac mae'n bwysig bod polisi'r Cyngor yn eglur ar y mater a'i fod yn cymryd ystyriaeth o farn y cyhoedd. Mae'r ymgynghoriad arno'n allweddol felly. Rwy'n ymwybodol hefyd bod y Pwyllgor Craffu Cymunedau yn awyddus i edrych ar y mater hefyd./ Obviously, wind energy development can be a contentious issue and it is important that the Council's policy takes account of the public's views on the matter. Consultation about the matter is therefore important. I am also aware that the Communities Scrutiny Committee is keen to examine the matter as well.

2. Swyddog Monitro/ Monitoring Officer:-

Dim i'w ychwanegu o ran priodoldeb / Nothing to add regarding propriety

3. Prif Swyddog Cyllid/Chief Finance Officer:-

Dim i'w ychwanegu o ran priodoldeb ariannol/ Nothing to add regarding

financial propriety.

BARN YR AELOD LLEOL/VIEW OF LOCAL MEMBER

Dim yn berthnasol gan nad yw'r mater yn ymwneud ag ardal benodol o'r Sir

Not applicable since the matter does not relate to a specific area within the County

LLOFNOD /SIGNED

A handwritten signature in black ink, appearing to be 'S. D. G. W.', written over a light grey rectangular background.

DYDDIAD/DATE

23.11.12



CYFEILLION LLŶN

Cadeirydd: Elfed Gruffydd,
24, Min y Môr,
Pwllheli,
Gwynedd.

Ysgrifennydd: Gillian Walker,
Tan y Castell,
Sarn Mellteyrn,
Pwllheli,
LL53 8EY.

Dwyfor Area Committee.
16th Sept, 2012.

Dear Dwyfor Councillors,

Ref: Wind turbines - Pen Llŷn

We kindly ask you to discuss this issue as a matter of urgency.

The Countryside and Rights of Way Act 2000 places a statutory obligation on each and every Councillor personally to safeguard or enhance the natural beauty of the Llŷn Peninsula. Cyfeillion Llŷn is a member of the Joint Committee of the AONB Llŷn and we are totally convinced that the magnificent beauty of the specially designated area of Pen Llŷn is seriously threatened by the development of wind energy. Wind turbines are industrial structures that are completely alien to the natural landscape of the peninsula. Therefore, we ask you kindly to discuss this matter as one of urgency in your meeting tonight. If no urgent steps are taken there will be significant further harm to the AONB Llŷn and the views of the landscape from within and from outside the AONB.

Gwynedd Council has robust policies in place that limit development to within village boundaries it is these policies that protect us from the negative effects of over development and major industries. The area has been designated as 'Landscape Conservation Area' and 'Landscape of Outstanding Historic Interest' as well as AONB as well as several other designations which confirms that the area has very special qualities that need protection. There are also policies and laws in place that will ensure that we will do so. It is because of these laws and policies that planning permission for a dormer window has been refused in the past, because of the detrimental effect on the landscape and character of the area.

Nevertheless, it is now apparent that there are shortcomings in the current system because turbines of up to a height of 34 meters have been allowed, and there are about 50 applications for turbines in Arfon and Dwyfor at the moment, with several of them higher

than 70 meters. One of the biggest shortcomings is that the Council has failed to issue a Supplementary Planning Guidance, which would provide details on the specific policy for wind turbines, which is policy C26. There is no such definition on issues as basic as - what is the size of a small turbine, or what within several miles of the boundary of the designated area of a certain size turbine would have an impact on the setting of the designated area.

Therefore we ask you to support our request to the Officers and Councillors of Gwynedd Council:

- 1) from now on to act in accordance with the law and local and national policies that are already in place in order to safeguard the natural beauty and unique character of the area from the harmful effects of wind turbines;
- 2) to ensure that a Supplementary Planning Guidance will support policies B8, B10, B12 and C26 by having clear definitions that will secure that the natural beauty and unique character of the area is conserved and enhanced;
- 3) to act with Cyfeillion Llŷn and other similar bodies to ensure that every necessary step is taken to conserve the areas in the close proximity to Llŷn AONB that are of high landscape quality and which deserve to be included within the AONB according to the LANDMAP assessment, as referred to in Policy 3.3.5.

It is hoped that the Officers, Councillors of Gwynedd and Cyfeillion Llŷn are able to proceed together to safeguard our inheritance and its beauty for future generations.

Yours sincerely,

Gillian Walker

(Sec.)