



Notice of meeting of

Scrutiny Management Committee

To: Councillors Kirk (Chair), Merrett (Vice-Chair), Blanchard, Cuthbertson, Hill, Hyman and Livesley

Date: Monday, 25 September 2006

Time: 5.00 pm

Venue: Guildhall

AGENDA

1. Declarations of Interest

At this point in the meeting, Members will be invited to declare any personal or prejudicial interests they may have in the business on the agenda.

2. Minutes p1

(Pages 1 - 8)

To approve and sign the Minutes of the meetings of Scrutiny Management Committee held on 24 July and 4 September 2006.

3. Public Participation

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Friday 22 September 2006 at 10.00am.

**4. Schedule of Registered Scrutiny Topics (Pages 9 - 32)
Available for Review (5.05 –6pm)**

- (A) **TOPIC 135 – HIGHWAYS MAINTENANCE PROCUREMENT PROCESS** To consider an officer presentation and the views of Councillor Simpson-Laing in relation to the above registered scrutiny topic, prior to determining whether to allocate the topic to the schedule of registered topics available for review. {Topic Registration form and Feasibility report attached for Members of the Committee only. These papers are otherwise available on the Council website under the meeting of Scrutiny Management Committee for June 2006}
- (B) **TOPIC 129 LOCAL TRANSPORT PLAN 2** To consider the views of Councillor Simpson-Laing in relation to the above registered scrutiny topic, prior to determining whether to allocate the topic to the scheme of registered topics available for review. {Topic Registration form and feasibility report attached for Members of the Committee only. These papers are otherwise available on the Council website under the meeting of Scrutiny Management Committee for 4 September 2006}
- (C) **SCHEDULE OF REGISTERED SCRUTINY TOPICS**
To consider whether or not to proceed to allocate any of the registered topics, listed on the attached schedule, for review, as requested at the last meeting of the Committee. To receive also outstanding comments in relation to registered topic no. 138 relating to key strategic partnership working.

5. Reducing Carbon Emissions Scrutiny Sub-Committee - Final Report (6.00 – 6.30pm) (Pages 33 - 144)

To consider the final report of the above Scrutiny Sub-Committee, following further revision by the Sub-Committee at its last meeting on 13 September 2006. [Report attached for Members of the Committee only, incorporating revisions made at the last Sub-Committee. Otherwise the report is available on the Council website under 'Reducing Carbon Emissions Scrutiny Sub-Committee' for 13 September 2006].

Would Members please note the schedule of Officer comments on implications arising from the review will be circulated to all Members of SMC and the Ad-hoc Sub-Committee prior to the meeting of SMC.

6. Recycling & Re-Use Scrutiny - Final Report (6.30 – 7pm) (Pages 145 - 194)

To consider the draft final report of the above Scrutiny Sub-Committee which meets on 18 September 2006, containing its proposed recommendations for the Executive. [Report attached for Members of the Committee only. Otherwise the report is available on the Council website under Recycling & Re-Use Scrutiny Sub-Committee for 18 September 2006.]

Would Members please note any revisions to the report or recommendations within it made at the Sub-Committee meeting on 18 September will be circulated to all Members of SMC and the Sub-Committee prior to the meeting of SMC, together with the schedule of implications identified by officers.

7. Any other business which the Chair decides is urgent under the Local Government Act 1972

Democracy Officer:

Name: Dawn Steel

Contact details:

- Telephone – (01904) 551030
- E-mail – dawn.steel@york.gov.uk

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

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

City of York Council

Committee Minutes

MEETING	SCRUTINY MANAGEMENT COMMITTEE
DATE	24 JULY 2006
PRESENT	COUNCILLORS KIRK (CHAIR), MERRETT (VICE-CHAIR), BLANCHARD, CUTHBERTSON AND HYMAN
APOLOGIES	COUNCILLORS HILL AND LIVESLEY
IN ATTENDANCE	COUNCILLOR HALL {FOR MINUTE NO. 7 BELOW ONLY}

4. DECLARATIONS OF INTEREST

The Chair invited Members to declare any personal or prejudicial interests which they might have in the business on the agenda. The following Members declared interests as follows in relation to agenda item 4 (Education Scrutiny Committee – Report on Extended Schools Service in York):

Councillor Hyman, personal interest as a governor of Huntington Primary School

Councillor Merrett, personal interest as a father with a daughter undergoing primary school education in York.

Councillor Cuthbertson, personal interest as governor of both Huntington and Headlands Primary Schools.

5. MINUTES

RESOLVED: That the minutes of the meeting held on 26 June 2006 be approved as a correct record and signed by the Chair.

6. PUBLIC PARTICIPATION

The Chair reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

7. EDUCATION SCRUTINY COMMITTEE - REPORT ON THE EXTENDED SCHOOLS SERVICE IN YORK (30 MINUTES)

Members received a report which asked them to consider the final report of the Education Scrutiny Committee into the extended schools service in York.

A revised version of the final report, with corrections to typographical errors, had been circulated to Members.

The review had focused on:

- Provision in primary schools;
- A range of schools of different sizes with differing needs; and
- Different types of provision aimed at meeting the varying needs of schools in York

Councillor Hall presented the report and findings as Chair of the Committee and responded to Members questions. Members went through each of the recommendations in turn, suggesting minor revisions to recommendation 4 and, the content of the report and culminating in a commitment to review the scrutiny in March 2008.

RESOLVED: Members noted the final report of the Education Scrutiny Committee, endorsed the following recommendations, with the inclusion of a 'flexible' and 'affordable' lettings policy in recommendation 4 below:

- (i) the model of extended schools provision be reviewed by the Director of Children's Services by September 2006, in order to realign it with and properly reflect the core offer of May 2006;
- (ii) schools to be supported by the Director of Children's Services by creating profiles of local community need, in order to assist the development of community services by September 2007;
- (iii) support for the Government target of ensuring all schools become extended schools by 2010, with appropriate training and support being provided for school staff and governors in York;
- (iv) encouraging the operation of a flexible and affordable lettings policy to accommodate extended school and community activities;
- (v) support for clustering of schools in order to develop services and business support which extends provision;
- (vi) support a bid to become a Pathfinder authority to support for shared foundation partnerships by improve parenting support;
- (vii) accept invitation to be Pathfinder authority in order to look at developing longer free sessions for 3 & 4 year olds in education, care and play; and
- (viii) extended schools provision to be reviewed by scrutiny in March 2008

REASON: In order to meet the constitutional requirements for Scrutiny Management Committee.

8. UPDATE REPORT RE: OUTSTANDING SCRUTINY REVIEWS FOR COMPLETION (30 MINUTES)

Members received a report which updated them on progress with regard to the completion of outstanding scrutiny reviews and presented the draft final report of the Planning Guidance and Sustainable Development Scrutiny Sub-Committee for their consideration.

A revised version of the above draft final report, with corrections of typographical errors, had been circulated to Members. A briefing note on the implications of the draft report for Building Control staffing levels was tabled at the meeting.

Members then made the following comments on the report as currently drafted:

- Simplify the language and structure of the report to ensure it is user friendly;
- Clarify the context of the work in relation to the Local Plan and in particular to Special Planning Guidance

Members then discussed progress relating to the outstanding reviews in some detail with a view to being in a position at the next meeting to clarify exactly what work remained to be done.

- RESOLVED:
- (i) That the completion of the work of the former Environment & Sustainability Scrutiny Board relating to 'sustainable street lighting' be noted and any recommendations agreed by the Executive in due course be scheduled for monitoring;
 - (ii) That the request of the Ad-Hoc Housing Scrutiny Sub-Committee to extend its work on the Housing topic Reducing Carbon Emissions in York's Housing, with a view to completing the review for report back to Scrutiny Management Committee at its September meeting, be agreed;
 - (iii) That a revised draft final report in relation to the review on 'Guidance on Sustainable Development' be submitted to the October meeting of the Committee, as indicated above;
 - (iv) That a further report be received at the next meeting in relation to progress with the former Commercial Services Board review on community recycling and re-use in York, giving, at least, a clear indication of the residual work involved to complete the review.

REASON; To facilitate proper completion of the work of the former Boards (Planning & Transport, Housing and Commercial Services) and provide realistic timescales for consultation on any proposed recommendations.

9. SCRUTINY ANNUAL REPORT 2005/06 (15 MINUTES)

Members received a report which set out the initial draft of the Annual Scrutiny Report for 2005/6 which constitutionally Scrutiny Management Committee was responsible for producing every year, as part of its performance reporting and monitoring function.

It was noted that some submissions from former Chairs for Scrutiny Boards were still outstanding and further deadlines had been given for completion of their outstanding contributions. The final Annual Report would be submitted to Council in October.

RESOLVED: That the progress to date with the preparation of the Annual Report be noted, the content as currently included be approved and the final proposed version be agreed in consultation with the Chair and Vice-Chair, as previously approved, for onward submission to full Council in October.

REASON: To enable the Annual Report to be published and constitutional requirements to be met.

10. WORK PLANNING AND MONITORING FOR SCRUTINY REVIEWS (20 MINUTES)

Members received a report which set out an initial strategy for developing a work plan for scrutiny reviews to enable topics to be assessed for feasibility against some agreed criteria and to monitor progress in relation to new, ongoing and completed reviews.

Members discussed both the proposed eligibility criteria and database for monitoring scrutiny progress and information. In addition, to some of the proposed draft criteria, Members suggested the criteria should cover areas of poor performance and general accountability, to ensure all aspects of scrutiny were addressed.

RESOLVED: That the proposals for creating a more structured work planning environment for scrutiny be noted to assist in managing the scrutiny function and a further report be received in due course on the framework of operation, including the proposed eligibility criteria.

REASON: To establish some agreed processes within which the scrutiny function could operate.

11. SCRUTINY MANAGEMENT COMMITTEE FORWARD PLAN 2006/07 (5 MINUTES)

Members received the Scrutiny Management Committee Forward Plan for 2006/07.

RESOLVED: That the Forward Plan be noted and further consideration be given at the next meeting to the list of topics registered.

REASON: To inform Members.

Councillor M Kirk, Chair

[The meeting started at 6.10 pm and finished at 7.30 pm].

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MEETING	SCRUTINY MANAGEMENT COMMITTEE
DATE	4 SEPTEMBER 2006
PRESENT	COUNCILLORS KIRK (CHAIR), MERRETT (VICE-CHAIR), BLANCHARD, HOLVEY, HILL, HYMAN AND LIVESLEY
APOLOGIES	COUNCILLORS CUTHBERTSON
IN ATTENDANCE	COUNCILLOR HOGG FOR MINUTE NO.15 BELOW

12. DECLARATIONS OF INTEREST

No interests were declared by Members relating to the business of the meeting.

13. PUBLIC PARTICIPATION

The Chair reported that there had been no registrations to speak at the meeting.

14. PROPOSED NEW SCRUTINY TOPICS: – RESULTS OF FEASIBILITY STUDIES

Members considered a report giving details of the registration forms received and feasibility reports prepared relating to 3 new topics submitted. The topics were:

- No. 138 Key Strategic Partnership Working
- No. 139 Local Transport Plan 2
- No. 140 Parking, Paving & Verges

Members discussed each of the topics in detail, with a view to determining whether or not, at this stage, they should be added to the list of registered topics for consideration as soon as capacity became available on completion of the remaining outstanding reviews. In the light of their discussions, Members approved the following arrangements:

No. 138 Key Strategic Partnership Working – agreed to add to the list provided the scope of any review which might be agreed in the future be restricted to focus upon a small number of key partnership, such as the Local Strategic Partnership (LSP) or health/police sector partnerships.

No. 139 Local Transport Plan 2 – deferred for consideration at the next meeting, prior to reviewing the main list of registered topics, to enable Councillor Simpson-Laing to address the meeting, as topic registree.

No. 140 Parking, Paving & Verges – agreed not to allocate to the list on the basis that the issues raised in the topic registration were actually

already covered by an agreed policy. It was, therefore, a matter of policy enforcement in the Committee's view. Moreover, the new Constitution now required appropriate Ward Member consultation to be undertaken by officers before making certain decisions.

- RESOLVED:
- (i) That topic 138 be allocated to the full list of registered topics, as set out above;
 - (ii) That topic 139 be deferred to consideration at the next meeting, prior to consideration of the full list of registered topics, as set out above; and
 - (iii) That topic 140 be rejected for the reasons outlined above.

15. PROPOSED NEW SCRUTINY TOPICS: PUBLIC ART (NO 137)

Members considered a report, giving the topic registration details for No. 137 on Public Art. A feasibility study had previously been considered by Members, which had given rise to them calling for Councillor Hogg and relevant Officers to address them to justify the basis for any review, given there was an existing policy requesting 1% of the total cost of any new development be set aside for public art.

A detailed discussion took place on the value of proceeding to potential review with this topic and on balance, Members felt that it had sufficient merit to be added to the full list of registered topics at this stage, on the basis that the existing policy could be reviewed to assess how it could be realistically achieved and made fit for purpose.

RESOLVED: That topic No. 137 be added to the full list of registered topics for consideration at the next meeting.

Councillor Kirk, Chair
[The meeting started at 5pm and finished at 6.15pm].

**Agenda Item****Scrutiny Management Committee****25 September 2006****Report of the Head of Civic, Democratic and Legal Services****Schedule of Registered Scrutiny Topics****Summary**

1. This report asks Members to consider a report on the scrutiny topics which have been registered but not yet taken forward. They are asked to make recommendations as to which ones could be the subject of Ad Hoc Scrutiny Sub-Committees either immediately or in the rest of the municipal year.

Background

2. At present there are 10 outstanding scrutiny topics, i.e. for various reasons, they have not been progressed through the scrutiny process but have not been ruled out as a potential scrutiny topic for progression at a later date.
3. A list showing these topics plus those that have been decided upon or referred to other bodies is attached at Annex A. Copies of relevant registration forms and feasibility reports will be available at the meeting, if required, to refresh Members' memories of the comments made in relation to each topic on the list. Those Members who originally registered the topics on the list have been invited to review their registrations and make additional or new comments they feel necessary given the amount of time which has elapsed since original registration of some of these topics. Any further information received will be reported to Members at the meeting.
4. The outstanding topics may be progressed by an Ad Hoc Sub Committee, kept pending for progression at a later stage or closed.
5. Topic 135 on Annex A was discussed by this committee on 26 June and members requested further information from relevant officers. Paul Thackray, Head of Highway Infrastructure will attend to discuss with members the feasibility of this topic. Cllr Simpson-Laing who registered the topic has been invited to put

the case for progressing it further.

6. Further information has been received from the Head of Performance Improvement regarding Topic 138, this can be found at Annex B. This topic was originally discussed on 4 September.
7. Topic 139 was also discussed on 4 September and Cllr Simpson-Laing who proposed it has been invited to put the case for its progression at this meeting.

Consultation

8. Consultation with relevant officers and Executive Members was been carried out when these topics were originally registered and is reflected in the feasibility reports for each topic.

Options

9. Having regard to the topic registration forms and feasibility reports members may decide to:
 - Not progress the topic further, giving reasons
 - Retain topics on the list of those available for progression to an Ad Hoc Sub Committee pending resources becoming available at a later date.
 - Form an Ad Hoc Sub Committee to consider any agreed suitable topics.

Analysis

Current Scrutiny Resources

10. As Members will appreciate from other business on the agenda, depending on decisions made, some Scrutiny Officer capacity will become available to support new reviews in the light of completion of 3 of the 4 outstanding reviews .
11. Some work still remains to be completed on improving the final report of the former Planning and Transport Scrutiny Board relating to guidance on sustainable development. This remains the last outstanding review on report to Members.
12. As a rough guide to Members, it is considered that certainly 2 and possibly 3 new reviews (depending on remit and timescales) could immediately be resourced by the scrutiny team.

Corporate Priorities

13. Having a full and effective scrutiny programme, can only help contribute to the Council's overall aims to improve its organizational effectiveness. In considering whether to proceed with any reviews from the list, Members may, at this stage, wish to consider whether any fit with the Council's Corporate Priorities.

Implications

14. There are no known Financial, HR, Equalities, Legal, Crime and Disorder, IT or other implications associated with this report, other than any commitment of resources required to support any reviews agreed as indicated in paragraph 12 above.

Risk Management

15. In compliance with the Council's risk management strategy, there are no known risks associated with the recommendations of this report.

Recommendations

16. Members are asked to consider the outstanding scrutiny topics in line with the options above.

Reason: In order to carry out their responsibilities in managing the Scrutiny function in York

Contact details:

Author:

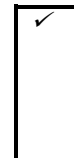
Barbara Boyce
Scrutiny Officer
01904 551714
barbara.boyce@york.gov.uk

Dawn Steel
Democratic Services Manager
01904 551030

Chief Officer Responsible for the report:

Suzan Hemingway
Head of Civic, Democratic and Legal Services

Report Approved



Date 15.09.06

Specialist Implications Officer(s) *None applicable*

Wards Affected:

All

For further information please contact the author of the report

Annexes

Annex A – List of registered scrutiny topics

Annex B – Further information concerning Topic 138

Background Papers None

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SCRUTINY TOPIC REGISTRATION FORM

Dear Reader

Scrutiny Members examine the decisions, policies and performance of the Council and make recommendations where they feel things could be improved for the citizens of York.

This non-Executive Member cross-party role was created by the Local Government Act 2000 which is all about modernising local government and creating better ways for citizens to be more involved in local decision making.

The scrutiny boards will consider possible suggestions about issues to look at from anyone, so long as these are not specific issues of an individual nature which should be taken up with a local Councillor or addressed through the Corporate Complaints system.

Scrutiny at York has already investigated things as diverse as the response to the 2000 floods, affordable housing, provision for young people in York, rail-side safety and street cleaning.

If you have a suggestion for something the scrutiny boards might consider, then please fill in this registration form and return it to us, either by post or by e-mail.

Madeleine Kirk

Cllr Madeleine Kirk
Chair, Scrutiny Management Committee



Annex A

SCRUTINY TOPIC REGISTRATION FORM

<p>SUGGESTED TITLE OF TOPIC</p> <p>Highways Maintenance Procurement Process</p>	
<p>ABOUT YOU Please fill in as many of the details as you are able to.</p>	
<p>Title (delete as applicable): Mr Mrs Miss Ms</p> <p>Other please state: Councillor</p>	
<p>First Name: Tracey</p>	<p>Surname: Simpson-Laing</p>
<p>Address: 21 Salisbury Road Leeman Road York YO26 4YN</p>	<p>Daytime Phone: (01904) 640947</p> <p>Evening Phone: (01904) 640947</p> <p>Email: cllr.tsimpson-laing@york.gov.uk</p>
<p>Are You (delete as applicable)</p> <ul style="list-style-type: none"> • A Resident of York • A Visitor • A City of York Councillor • A City of York Council Employee • A Representative of a Voluntary Organisation or Charitable Trust (if YES please tell us the organisations title and your relationship to the organisation below) • Other (please comment) 	<p>YES /</p> <p>/ NO</p> <p>YES /</p> <p>/ NO</p> <p>/ NO</p>

ABOUT YOUR PROPOSED TOPIC

Please write your responses to as many of the questions below as you are able to.

WHY DO YOU THINK THIS TOPIC IS IMPORTANT?

- Represents major potential savings to the Council which were identified in the original proposals in 2003.
- There have been major delays to this process which have not been properly accounted for and which the Labour Group estimates could amount to around £670'000 in lost savings.

DO YOU KNOW IF THIS TOPIC IS IMPORTANT TO OTHER PEOPLE? IF SO, WHO AND WHY?

- The issue is in the interest of the Council tax payer in terms of lost savings and higher than necessary Council Tax rises due to the effect on the budget situation.

WHAT DO YOU THINK SCRUTINY OF THIS TOPIC MIGHT CHANGE, DO OR ACHIEVE?

- Hold officers to account for the delays in the procurement process and resultant lost savings.
- Address the District Auditor's concerns that the Authority still needs to establish a strategic procurement policy.
- Establish an effective procurement strategy to ensure future procurement exercises are more effective.

DO YOU HAVE IDEAS ABOUT THE APPROACH SCRUTINY MEMBERS MIGHT TAKE TO YOUR SUGGESTED TOPIC?

- There is a need to understand the managerial decisions involved in the process, so a full review of the history of the process is required
- Speak to officers about the decisions made and delays in the process
- Examine best practice evidence from other local authorities who have established a more effective procurement practice.

WOULD YOU BE HAPPY TO TALK TO SCRUTINY MEMBERS ABOUT YOUR PROPOSED TOPIC AT FORMAL MEETINGS?

YES

PLEASE ENCLOSE ANY SUPPORTING DOCUMENTS OR OTHER INFORMATION YOU FEEL MIGHT BE USEFUL BACKGROUND TO THE SUBMISSION OF THIS TOPIC FOR CONSIDERATION.

OUR COMMITMENT TO YOU

Thank you for proposing a new scrutiny topic. As Members of the Scrutiny Management Committee and Scrutiny Boards we promise the following things;

- To advise you of any meetings where a decision will be taken as to whether to progress your topic and invite you to attend
- If Members would like you to speak in support of your topic at such meetings you will be notified and supported through the process by a Scrutiny Officer
- If you do not wish to speak you do not have to; your choice will not influence fair consideration of your topic.

Please return this form to the address below or send it by email. If you want any more information about Scrutiny or submitting a new topic for consideration then please contact the Scrutiny Team.

By Writing to:

The Scrutiny Services Team
C/o The Guildhall
York
YO1 9QN

Or Email: Scrutiny.services@york.gov.uk

Or Phone: 01904 552038

For Scrutiny Administration Only

Topic Identity Number

Date Received

SC1- date sent



Report on results of feasibility consultation

Registered topics: Highways Maintenance Procurement Process (no. 135)

This topic was registered by Cllr Tracey Simpson-Lang in April 2006. The following officers have been consulted about these topics and have provided a response based on their professional knowledge.

Response from Executive Member:

I think we need more information from about this and what exactly is meant e.g. a particular group of people or disability. Is it envisaged that this encompasses health and work opportunities etc. It is very vague at present.

Response from Performance Improvements Team:

In CPA terms a scrutiny report into Highways Maintenance would be relevant (also in terms of Performance Indicators) in the sense that CYC's performance on highways is an element of the Environment CPA service block, and there are a number of BVPIs around performance in this area.

Also, a scrutiny report into Procurement would be CPS relevant as CYC's approach to procurement (and wider approach to competition) is an element of the corporate assessment and the Use of Resources service block. Not relevant to Performance Indicators.

I would argue that putting the two together makes the topic too focussed and therefore not such a CPA relevant topic. Inspectors are more interested in the performance of highways or our approach to procurement, not errors that occurred in a particular procurement process for a particular service area.

Response from Neighbourhood Pride:

The highways procurement process can affect all wars in the city. The standards within the street environment are directly linked to York Pride. However I am unable to comment on the procurement process itself and the associated impact on the York Pride agenda.

Response from Marketing and Communications:

We are not aware of any media interest in the underlying issues highlighted by this topic. The media could become interested depending what the review reveals, however we are not sure if the coverage would be beneficial.

No market research has been done on this topic.

Response from Performance Monitoring Team:

Performance monitoring did not feel able to comment on this issue.

Response from Scrutiny Services

A scrutiny review on Sustainability and Social Responsibility in Procurement was completed by the former Resources Scrutiny Board in July 2005. A scrutiny review on

Report prepared by Barbara Boyce Scrutiny Officer Tel. 01904 551714	Report prepared June 2006
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For further information please contact the author of the report



SCRUTINY TOPIC REGISTRATION FORM

Dear Reader

Scrutiny Members examine the decisions, policies and performance of the Council and make recommendations where they feel things could be improved for the citizens of York.

This non-Executive Member cross-party role was created by the Local Government Act 2000 which is all about modernising local government and creating better ways for citizens to be more involved in local decision making.

The scrutiny boards will consider possible suggestions about issues to look at from anyone, so long as these are not specific issues of an individual nature which should be taken up with a local Councillor or addressed through the Corporate Complaints system.

Scrutiny at York has already investigated things as diverse as the response to the 2000 floods, affordable housing, provision for young people in York, rail-side safety and street cleaning.

If you have a suggestion for something the scrutiny boards might consider, then please fill in this registration form and return it to us, either by post or by e-mail.

Madeleine Kirk

Cllr Madeleine Kirk
Chair, Scrutiny Management Committee



SCRUTINY TOPIC REGISTRATION FORM

SUGGESTED TITLE OF TOPIC LTP2	
ABOUT YOU Please fill in as many of the details as you are able to.	
Title (delete as applicable):	
Other please state Cllr	
First Name: Tracey	Surname: Simpson-Laing
Address: 21 Salisbury Road Leeman Road York YO26 4YN	Daytime Phone: (01904) 640947 Evening Phone: (01904) 640947 Email: cllr.tsimpson-laing@york.gov.uk
Are You (delete as applicable)	
• A Resident of York	YES
• A Visitor	NO
• A City of York Councillor	YES
• A City of York Council Employee	NO
• A Representative of a Voluntary Organisation or Charitable Trust (if YES please tell us the organisations title and your relationship to the organisation below)	NO
• Other (please comment)	

ABOUT YOUR PROPOSED TOPIC

Please write your responses to as many of the questions below as you are able to.

WHY DO YOU THINK THIS TOPIC IS IMPORTANT?

-This issue is of vital importance to the people of York in terms of the proposals for the next five years and the longer term planning for the next fifteen years. We need to understand if the right strategy has been adopted given the failure to consult on strategic options.

-Need to avoid repeating any mistakes for LTP3

-Need to understand how certain schemes have been prioritised and see if adjustments to the strategy and spending profiles are needed to make the best use of LTP2 resources.

-The LTP2 has failed to include local actions to address air quality issues in the five areas of the City identified as being in breach of air quality standards.

DO YOU KNOW IF THIS TOPIC IS IMPORTANT TO OTHER PEOPLE? IF SO, WHO AND WHY?

The draft LTP2 itself has received extensive press coverage, and more generally, transport issues are of major public interest. There is strong public pressure on the council to address key transport issues – which is only likely to increase.

The LTP2 must be prepared in line with a strict schedule – which would therefore impose a clear timetable on the work of the scrutiny board on this topic.

WHAT DO YOU THINK SCRUTINY OF THIS TOPIC MIGHT CHANGE, DO OR ACHIEVE?

-It will analyse whether the LTP2 will deliver the anticipated results and what the effect the 7% growth in traffic will be on travel times, business and air quality issues.

-Identify why in terms of the 2005 APR the authority only received a 'fair' assessment and what is needed to avoid it in the future.

DO YOU HAVE IDEAS ABOUT THE APPROACH SCRUTINY MEMBERS MIGHT TAKE TO YOUR SUGGESTED TOPIC?

The Scrutiny Board should play an active part in consulting with residents. In addition they should meet with experts and interest groups in York (cycling groups, bus users, businesses etc) to hear first hand their views on the plan and what they would like to see in terms of action on transport in the City in future.

WOULD YOU BE HAPPY TO TALK TO SCRUTINY MEMBERS ABOUT YOUR PROPOSED TOPIC AT FORMAL MEETINGS?

YES

PLEASE ENCLOSE ANY SUPPORTING DOCUMENTS OR OTHER INFORMATION YOU FEEL MIGHT BE USEFUL BACKGROUND TO THE SUBMISSION OF THIS TOPIC FOR CONSIDERATION.

OUR COMMITMENT TO YOU

Thank you for proposing a new scrutiny topic. As Members of the Scrutiny Management Committee and Scrutiny Boards we promise the following things;

- To advise you of any meetings where a decision will be taken as to whether to progress your topic and invite you to attend
- If Members would like you to speak in support of your topic at such meetings you will be notified and supported through the process by a Scrutiny Officer
- If you do not wish to speak you do not have to; your choice will not influence fair consideration of your topic.

Please return this form to the address below or send it by email. If you want any more information about Scrutiny or submitting a new topic for consideration then please contact the Scrutiny Team.

By Writing to:

The Scrutiny Services Team
C/o The Guildhall
York
YO1 9QN

Or Email: Scrutiny.services@york.gov.uk

Or Phone: 01904 552038

For Scrutiny Administration Only

Topic Identity Number 139
Date Received 22 May 2006
SC1- date sent

Report on Results of Feasibility Consultation

Registered Topic: LTP2 (No 139)

This topic was registered by Cllr Tracey Simpson-Laird in May 2006. The following officers and/or members have been consulted about these topics and have provided a response based on their professional knowledge.

Response from the Executive Member for City Strategy

I feel that that there is no real value in progressing the LTP 2 as a Scrutiny Topic. As LTP 2 has been formally adopted by the Council and submitted to the Department for Transport (DfT) and it is difficult to see how a Scrutiny Review of it would add any real value.

Provisional LTP 2 received a 'very promising' status from the DfT, making it officially in the top 16 in the country and there is no reason to suspect that mistakes have been made. As with LTP1, the format and process may change in line with changes to national transport policy over the 5 year period as required by the DfT. Delivery of the LTP 2 strategy is continually reviewed through approval of the capital programme at EMAP - this therefore gives an arena for any changes and discussion of existing and future.

On the specific points in the Topic Registration Form:-

“We need to understand if the right strategy has been adopted given the failure to consult on strategic options.”

The strategies that were chosen in the LTP2 were based on extensive public consultation which included the successful Tell Ann Campaign (covering all Ward Committee and Parish Councils), extensive distribution of questionnaires and face to face meetings with key stakeholders and residents for which the council was praised by the DfT. In addition when DfT disseminated good practice regarding public consultation, York was used as an example of just that, in DfT presentations to other Local Authorities. The LTP seeks to establish the individual strategies from which an emerging overall strategy will be developed. It needs to be flexible enough for the strategy to change with circumstances e.g the amount of funding the council receives or the emerging regional. LTP should not be looked at in isolation from other, wider, initiatives.

“Need to avoid repeating mistakes for LTP3”

This presumes we have made some, I would be interested to know where.

“Need to understand how certain schemes have been prioritised and see if adjustments to the strategy and spending profiles are needed to make the best use of LTP2 resources.”

Our priorities are set by the need to address a number of different issues. To a large extent these are set for us by the need to achieve targets within the LTP and therefore secure future funding based upon our performance. This very much restricts how and where we commit resources. The LTP itself sets out our spending profile over the 5 year period against which we are measured. Programmes are put together to meet strategic as well as local demands. Members have had the opportunity of shaping those programmes through the capital programme process.

“The LTP2 has failed to include local actions to address air quality in the five areas of the City identified as being in breach of air quality standards”

Our approach is to address the underlying cause of the poor air quality, less polluting vehicles, reductions in congestion, promotion of more environmentally acceptable vehicles, promotion of public transport, cycling and walking rather than introduce restrictions that would only redirect the problem somewhere else

“The LTP2 must be prepared in line with a strict schedule – which would therefore impose a clear timetable on the work of the scrutiny board on this topic.”

As already stated LTP2 has already been approved by Council and submitted to DfT in line with their timetable. If this is this an attempt to put together a process for delivering the plan then I think the way it is reported to Members already does this.

“This Scrutiny topic will analyse whether LTP will deliver the anticipated results and what the effect the 7% growth in traffic will be on travel times, business and air quality issues.”

We have set targets in the LTP against which we will be measured. Our ability to achieve those targets will depend upon the soundness of the various strategies, our ability to deliver them and the resources provided.

“Identify why in terms of the 2005 APR the authority only received a ‘fair’ assessment and what is needed to avoid it in the future.”

The reasons were highlighted by the DfT and are being addressed as LTP2 progresses.

“The Scrutiny Board should play an active part in consulting with residents.”

This must be for the Board to decide if this topic goes ahead. However, a new round of consultation on the LTP (if based on the previous extensive consultation) would require significant staff time which could be put to far better use developing proposals for addressing the issues through the adopted strategies in the LTP.

The issues have brought to Members on several occasions and continue to do so at regular intervals and there has been ample opportunity for Members to question and shape the process and content.

Response from Marketing and Communications

In July 2005, York's provisional five year Local Transport Plan (LTP) was submitted to the Department for Transport. The provisional plan highlighted issues that arose from the first stage of consultation undertaken in 2004. The main findings from this consultation revealed that reducing congestion, improving access to jobs, education and leisure and improving health by helping more people to walk and cycle are the city's top three priorities for transport policy.

To evaluate whether the draft plan reflects the needs of the city and how effective it will be at cutting traffic, improving accessibility and health, a consultation programme was drawn up to consult residents and local businesses (LTP2). In October 2005 residents and local business were invited to comment on the Plan via a self-completion survey. The surveys were posted to 351 local businesses in the city and residents were able to complete a survey at ward committee meetings or by picking one up from a council reception area, at the library or via the council's website.

A Better 4 York video was also available to give residents an outline of the plan before completing the survey. The video incorporated the Plan's main objectives and was shown at ward committee meetings and available to download via the council's website. A copy of the Plan was also available on the website.

11% of the 351 businesses invited to comment on the LTP2 plan completed a self completion survey (N=39) and 137 residents completed a survey. The research assessed residents' views about the plan's strategy for the whole city, rather than specific local areas. Overall, 81% of respondents supported the aims and objectives of York's Second Local Transport Plan.

Response from Policy Development Team

I don't have too much to add regarding this scrutiny topic, other than that I think issues identified in the scrutiny request would hopefully be being considered already e.g. learning from LTP2 to inform LTP3, especially as this issue has a high profile locally and nationally at the moment. Because of this high profile though, members may particularly want to find solutions and so scrutiny could create an added focus in doing this.

Response from Equalities Officer

Any evaluation of LTP2 needs to consider whether appropriate equality objectives and measures were identified and given sufficient priority

Members should consult with community forums representing people from disadvantaged communities (e.g. Older People's Assembly, BME Citizens Open Forum, Disabled People's Forum, LGBT Forum, and Inter-Faith Forum)

Report prepared by Barbara Boyce Scrutiny Officer Tel. 01904 551714	Report prepared August 2006
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For further information please contact the author of the report

REGISTERED SCRUTINY TOPICS AS AT 14 September 2006

ANNEX E

Form No.	Topic	Registered by:-	Party	Date registered	Referred to:-	Status/Recommendation	Outstanding topic?
91	Review of Council-owned land in the area of Tang Hall School	Cllr Kind, Cllr Looker, Cllr Potter	Lab	Dec-03	SMC	Resources officers met with ward members June 2006. Ward members to decide if to be referred back to Scrutiny.	Yes
101	Age discrimination in Council services	Cllr Potter	Lab	Jul-04		Not progressed with agreement of Cllr Potter	No
102	Review and evaluation of domiciliary and recuperative care for older people in the York area	Cllr Potter	Lab	Jul-04	Former Social Services & Health Scrutiny Board; Former Housing Scrutiny Board; SMC	Could be considered for Sub-Committee	Yes

109	Suburban shopping centres	Cllr Looker	Lab	Apr-04	Former Econ. Dev. & Community Safety Scrutiny Board	Not progressed by agreement of the former Board because it was already dealing with a retailing topic and would be taking on a large piece of work with drug and alcohol-related problems	Yes
120	Parking charges in York	Cllr Simpson-Laing	Lab	Apr-05	Former Planning & Transport Scrutiny Board	Could be considered for Sub-Committee	Yes
121	Traffic congestion in York	Cllr Simpson-Laing	Lab	Apr-05	Former Planning & Transport Scrutiny Board	Could be considered for Sub-Committee	Yes
126	To examine services for transition from an education environment to independent living for adults with learning disabilities.	Cllr Hopton	Ind	May-05	Former Social Services and Health Scrutiny Board	Could be considered for Sub-Committee	Yes

127	Role of School Governors	Cllr Kind	Lab	May-05	Former Education Scrutiny Board	Referred to Education Scrutiny Committee	No
128	Support for heart patients after they leave hospital	Cllr Lancelott	Lib Dem	Jul-05	Former Social Services and Health Scrutiny Board	Referred to Health Scrutiny Committee	No
129	Local Transport Plan 2	Cllr Simpson-Laing	Lab	Aug-05	Former Planning & Transport Scrutiny Board	Superseded by 139	No
130	Podiatry Services	Sally Hutchinson, Age Concern		Aug-05	Former Social Services and Health Scrutiny Board	Referred to Health Scrutiny Committee	No
135	Highways maintenance procurement process	Cllr Simpson-Laing	Lab	Apr-06	OSMC	SMC awaiting input at Sept meeting	Yes
136	Swimming and Leisure	Cllr Looker	Lab	Apr-06	OSMC	Council agreed not to progress	No
137	Public art	Cllr Hogg	Lib Dem	May-06	OSMC	Could be considered for Sub-Committee	Yes
138	Key Strategic Partnership Working	Cllr Merrett	Lab	May-06	OSMC	Could be considered for Sub-Committee	Yes

139	LTP2	Cllr Simpson-Laing	Lab	May-06	OSMC	SMC awaiting input at Sept meeting	Yes	
140	Parking, Paving and Verges	Cllr D'Agorne	Green	Jul-06	OSMC	SMC agreed not to progress	No	
141	Contract School Bus Service	Cllr Hall	Lib Dem	Aug-06	Education Scrutiny Cttee	Referred to Education Scrutiny Cttee	No	

Supplementary Information - Scrutiny Topic Feasibility Study - Key Strategic Partnership Working

Comments of Head of Performance & Improvements

(Received late with apologies)

Cllr. Merrett is correct in his analysis of the importance of good partnership working and the impact on delivering local solutions and the Council's rating within the CPA framework. He is also correct that areas for development have been identified by both the Audit Commission and the IDeA Peer Review.

Perhaps what is less clear are the steps that have and are being made to improve the situation.

Within the Organisational Effectiveness Programme(OEP) the council is committed to improving city leadership and partnership working is a major strand of that work. The champion for this is Bill Woolley who is also going to be responsible for the LSP and partnerships. The detailed plans for what is going to be delivered through that Corporate Priority is still being worked on.

However, one piece of work which is progressing already, through Performance Improvement Team, is to set up a 'data hub' which will draw together information from a number of organisations and enable it to be used in planning and delivering services across the city. In undertaking this work, which is only just commencing, council officers are meeting with representatives from other agencies and organisations and beginning real collaborative working.

The progression of this work has been partially spurred on by the preparation of the Local Area Agreement. In developing the agreement a multi agency steering group has been created and, in my view, this has already improved relationships between organisations through a structured dialogue around the LAA outcomes framework. Partners are beginning to have a greater understanding of each others' businesses and issues across the city. Again, in my view, the LAA discussions have already improved communications and awareness.

As a part of the LAA, governance arrangements need to be clearly defined and a report has been drafted setting out a new LSP structure and constitution. This is due to be considered at the meeting of the LSP on 28th September. It builds on agreements made in principle at the May meeting of the LSP Board. The report sets out the roles of the various parts of the Partnership, including the key Sub Partnerships.

Finally, the Audit Commission have recently undertaken a review of our partnership working and has reported back to the council. I have not seen a

copy of their findings and recommendations. I understand that they have recognised that there have been improvements made, but as always have identified areas for development. These will no doubt be taken in to consideration by Bill Woolley when progressing his part of the OEP.

In conclusion I hope Members can see that there is much going on to address this area which has been recognised as one for development. However, it is still early days to see the full impact of the changes that are being implemented. My view is that it is not timely to undertake the review now. Further negotiations around the LAA and the inevitable impact that will have on developing better working relationships will again improve the effectiveness of our partnerships.

Overview and Scrutiny Members may consider that their time would be better directed towards partnerships in the middle of next year when the LAA has been concluded, the impact of the changes in the LSP structure have had time to bed in and the delivery partnerships are more focussed on what they need to do. It would also be opportune for the review to be undertaken then as the Community Strategy is due for refresh in 2007.

**Agenda Item****Scrutiny Management Committee****25 September 2006**

Report of the 'The Reducing Carbon Emissions Scrutiny Sub Committee'

Reducing Carbon Emissions from York's Public and Private Sector Housing.**Summary**

1. The purpose of this report is to inform Scrutiny Management Committee of the final revisions to the draft report discussed at their previous meeting. It incorporates changes to the previous report recommended by the Sub-Committee and Scrutiny Management Committee.
2. The main findings arising from the work carried out by the Scrutiny Sub Committee are as follows:
 - The council has a number of obligations as set out in various Acts and international, national and regional guidance to promote sustainable forms of energy in the home and reduce harmful emissions.
 - CO₂ emissions and fuel poverty are seen as linked issues. The recommendations therefore refer to both reducing CO₂ emissions and fuel poverty.
 - Renewable microgeneration – i.e. domestic scale wind, solar or biomass generation is seen as integral to tackling fuel poverty and therefore reducing CO₂ emissions.
 - Yorkshire and Humberside region is the second poorest nationally in terms of fuel poverty
 - York has two wards in the bottom 10% nationally and five wards in the bottom 10% regionally concerning fuel poverty. Almost 1 in 4 households live in fuel poverty rising to almost 1 in three households in the poorest wards.
 - City of York Council Housing stock has above national average SAP(energy efficiency) rating but is still the lowest in the region.
 - York residents have the lowest rate of access to funding to increase home insulation and energy efficiency and therefore, potentially, spends more money on fuel and creates more CO₂ emissions.

3. Members are requested to endorse the recommendations and agree that the report be progressed through to the Executive.

Background

4. A draft final report has been previously presented to SMC on the 24th July 2006 and it was agreed that further work be undertaken to conclude the review. Amendments to the previous report have now been incorporated into the attached report. References to all Annexes in the previous report remain and are accessible electronically as they have been previously circulated and considered.
5. The final report is structured to provide a top down view of the issues around CO₂ emissions and therefore details research and findings at the following levels:
 - Global/International issues
 - National responses and issues
 - Regional responses and obligations, and
 - Local obligations and implications.
6. The 12 recommendations contained in the report focus on the following areas where the Council can take immediate action:
 - Strategies and action plans (recommendations 1, 10,)
 - Planning guidance and building regulations (recommendations 2, 3, 4, 6)
 - Standards, Monitoring and assessment (recommendations 5, 7, 8, 9)
 - Raising awareness (recommendations 11, 12).

Main Changes

7. The main changes to the earlier draft report are as follows:
 - A summary of main findings and recommendations has been provided at the front of the report.
 - Table 1 in the summary outlines the key lines of research, impact and remedies for the four levels of findings, that is; international/global, national, regional and local.

- Table 2 has been inserted to provide a picture of York in relation to fuel poverty(see paragraphs 43). This shows that Westfield and Clifton have the most households considered to live in fuel poverty.
- Paragraphs 51 to 60 have been added to the report and provides specific information from Housing Services on progress made on a number of issues. In summary these are:
 - a. Working in partnership with the Energy Efficiency Advice Centre (EEAC)
 - b. Contacted private rented sector landlords and tenants to raise awareness about energy efficiency, and
 - c. Initiated a number of communication campaigns to draw attention to energy efficiency and grants available.
- Changed the first recommendation to place the responsibility for the development of strategies and plans through the relevant officers.
- Generally the report has been amended to focus on the key findings of the sub committee. The full draft copy of the report and the full annexes will be available as reference material for the implementation of the recommendations.

Consultation

8. During the detailed work undertaken by the Scrutiny Sub Committee full consultation has been carried out and recognition of those consulted has been made at the end of the report.

Options

9. During the course of review the Sub Committee have taken views on information provided as best practice and much of this is provided in the Annexes to the report, and available electronically on the Council website under 'Reducing Carbon Emissions Scrutiny Sub-Committee'. The recommendations reflect those considerations and alternative options are not presented.

Analysis

10. All analysis is presented in the body of the report.

Corporate Priorities

11. The wider topic of sustainability has been a Council Corporate Aim for many years. The recently approved Corporate Priorities includes improvements to the 'quality and availability of decent and affordable homes in the city'.

Implications

12. The implications arising from each of the recommendations are currently being consulted on with relevant departmental officers and details of all comments received will be circulated to all Members of Scrutiny Management Committee before the meeting.

Risk Management

13. The report highlights the issues and implications for York of a number of national and regional guidance. The risks to the Council are that its responsibilities to promote more energy efficiency and assess and monitor progress across the city are not fully embedded. This should be addressed as part of the operational and strategic risk analysis carried out by each directorate.

Recommendations

14. The Scrutiny Management Committee are asked to :
- Note the changes to the report.
 - Endorse the recommendations for submission to the Executive, as redrafted and make any additional comments necessary in the light of receipt of departmental officer comments on the implications associated with the recommendations.

Contact Details

Author:

Author's name R. Sherratt
Title Scrutiny Officer
Dept Name
 Tel No. 552066

Chief Officer Responsible for the report:

Chief Officer's name S. Hemingway
Title Head of Civic, Democratic and Legal Services

Report Approved

Date 18.09.06

Specialist Implications Officer(s)

Various – see implications sheet to be circulated to Members of the Committee prior to meeting

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers: See Annex A

Annexes (attached for Members of the Committee only)

Annex A: Final Report Reducing Carbon Emissions from York's Public and Private Sector Housing.

Annex Aa: Scrutiny Topic Registration Form

Annex Ab: HACKW report re fuel Poverty and Health Impacts

Annex Ac: Affordable warmth Action Plan for Yorkshire and the Humber

Annex Ad: Section of Regional Local Authority Cabinet Energy Champions Questionnaire

Annex Ae: Mapping Domestic Thermal Efficiency in York

Annex Af: Affordable Warmth Strategy Development

Annex Ag: Sketching the Energy Efficient Home

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Reducing Carbon Emissions Scrutiny Sub-Committee

Reducing Carbon Emissions from York's Public and Private Sector Housing.



**Agreed at The Reducing Carbon Emissions Scrutiny Sub-Committee 13th
September 2006**

Considered by Scrutiny Management Committee 25th September 2006

Agreed at Executive Date XXXXX

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Chairs Foreword

The work of the Reducing Carbon Emissions Scrutiny Sub-committee has been lengthy and involved but has led to developing understanding for us all. A number of fellow councillors have shown an interest in our work and have given support, attending visits to neighbouring authorities (especially Kirklees, to whose kind hospitality we are indebted) and offering encouragement.

In many ways our work can be seen to have focussed not on the landmark initiatives, like the creation of the Eco-depot, but on the relatively pedestrian task of finding ways to make York's overall SAP rating higher and our eco-footprint less 'dirty'. We looked at methods of insulating homes and ways in which we could encourage householders, both in the public and private sector (rented and owner-occupied) to live in better insulated and more sustainable accommodation and derive full benefit from the available grant support which could enable the less well off to keep up with this general change in national behaviour. One of the advantages of pursuing this 'down to earth' line - in which we were supported and encouraged by our non-voting co-opted member, Alderman Jack Archer, was to try to achieve a community in which there was far less fuel poverty, especially among those elderly citizens currently on the verge of fuel poverty and struggling to 'make ends meet' on fixed incomes.

The promotion of Warm Front type support for older citizens in need of capital support to invest adequately in the heating and insulation of their homes was something that the committee unanimously supported. York has lagged behind other authorities in this area for some time. It is our firm and united opinion that we must catch up with and outstrip other authorities on this measure of success.

The common sense work of encouraging York's citizens to keep warm and encouraging homeowners to conserve heat is not dramatic or impressive in political terms. It may, however, prove to be just this sort of steady public service that does more to 'save the planet' than many of the more grandiose ideas of how to go about this. There is much simple, straightforward advice on how to address this problem in the report and its annexes. I commend this report to the Executive, the Council and the City.

Cllr. Bill Fairclough

Chair of the Reducing Carbon Emissions Scrutiny Sub-Committee

Executive Summary and Main Findings

This report and review outlines an approach to reducing carbon dioxide (CO₂) emissions from York's public and private sector housing.

Regionally we are one of the last authorities to prepare a Climate Change Strategy and Action Plan. This places us in a weak position to meet our obligations under The UK Climate Change Programme 2006¹. In 2004 the council signed the Nottingham Declaration on Climate Change but it has not set targets or monitored progress against its aims. See Recommendation 1.

The Home Energy Conservation Act 1995 (HECA) obliges local housing authorities to act and report annually as "energy conservation authorities". Reports must identify measures for improving energy efficiency in all residential accommodation – public and private², obliging authorities to ensure citizens access information and grants. Doing so should make homes thermally efficient, reduce CO₂ emissions and improve public health.

With 14.9% of households 'fuel poor', i.e. households that spend more than 10% of its income on fuel, the Yorkshire and Humber Region is the second worst nationally according to the 2001 English House Condition Survey (EHCS). The gap between thermal efficiency in Local authority stock and private sector stock has widened. York's take up of national grants for efficiencies work is the poorest in the region whilst some of our Wards are also some of the regions most fuel poor.

The Region has developed a Regional Fuel Poverty Action Plan to try resolve this. York has yet to develop and adopt a Fuel Poverty Strategy. Recommendation 10 proposes the adoption of an Energy Efficiency and Thermal Comfort Strategy which will incorporate Regions' Action Plan.

National Energy Action (NEA) and the National Right to Fuel Campaign (NRFC) see the impact of fuel prices resulting in more than 1 million households still being fuel poor in 2009. They and the Energy Efficiency Partnership 'Homes Fuel Poverty Strategy Group'³ highlight the need to use embedded renewable microgeneration – i.e. domestic scale wind, solar or biomass generation etc - as integral to tackling fuel poverty. York has yet to take a positive 'invest to save' stance on integrating such technologies into its homes. This report suggests approaches to consider doing so which should not divert funds away from other aspects of achieving decent homes standards. See Recommendations 6 and 12.

National Planning Policy frameworks were recently amended to address climate change, CO₂ reduction, insecurity of fuel supply and indirectly fuel poverty. Local Development Documents are now required to incorporate targets ensuring that at least 10% of all energy required is provided from renewable sources in new developments – including domestic – up to 2010 with a rising target for onsite

¹ 'The UK Climate Change Programme 2006 'Tomorrow's Climate Today's Challenge

² Local Authorities were asked to submit their Ninth Progress Reports to the Secretary of State by 30 September 2005.

³ Fuel Poverty Strategy Group response to the responses to a Department of Trade and Industry consultation exercise re the Microgeneration Strategy and Low Carbon Buildings Programme September 2005.

embedded renewables (15% by 2015, 20% by 2021 etc) thereafter. See Recommendation 2.

Recent amendments to Parts L and F of the Building Regulations emphasise better regulatory practice to maximise energy efficiency opportunities. Local authorities are expected to take a stronger approach to the enforcement of the integration of higher thermal efficiency standards during development and refurbishment. See Recommendations 4 and 5.

York must set targets for renewable energy integration in its developments and work with others to ensure officers are supported to deliver increasingly sustainable homes through its planning and enforcement processes. See Recommendations 2 and 3.

The review supports and encourages the council to monitor, manage and achieve the carbon savings required by international, national, monitoring frameworks and the law as it devolves at regional and local levels. Its findings are also supported by the Audit Commission’s aims for increased sustainability in Comprehensive Performance Assessment (CPA) and Gershon efficiencies reporting⁴. See Recommendations 7, 8, 9 and 11.

This report is structured to provide a top down view of the issues around CO₂ emissions and therefore details research and findings at the following levels:

- Global/International issues
- National responses and issues
- Regional responses and obligations, and
- Local obligations and implications.

Details of these are précised below in Table 1.

Table 1

LEVEL / ISSUE	REQUIREMENT or REMEDY at this LEVEL	EXPECTATION on LOCAL AUTHORITY
GLOBAL/INTERNATIONAL Climate Change Global Warming	Montreal Protocol Kyoto Protocol	Adopt Climate Change Strategy (not done CYC) Sign Nottingham Declaration (Done November 2004)
GLOBAL/INTERNATIONAL End of Fossil Fuel Reserves	International Investment in Renewable Energy Technology	Promote Renewable Energy Technology (not done CYC)
NATIONAL Responding to Obligations re Climate Change including Kyoto Protocol	National Climate Change Programme – Tomorrow’s Climate Today’s Challenge (March 2006) & National Sustainability Strategy Securing the Future Integration of Sustainability into CPA and Gershon	Adopt Climate Change Strategy Sign Nottingham Declaration (Done November 2004) Incorporate Climate Change and Sustainability into Local Area Agreements. (not done CYC) Adopt EMAS (Done)

⁴ for more information regarding CPA and Gershon efficiencies see glossary

LEVEL / ISSUE	REQUIREMENT or REMEDY at this LEVEL	EXPECTATION on LOCAL AUTHORITY
<p>NATIONAL End of Fossil Fuel Reserves</p>	<p>National Investment in Renewable Energy Technology , training and grants structure</p>	<p>Pick up Grants funding in domestic property portfolio; joint working with EEAC to ensure renewables are part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc</p>
<p>NATIONAL Fuel Poverty and Achieving thermal comfort</p>	<p>Home Energy Conservation Act</p>	<p>Obligated to complete annual HECA return which should define areas for improvement. (presently done in partnership with EEAC but some actions not being fully recorded Return could be improved by adoption of Fuel Poverty Strategy and Action Plan for delivery with internal and External Partners</p>
<p>NATIONAL Historically thermally poor approaches to planning, buildings design and construction</p> <p>NATIONAL</p>	<p>Changes to the Planning Policy Framework including targets for renewables to be incorporated into all new build. Changes to Buildings Regs Parts L & F</p> <p>Pressure to Adopt at LA level Higher Sustainable standards of build for own Stock – i.e. EcoHomes Excellent - as Exemplars</p>	<p>Change the present planning framework to incorporate Merton Rule or Higher (See para's 24 & 25) Ensure that Merton Rule or Higher Are embedded in the LDF documents Ensure that Planning Enforcement / Buildings Control Officers are trained to enforce new standards Adopt a policy to ensure new Housing stock within CYC control or ALMO is EcoHomes Very Good to Excellent</p>
<p>REGIONAL Net Energy Exporter – Hence Net CO₂ Contributor Greater than National need to invest in Renewables and Emmisions reduction technology across all Sectors</p>	<p>Strategic targets for devolution under the Regional Energy Strategy and Regional Spatial Strategy</p> <p>Raise awareness in Local Authorities of Reduce and Renewably Source Principals; i.e. Cabinet Energy Champions Project</p>	<p>Ensure that Merton Rule or Higher Are embedded in the LDF documents Adopt a policy to ensure new Housing stock within CYC control or ALMO is EcoHomes Very Good to Excellent</p> <p>Appoint Cabinet Energy Champion (Done Annual Full Council 2006). Ensure Champion works corporately to improve approaches to energy across the authority Appoint a Corporate Energy and Water Management Task group (done) Ensure Cabinet Energy Champion is involved in the work of the Corporate Energy and Water Management Task group (not done)</p>

LEVEL / ISSUE	REQUIREMENT or REMEDY at this LEVEL	EXPECTATION on LOCAL AUTHORITY
<p>REGIONAL Chronic Fuel Poverty 2nd Worst Region Nationally</p>	<p>Regional Fuel Poverty and Action Plan</p> <p>Improved access to advisory bodies for all LA's e.g. NEA</p>	<p>Local Authority Fuel Poverty Strategy and Action Plan with target setting linked to HECA York's and Humber Assembly signed</p> <p>Membership and paid for all LA's in the region 2006</p>
<p>LOCAL Several Wards falling behind the National Standards for thermal comfort. Obligated to complete annual HECA return which should define areas for improvement. (presently done in partnership with EEAC but some actions not being fully recorded</p>	<p>Adoption of Fuel Poverty Strategy and Action Plan in Partnership with PCT, GP's, EEAC and Internal Partners Adopt policy equivalent to Kirklees to ensure new Housing stock with authorities control or ALMO is EcoHomes Excellent</p>	<p>Adoption of Fuel Poverty Strategy and Action Plan in Partnership with PCT, GP's, EEAC and Internal Partners</p> <p>Adopt a policy to ensure new Housing stock within CYC control or ALMO is EcoHomes Very Good to Excellent</p>
<p>LOCAL Authority falling behind its peers on renewable energy generation no clear commitment to achieving targets of local government or the region</p>	<p>Ensure that Merton Rule or Higher are embedded in the LDF documents Adopt policy equivalent to Kirklees to ensure new Housing stock with authorities control or ALMO is EcoHomes Excellent Pick up Grants funding in domestic property portfolio; joint working between EEAC & Local Authority to ensure renewables are incorporated as part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc</p>	<p>Ensure that Merton Rule or Higher are embedded in the LDF documents Adopt a policy to ensure new Housing stock within CYC control or ALMO is EcoHomes Very Good to Excellent Pick up Grants funding in domestic property portfolio; joint working between EEAC & Local Authority to ensure renewables are incorporated as part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc</p>
<p>LOCAL Duty to communicate CO₂ reductions to citizens and plan for sustainable future through Local Area Agreements, CPA Framework, Gershon, Climate Change framework as per National strategy (Tomorrow's Climate Today's Challenge) and LSP framework (National strategy Securing the Future) etc</p>	<p>Ensure Climate Change and Sustainability feature within Local Area Agreements Ensure EMAS and Gershon savings and targets are where ever possible linked Research and Adopt a Climate Change Strategy and Action Plan for York</p>	<p>Ensure Climate Change and Sustainability considered within LAA development. Ensure EMAS and Gershon savings and targets are where ever possible linked to one another and HECA etc Research and Adopt a Climate Change Strategy and Action Plan for York</p>

Summary of Recommendations

- 1. That Climate Change Strategies and Action Plans are developed as a matter of urgency. This to be done with a view to best practice approaches used by other Local Authorities. Progress on the introduction of such a strategy and action plan be reported to the Scrutiny Management Committee within the next year.**
- 2. That the Local Development Framework and our present planning policy framework include a Calderdale/Merton Style Target. This target will require developers to ensure that:**
 - ◆ at least 10% of all energy required is provided from renewable sources in all new and significantly refurbished developments from this point and up to 2010, including domestic development.**
 - ◆ After 2010 the target rises for onsite embedded renewables to be greater than or equal to 15% between 2010 and 2015**
 - ◆ Then rises again to be greater than or equal to 20% between 2015 and 2021 etc.**
- 3. That the City of York Council researches planning policies adopted by other local authorities with a view to applying them in York, if appropriate, in order to specifically ensure energy efficiency by design. That all plans submitted to the Local authority be tested on these criteria.**
- 4. That the authority enforce Parts L and F of the Building Regulations as a matter of urgency.**
- 5. That the Council, through its Elected Member Energy Champion request that the Yorkshire and Humber Assembly and/or Yorkshire Forward facilitate region wide BREEAM assessor training for the region's Development Control (and other appropriate) Officers with the aim of reducing costs to individual Local Authorities.**
- 6. That the City of York Council commit to adopt standards greater than or equal to Ecohomes Very Good Standards for all its funded housing from the present until April 2008 with a rising target thereafter.**
- 7. That as a matter of urgency the Elected Member Energy Champion present a first version of the Regional Assemblies questionnaire to the Executive and thereafter the Regional Assembly, as a record of the authority's position across all sectors to date.**
- 8. That the Elected Member Energy Champion present six monthly updates of the Regional Assemblies questionnaire to the Executive and thereafter the Regional Assembly, as a record of the authority's progress on energy across all sectors.**

9. That the authority adopt a more integrated approach, to recording improvements to Local Authority housing stock utilizing the developing Environmental Management System (EMAS) or similar. That Officers in Housing work with the Authority's Sustainability Officer who should be engaged to advise about targeted improvements in this area and the reporting of targeted outcomes under EMAS.
10. That the Housing Strategy & Enabling Group – Housing Standards & Adaptations Officer and other officers in housing where relevant work with York EEAC officers consult upon, devise and adopt a 'Energy Efficiency and Thermal Comfort Strategy and Action Plan' for the authority commencing this year. And that the action plan use the Regional Action Plan (Annex C) NEA guidance (Annex F) and above quick step pointers as a steer.
11. That the Local Authority ensures that CYC Officer and Member Positions on the Energy Partnership Board are always filled.
12. That Annual and inter-year joint working be conducted between EEAC's Local Authority Support Programme Co-ordinator and CYC Housing Officers to ensure renewables are incorporated as part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc

Summary of Implications of Recommendations for City of York Council

Implications Recommendation 1.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 2.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 3.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 4.	
Finance	
Human Resources	
Equalities	

Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 5.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 6.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 7.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 8.	

Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 9.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 10.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 11.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	

Final Report: Reducing Carbon Emissions from York's Public and Private Sector Housing.

Introduction

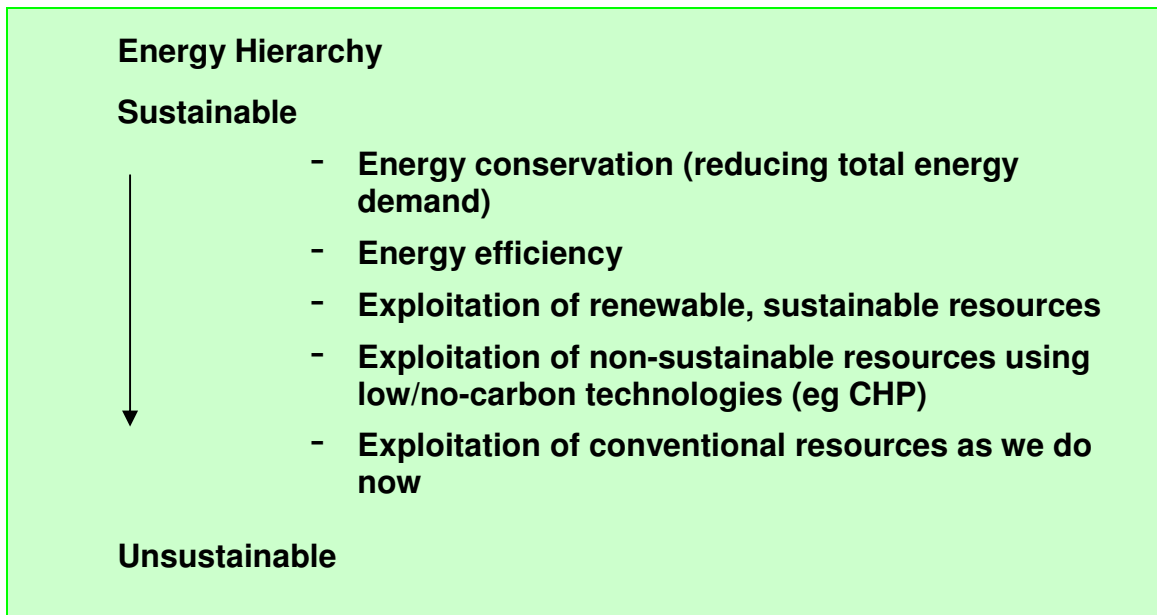
1. Members of the Executive are presented with the final report of the Reducing Carbon Emissions Scrutiny Sub-Committee (formerly Housing Scrutiny Board) delivering their research and findings regarding approaches Local Authorities might take to reducing carbon dioxide (CO₂) emissions from York's public and private sector housing.

Background

2. Between 2005 and 2006 Scrutiny⁵ at the City of York Council advanced the development more robust and holistic strategic approaches to delivering carbon reduction and energy sourcing. These approaches have covered all sectors of the Council's work bar transportation fuel, including;
 - a. Sustainable Planning Guidance
 - b. Reducing managing and monitoring energy consumption in council property
 - c. Ensuring increasingly sustainable supply and embedded micro-generation in council property
 - d. Street Lighting - strategic management & procurement to reduce co2 emissions and waste
3. The housing topic⁶, 'Reducing Carbon Emissions from York's Public and Private Sector Property', was chosen by the Housing Scrutiny Board as complementary to the aims of the other Scrutiny reviews and recommendations supporting the authority to monitor, manage and achieve carbon savings in line with;
 1. The Energy Hierarchy (see box below)
 2. Future development of a Climate Change Strategy
 3. Recent changes to the National Planning Policy framework promoting greater sustainability
 4. The Audit Commission's aims for increased sustainable assessment in the Comprehensive Performance Assessment (CPA); for more information regarding Comprehensive Performance Assessment see glossary
 5. Gershon efficiencies reporting; for more information regarding Gershon efficiencies see glossary
 6. Local Housing Authority obligations under the Home Energy Conservation Act 1995

⁵ Through work of the Boards: Environment and Sustainability and, Planning and Transport

⁶ See Annex A for the topic registration form



Global/International Perspective

4. Planet Earth, seems a vast, safe and robust mass but returned cosmonauts and astronauts see it differently. They described Earth as a tiny blue gem or 'marble' beneath a thin, fragile atmosphere suspended in a silent and endless void.
5. Over the past century, Earth's surface temperature rose by about 1-2 degrees Fahrenheit with accelerated 'global warming' in the past two decades. Evidence indicates that warming over the last 50 years is attributable to human activities altering the chemical composition of the atmosphere and creating a build up of greenhouse gases⁷; including Carbon dioxide (CO₂). In the atmosphere this acts like a thickening blanket, trapping the sun's heat and causing the planet to warm up.
6. Nearly half a century of evidence increasingly reminds us how fragile the planet is.

Global Warning Signs The Last Decade

- Severe floods, including those across our region.
- Heat waves in 2003 cause over 20,000 European and 1,500 Indian deaths.
- Tropical forests are dying back. Without them less atmospheric CO₂ is locked up.
- Warmer winters are raising sea levels by melting glaciers and causing early snowmelt.
- Shifts in UK weather patterns are increasing with greater propensity to flooding.

The overall effects of Global Warming and Ozone Depletion are described as Climate Change.

⁷ See Glossary for a definition of Green House Gasses

7. The first global agreement to restrict CFCs was the signing of the Montreal Protocol⁸. The European Community is stricter, agreeing to halt production of the main CFCs from 1995. Tighter deadlines for use of the other ozone-depleting compounds are also being adopted.
8. The UK is one of the signatories to the Kyoto Protocol which commits us to reduce emissions of carbon dioxide and five other green houses gasses.
9. In working on the progression of this topic the Sub-Committee acknowledged the commitment made by the City of York Council to actions mitigating climate change in signing the Nottingham Declaration⁹; See glossary for more about the declaration. The Sub-Committee believe that the research, findings and recommendations in this report should support the City of York Council to fulfil its declaration commitments.
10. As a nation we are still failing to meet what are considered to be weak international targets to mitigate 'Climate Change', our reaction to this very real threat has not been very effective:
 - It has long been the Government's policy to reduce greenhouse emissions by 20 per cent from 1990 levels by 2010. Yet we are now emitting only 7.5%.less than in 1990.
 - Carbon dioxide emissions rose by 1.5% in 2004, and figures released this year showed that carbon dioxide emissions are still continuing to rise."
11. The Scrutiny work on energy and CO₂ reduction the Sub-Committee believe this authority should now adopt a Climate Change Strategy and Action Plan to progress the signing of the Nottingham Declaration. This should done as a matter of urgency and based on best practice adopted by other Local Authorities. This would provide the authority with a framework for target setting and recording progress against the objective aims of the Nottingham Declaration.

Recommendation 1

That Climate Change Strategies and Action Plans are developed as a matter of urgency. This to be done with a view to best practice approaches used by other Local Authorities. Progress on the introduction of such a strategy and action plan be reported to the Scrutiny Management Committee within the next year.

OUR NATION

12. The largest controllable source of CO₂ emissions is energy generation, 28% of total UK energy consumption and carbon dioxide emissions today are domestic¹⁰. Of energy consumed in households 80% is for space heating and

⁸ see also glossary

⁹ For more about the Nottingham declaration please see glossary

¹⁰ See Department of Trade and Industry Sustainable Consumption and Production Indicators - Revised Basket of Decoupling Indicators June 2005

hot water; see Department for Environment, Food and Rural Affairs' (DEFRA) report¹¹.

13. Between 1990 and 2002, UK household energy consumption rose by 18% contrary to a domestic carbon savings target of 4.2 million tonnes by 2010 per annum. DEFRA's report concludes necessary domestic decrease requires approaches to energy efficiency combining insulation and buildings structure improvement with more innovation in, and take up of, energy-saving products for homes¹².
14. The Energy Efficiency Commitment (EEC) requires energy suppliers to achieve domestic energy efficiency promotion targets which can be met by carrying out a combination of approved measures, from installing insulation to providing low energy light bulbs.
15. The Home Energy Conservation Act 1995 (HECA) obliges local housing authorities to act and report annually as "energy conservation authorities". Reports must identify measures improving energy efficiency in all residential accommodation – public and private¹³. After extension of HECA's scope in 1996¹⁴, the aim was to deliver improved energy efficiency of 30%. DEFRA are clear that HECA contributes to meeting the UK's Climate Change commitments.
16. In short, National Guidance links the EEC to HECA by emphasising the need for local authorities to actively ensure CO₂ emissions are reduced across the spectrum of their influence including public and private domestic property. Local authorities are expected to find innovative ways to ensure the domestic sector reduce fuel consumption in line with the energy hierarchy, accessing EEC funds where possible and that these improvements be recorded under HECA.
17. The Audit Commissions revised CPA and voluntary indicator frameworks¹⁵ now also incorporate higher expectations of local authorities in respect of this issue and broader issues of sustainability. Revisions to both frameworks promote delivery of the National Government Sustainable Development Strategy 'Securing the Future'¹⁶. Each monitoring framework emphasises the role of Local Authorities as a catalyst and exemplar for better citizen's awareness regarding reduced energy use and sustainable energy sourcing. An outline to the key messages of the CPA and Voluntary Indicator frameworks can be found in the glossary.

Fuel Poverty, Thermal Comfort and CO₂ Reduction.

¹¹ 'New Sustainable Consumption and Production Indicators' DEFRA 11th April 2005 report outlining progress the UK must make towards economic growth with reduced damage to the environment

¹² See also House of Commons - Environment, Food and Rural Affairs Committee Ninth Report of Session 2004–2005 Volume I 'Climate Change: looking forward' Pg. 32-36 regarding household emissions.

¹³ Local Authorities were asked to submit their Ninth Progress Reports to the Secretary of State by 30 September 2005.

¹⁴ to include the identification of measures to improve the energy efficiency of houses in multiple occupation and certain house-boats.

¹⁵ Local quality of Life Indicators supporting Local Communities to Become Sustainable Audit commission August 2005 covering the delivery of public/private partnership objectives originally agreed at a local level through LA21

¹⁶ HM Government 2005

18. Households needing to spend above 10% of their income on fuel for all uses, to achieve 'thermal comfort'¹⁷ are 'Fuel Poor', those exceeding 20% of their income are classed as **severely** fuel poor. The Governments Fuel Poverty Strategy of November 2001 aimed to end fuel poverty in vulnerable homes by 2010 and all homes by 2016; policy aims reaffirmed in the Energy White Paper of Feb. 2003, which set targets to improve energy efficiency by 20% by 2010.
19. Some experts anticipate that climate change will dramatically lower UK winter temperatures. Rising fuel prices and altered climatic factors are leaving increasing numbers of citizens in health threatening fuel poverty. The health impacts of fuel poverty, including excess winter deaths, rising NHS costs (through treating conditions worsened by living in cold and damp), mental health effects (due to not being able to pay fuel bills, debt, isolation and living with poor health conditions) will increase. For more detail regarding the Health impacts of fuel poverty see the recent HACKW report at Annex B).
20. The Energy Efficiency Partnership 'Homes Fuel Poverty Strategy Group'¹⁸ have highlighted the strategic need to support embedded renewable microgeneration – i.e. domestic scale wind, solar or biomass generation etc - as integral to tackling fuel poverty. National Energy Action (NEA) and the National Right to Fuel Campaign (NRFC) believe the impact of fuel prices on fuel poverty will result in more than 1 million households still being fuel poor in 2009, with almost 90% of these being classed as vulnerable. These bodies regard renewable microgeneration, which was once seen only as a CO₂ reduction measure as a key remedy to fuel poverty in such higher fuel price scenarios.
21. Tackling fuel poverty and CO₂ reduction have become wedded issues. The responses of fuel poverty reduction bodies to the relationship between Fuel Poverty and micro generation (previously seen as primarily a CO₂ reduction measure) are summarised in the table below.

- | |
|---|
| <ol style="list-style-type: none"> A. Typical energy efficiency schemes – insulation, mains gas central heating installation etc – do not benefit many UK properties as construction methods (e.g. solid walls, flat roofs) create 'Hard to Treat Properties' (HTT's). Efficiency measures alone will not alleviate fuel poverty in such homes and alternatives must be sought. B. Proximity to gas networks impacts on fuel poverty; homes that cannot be connected usually rely on more expensive heating methods, such as electricity. C. Microgeneration can alleviate fuel poverty in this context. 'Whole-house' approaches to effective long-term improvements in energy performance and fuel poverty reduction should include strategies promoting microgeneration technologies. D. National government should develop 'approved' training courses for each of the microgeneration technologies for; installers, technicians and producers etc. Building partnerships, training and advice will drive mass-market transformation and fuel poverty elimination development facilitated by relevant |
|---|

¹⁷ Thermal comfort: a satisfactory level of warmth i.e. no less than 21°C in the living room and 18°C in other rooms the level may be higher for the vulnerable or elderly. People with income brackets allowing $\leq 10\%$ spend on fuel for all uses are described as living in 'thermal comfort'.

¹⁸ Fuel Poverty Strategy Group response to the responses to a Department of Trade and Industry consultation exercise re the Microgeneration Strategy and Low Carbon Buildings Programme September 2005.

sector skills councils and trade bodies. The Energy Efficiency Best Practice for Homes programme has developed a qualification regarding energy efficient central heating boilers and control systems (now offered as standard training for gas installers). Such approaches must be used to develop skills and regulate training for the microgeneration sector. With a view to inclusion of renewables in the future Warm Front and similar schemes.

- E. Devolved (Regional/Local Government) Administrations should target refurbishment of hard to treat homes with renewables and other innovative low carbon technologies, reducing fuel bills as an objective.

22. In brief the Energy Efficiency Partnership 'Homes Fuel Poverty Strategy Group' the NEA and NRFC recommend that national, regional and local microgeneration strategies must address fuel poverty issues, targeting the refurbishment of hard to treat (HTT) homes with renewables and other innovative low carbon technologies. That refurbishment of hard to treat (HTT) homes programmes should demonstrate reduced fuel bills promoting the wider application of renewables in future Warm Front activities in recognition of the contribution that microgeneration can now make to delivering 'thermal comfort' or affordable heating for all.
23. National Planning Policy frameworks and buildings regulations were recently amended, again reflecting increased awareness of the need to address climate change, CO₂ reduction, insecurity of fuel supply and indirectly fuel poverty. Regional Spatial Strategies (RSS) and Local Development frameworks will be required to incorporate 'Planning Policy Statement 22: Renewable Energy' (PPS22) emphasising the importance of Regional and Local Planning Authorities developing positively expressed policies on integrated renewables.
24. National Government recently announced its expectation that all planning authorities" put in place policies on a par with Merton, Croydon and regional exemplar Calderdale. National clarification of PPS22 wording regarding the wider take-up of Merton-type pro-renewables planning policies emphasised that "It is essential that all planning authority's follow this example and all Chief Planning Officers will be written to urging them to do so"¹⁹.
25. Adoption of a Calderdale/Merton²⁰ Style Target will require developers to ensure that at least 10% of all energy required is provided from renewable sources in developments – including domestic – up to 2010 with a rising target for onsite embedded renewables (15% by 2015, 20% by 2021 etc) thereafter. This requirement and the associated targets should be explicit in the developing City of York Council Local Development Framework. A number of authorities are now adopting higher Merton style targets - Chichester has a 50% target, Norwich a 30% target and Milton Keynes a Zero Carbon target.

¹⁹ The Minister for Housing and Planning (Yvette Cooper) Written Ministerial Statements Thursday 8 June 2006 Communities And Local Government PPS22

²⁰ For more detail about the Merton Rule/Target see Glossary

Recommendation

2. That the Local Development Framework and our present development framework include a Calderdale/Merton Style Target. This target will require developers to ensure that:

- ◆ **at least 10% of all energy required is provided from renewable sources in all new and significantly refurbished developments from this point and up to 2010, including domestic development.**
- ◆ **After 2010 the target rises for onsite embedded renewables to be greater than or equal to 15% between 2010 and 2015**
- ◆ **Then rises again to be greater than or equal to 20% between 2015 and 2021 etc.**

26. In addition to changes to the planning framework amendments have recently been made to Parts L and F of the Building Regulations. These highlight the importance of establishing better regulatory practice to maximise energy efficiency opportunities prior to integrating or embedding renewable energy within proposals for significant refurbishment and new development. They reflect the findings of the 'Sustainable Buildings Task Group' and EU directive developments. As a result of such changes local authorities will be expected to take a stronger approach to the enforcement of the integration of higher thermal efficiency standards during building.
27. The Office of the Deputy Prime Minister (ODPM) published their proposals for Code for Sustainable Homes in December 2005 (formerly Code for Sustainable Buildings). From April 2006 the Code applies to all new homes receiving Government funding. It establishes a five star rating system, based on six essential elements, including energy efficiency and use of materials. Minimum standards will need to be achieved for each element, with additional, optional, elements for those developments wishing to achieve higher ratings. The Code builds on the existing EcoHomes standard²¹.
28. Housing funded by the Housing Corporation and English Partnerships will be required to achieve a three-star rating - equating to EcoHomes Very Good. The Housing Corporation have already committed to the requirement of Ecohomes Very Good on all its funded housing from April 2006 until 2008. This however, can be seen as a minimalist approach in comparison to many other local authorities who have for some time committed where ever possible to their new homes achieving 'EcoHomes Excellent Standard'.

²¹ For more about the EcoHomes Standard see Glossary

Recommendations

- 3. That the City of York Council commits to research and copy planning policies adopted by other local authorities to specifically ensure energy efficiency by design. That all plans submitted to the Local authority be tested on these criteria.**
- 4. That the authority respond to and enforce Parts L and F of the Building Regulations as a matter of urgency, resolving any training and resourcing issues that need addressing.**
- 5. That the Council, through its Elected Member Energy Champion request that the Yorkshire and Humber Assembly and/or Yorkshire Forward facilitate region wide BREEAM assessor training for the region’s Development Control (and other appropriate) Officers with the aim of reducing costs to individual Local Authorities.**
- 6. That the City of York Council commit to adopt greater than or equal to Ecohomes Very Good Standards for all its funded housing from the present until April 2008 with a rising target thereafter.**

OUR REGION

29. With 14.9% of households ‘fuel poor’, the Yorkshire and Humber Region is the second worst nationally according to the 2001 English House Condition Survey (EHCS). The relationship between regional fuel poverty and HTT homes is highlighted in the Regional Housing Strategy (RHS) of 2005-2021 as housing structures which are difficult to insulate due to solid (single shell) walls and/or location off the gas mains are cited as contributory factors.
30. The 2001 EHCS found the average SAP (standard assessment procedure) rating across all stock in the region to be 49.9. The regional aim is to increase the rating across all homes to a SAP 65 by 2016. The Regional Housing Strategy proposes the development of policies, practices, and coordinated investment activity targeted initially at properties with a SAP of less than 30, which are otherwise sustainable. With the aim of reducing the percentage of housing with a SAP of 30 or under in 10 years to less than 1% or 2% in social and private housing respectively.
31. Responding to drivers from Government Office, the Region has developed a Regional Fuel Poverty Action Plan (see Annex C) as a way to try and solve fuel poverty. Its development marries well with the fact that most authorities in the region have already developed and adopted a Fuel Poverty Strategy.
32. Figures available showing the take-up of grants for home insulation over the five years from 2000-05 show that York has performed worse than any other significant urban area in the whole of Yorkshire.

County	Authority	Households	% of	total
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		awarded grants	households taking up grant	households
East Riding of Yorkshire	East Riding of Yorkshire	8,412	6.4%	131,084
	Kingston upon Hull	10,193	9.8%	104,288
North Yorkshire	NYCC	7,338	3.1%	237,583
	York	1,833	2.4%	76,920
South Yorkshire	Barnsley	8,713	9.5%	92,165
	Doncaster	11,810	9.9%	118,699
	Rotherham	7,736	7.6%	102,279
	Sheffield	15,575	7.2%	217,622
West Yorkshire	Bradford	26,699	14.8%	180,246
	Calderdale	6,639	8.2%	80,937
	Kirklees	13,071	8.2%	159,031
	Leeds	17,299	5.7%	301,614
	Wakefield	7,961	6.0%	132,212
Total		143,279		1,934,680

figures from EAGA Partnership

33. The Warm Front grant is provided to homeowners to pay for measures to improve insulation, such as draught proofing, and increase energy efficiency. Figures from the EAGA partnership show that fewer than 2.4% of homes in York had benefited from a Warm Front grant for energy insulation, lower than in any other urban district or principal local authority in Yorkshire. The 2.4% here compares to 8% in Kirklees and 15% in Bradford. Proportionally, more residents in Scarborough and Selby are benefiting than in York. If the City of York Council did more to ensure our citizens accessed this funding twice as many households would benefit. If we were doing as well as the best local authorities some six times as many households would benefit.
34. There are serious problems with homes being poorly insulated. The Government is addressing this by making funding available but York residents are clearly not taking up these funds. It is the Council's role to promote grants like Warm Front in order to reduce emissions and energy consumption through. Later in this report the issue of better strategic approaches to ensuring our citizens are aware of and supported to receive Government grant funding including Warm Front are discussed.
35. The Draft Regional Spatial Strategy (RSS) or 'Yorkshire and Humber Plan' devolves - for incorporation within LA Local Development Frameworks - responsibilities for energy²². This states that;

²² See The Yorkshire and Humber Plan, Draft for Consultation December 2005: Section15 Environment Pages 214-217

The Region – Yorkshire and Humber - will improve energy efficiency and increase installed renewable energy capacity to at least 708 MW by 2010 and to 1862 MW by 2021. All development strategies, plans and decisions will:

- A** Improve energy efficiency and maximise the efficient use of power sources by:
- Requiring orientation and layout of development to maximise passive solar heating
 - Maximising use of combined heat and power systems, especially by development with considerable energy demands
 - Locating development to utilise community heating scheme opportunities near major sources of power generation, especially those at Immingham and near Selby
 - Providing for new efficient energy generation and transmission infrastructure in keeping with local amenity and areas of demand
 - Supporting the use of clean coal technologies and abatement measures
- B** Maximise renewable energy capacity by:
- Delivering at least the sub-regional targets for installed renewable energy capacity to 2010 (Humber 124 MW; North Yorkshire 209 MW; South Yorkshire 47 MW; West Yorkshire 88 MW; other 240 MW) and to 2021 (Humber 350 MW; North Yorkshire 350 MW; South Yorkshire 160MW; West Yorkshire 270 MW; other 690 MW)
 - Helping to develop and deliver local authority targets for installed renewable energy capacity to 2010 in line with those provided in table 15.12
 - Requiring at least 10% of the energy to be used in sizeable new development to come from on-site RE sources.

36. Scrutiny at the City of York Council was instrumental in supporting the Yorkshire and Humber Assembly's production an Elected Member Energy Champions Questionnaire. The Regional Energy Champions initiative aims to engender a better understanding and application of best energy practice and sources of practical and financial help for continuous improvement in this area region wide.
37. The City of York Council appointed Cllr. Christian Vassie as its Elected Member Energy Champion at Full Council on 25th May 2006. As a result of this the Scrutiny Sub Committee hope that the initial responses to the Housing Section of the questionnaire (see Annex D) will be completed shortly and presented to the City of York Council Executive and Regional Assembly Energy. In addition to which updated versions of the full questionnaire will be presented to the City of York Council Executive and Regional Assembly Energy on a six monthly basis to support monitoring of improvements.

Recommendations

7. That as a matter of urgency the Elected Member Energy Champion present a first version of the Regional Assembly's questionnaire to the Executive and thereafter the Regional Assembly, as a record of the authority's position across all sectors to date.
8. That the Elected Member Energy Champion present six monthly updates of the Regional Assembly's questionnaire to the Executive and thereafter the Regional Assembly, as a record of the authority's progress on energy across all sectors.

OUR CITY

38. In responding to feasibility request for this topic as lodged (see Annex A) the Performance Improvement Team of the City of York Council highlighted the timeliness and particular importance of the authority addressing issues raised in this topic. Their response highlighted to Scrutiny Members the corporate CPA assessment, expected in 2007/2008, which will form a view on the following service and policy areas:
 - Condition of LA housing stock – (cross tenure fuel poverty, energy and resource efficiency are relevant)
 - Evidence that the council with partners are delivering on a 'clean and green liveability' agenda.
 - The topic was also noted as fitting with Corporate Aim 1: **'Take Pride in the City', by improving quality and sustainability, creating a clean and safe environment.**
39. In respect of the Local Authority's own housing stock York's performance can be seen as good – with a SAP rating of 66pts; above the national average but not as good as all other councils in the region. In considering the information returned through feasibility analysis the Board recognised the value of work undertaken by the authority to ensure its own housing stock meets required standards of thermal comfort.
40. Our private sector performance is however falling below this with a SAP of 44pts and mars our record on HECA reports. Improvement to Thermal Comfort within the Local Authority's own housing stock have been subsequent to achieving decent homes standard rather than strategic interventions with the joint aims of achieving thermal comfort and CO₂ reduction.
41. Our Authority has neither a Fuel Poverty and CO₂ Reduction Strategy nor Action Plan, this in association with rising energy prices may mean in real terms that the authority's position is now no better than it was some three to four years ago; a snap shot of mapped thermal efficiency giving detail regarding this can be found at Annex E.

42. The average level of fuel poverty (reported in the LASP²³ report) in York is identical to that of our region and the National average at 23%, (i.e. nearly one in four households live in fuel poverty). 12 wards in the LASP region feature within the 'worst' 10% of wards in England, two of which, Westfield and Clifton, are in York.
43. At a regional level York also presents the second highest number of Wards – 5 in total – falling within the worst 10% in the region; Westfield Clifton and Micklegate showing almost one in three households living in fuel poverty.

Table 2

	Ward name	% in fuel poverty	No in fuel poverty	LASP rank lower score indicating higher fuel poverty
Within national worst 10%	Westfield	31	1626	10
	Clifton	31	1499	12
Within regional Worst 10%	Micklegate	30	1553	13
	Holgate	29	1245	19
	Heworth	28	1294	23
Worse than National Average	Fishergate	27	853	28
	Guildhall	27	1004	29
	Tang Hall	24	713	44
	Acomb	23	801	49
NATIONAL SAP AIM				66
	Bishopthorpe	22	249	64
	Fulford	21	223	75
	Dringhouses & Woodth.	20	854	89
	Heslington	20	79	95
	Huntington & New Earswick.	18	776	127
	Osbaldwick	17	217	155
	Heworth Without	16	298	164
	Derwent	16	202	182
	Skelton, Rawcliffe & Clif	16	547	183
	Haxby & Wigginton	14	711	204
	Strensall	14	317	208
	Rural West	14	482	212
	Wheldrake	14	155	218

²³ The Baker & Starling report to York, North and East Yorkshire Local Authority Support Programmes (LASP) entitled '**A profile of fuel poverty in York, North and East Yorkshire LASP Region and Member Districts**'

44. It would be beneficial to the authority to adopt a more integrated approach, to recording improvements which utilized the developing Environmental Management System (EMAS) or similar. The Sustainability Officer for the Authority should be engaged to advise about targeted improvements and reporting under EMAS.

Recommendation

9. That the authority to adopt a more integrated approach, to recording improvements to LA housing stock utilizing the developing Environmental Management System (EMAS) or similar. That Officers in Housing work with the Authority's Sustainability Officer who should be engaged to advise about targeted improvements in this area and the reporting of targeted outcomes under EMAS.

45. A holistic approach to improving thermal comfort and sustainability in relation to domestic energy procurement, in all (including non-LA) housing stock needs to be adopted by the authority in partnership. Relevant partners – i.e. the Energy Efficiency Advice Centre, Primary Care Trust, Health Authority, Private Landlords including Universities and National Energy Action – need to be consulted (see Annex F NEA process outline). Consultation should be made with a view to creating a holistic response to fuel poverty reduction and improved public health and the associated need for CO₂ reduction in response to climate change.
46. Since this scrutiny commenced every local authority in the Yorkshire and Humberside region has been signed up as a member of National Energy Action (NEA) since April 2006. All the subs' for the 22 authorities are signed up on a bulk purchase deal negotiated by the Assembly. The Assembly will be reviewing this towards the end of the year to see what value/use authorities made of NEA membership and to see whether it would be something we might want to continue to support in next and subsequent years should budgets allow.
47. Whilst the NEA's prime function is tackling fuel poverty including obvious linkages with regard to insulation programmes/energy efficiency, the NEA is presently conducting research into use of microgeneration as a method for tackling fuel poverty in off gas network areas. It is vital that our authority make full use of its membership – the present contact Officer at CYC being Asset Manager (Housing Services) – by ensuring that the most appropriate Officers and Members including the Elected Member Energy Champion receive the information that they provide eg Energy Action magazine and the reduced rates for training courses etc.
48. During the Scrutiny process the authority's Equalities Officer also advised the Board that the absence of a Fuel Poverty and CO₂ Reduction Strategy may

prohibit the authority's capacity to meet the equality concerns raised by the community and hence to achieve the Equality Standard.

49. Inequalities in housing both mirror very closely, and exacerbate, other inequalities in society. Disabled people, elderly people, black and minority ethnic people, young people, single parents etc are more likely to live in poor standard accommodation – with poorer energy efficiency. The Officers considerations being based upon consultation undertaken by the authority with community groups (as part of its work to implement the Equality Standard) which has highlighted many equality issues around housing and poverty related to the topic. The Equalities Officer hoped that recommendations would incorporate strategies making advice and support regarding improved thermal comfort accessible and inclusive to all sections of the community.
50. The former Housing Scrutiny Board felt one of the biggest issues facing the citizens in respect of carbon reduction was understanding what a low emmissive home was comprised of. A notional model was created (in collaboration with Officers from York's EEAC) emphasising measures which could be taken to move existing homes towards the ideal; i.e. without major reconstruction of the buildings fabric. See 'SKETCHING the ENERGY EFFICIENT HOME – How to make a Normal Home a Greener Cleaner Home'. Annex G of this report.
51. In order to help assess the effects of more concerted education/marketing regarding advice to citizens the Board felt the following actions might be helpful;

- a. Do a scaled down version of the paper (4 x A4) for delivery as leaflets direct to householders in one or two of York's most thermally poor Wards as a pilot with a view to explicitly monitoring any improvements in grant take up returns through EEAC. (to be done)
- b. ensure that the fuller version of the report is annually refreshed with the support of EEAC and kept as a data source on the council's website. (to be done)
- c. Contact Elected Members to request a short notice in their Ward Newsletters encouraging people to take up the advice and grants available through EEAC. Newsletters including this at the Boards request were sent to the following wards; Fishergate Jan 2006, Heslington and Fulford Jan 2006, Holgate February 2006, Strensall, Towthorpe, Earswick & Stockton on the Forest February 2006, Dringhouses & Woodthorpe February 2006.
- d. Request that the Deputy Chief Executive send an all staff Email out advising of the same information, this was done first week of December 2005.
- e. Ensure that Streets Ahead (the Council Housing Magazine) incorporates an article on Energy Efficiency Advice

50. As a result of completing limited actions c, d and e Colin Eastwood, Project Manager, Energy Efficiency Advice Centre (EEAC), ²⁴ reported a vast increase in the level of customer contact, and resulting grant take up, with and through the local (EEAC). Further consultation by the Board with the Project

²⁴ Co-Opted Member of the Housing Scrutiny Board, Project Manager York, North Yorkshire and East Riding Energy Efficiency Advice Centre (EEAC)

Manager EEAC, National Energy Action and the Regional Assembly's Energy Policy Manager quickly led to a series of quick step actions that the authority might use as the basis of an Energy Efficiency and Thermal Comfort Strategy and Action Plan. These are tabulated below;

ACTION	WHO	WHEN
Annual refreshing of 'Sketching the Energy Efficient Home' for posting on the council's website with links to Sustainability content and Housing content of the site and reciprocal links to EEAC.	Housing Officers + EEAC personnel	April or as near to date of established annual grants funding changes
Possible short leaflet version of 'Sketching the Energy Efficient Home' for delivery direct to householders in Wards and/or for placement in Doctors Surgeries and other appropriate community locations etc.	Housing Officers +Marketing and Communications EEAC personnel, Health Authority, PCT	Devise Summer; roll out Autumn
Short 'Winter Warmer' notice in Ward Newsletters and or Your City, encouraging people to take up the advice and grants available through EEAC.	All Elected Members, Neighbourhood Pride Team, Marketing and Comms, EEAC personnel,	August/September for phased roll out in letters October through February
Pre-Ward Meeting Information sessions or Energy Bingo Games including give aways – low energy light bulbs, hot water tank jackets sponsored by Power providers	All Elected Members, Neighbourhood Pride Team, Energy Providers, EEAC personnel,	At Ward Members choice in consultation
Single Paragraph Advice link to EEAC in the advertising/information boxes on Council Payslips	Payments Manager, Resources, EEAC personnel,	October and March

ACTION	WHO	WHEN
October 2005 Website page on City of York Council linked through to the EEAC - Advice Centre's webpage as recommended through Scrutiny	EEAC/Housing/Marketing and Comms	October check web links and update information as appropriate
All staff Winter Warmer reminder Email encouraging staff to get the messages to friends and neighbours	Director Of City Strategy. EEAC personnel,	Late November
Benefits Section to facilitate York Energy Efficiency Advice Centre information being enclosed in benefits mail outs. To include a tick box on benefits forms giving claimants the option of been contacted by the Advice Centre if and when applicable grant funding or relevant information became available.	Payments Manager, Resources, EEAC personnel,	To be determined in consultation

51. The government introduces a new standard called the Health and Safety Rating System (The HHSRS) on the 6th April 2006. It is a means of identifying faults in dwellings and of evaluating the potential effect of any faults on the health and safety of occupants, visitors, neighbours and passers-by.
52. The system grades the severity of any dangers present in the dwelling. It also provides a means of differentiating between dwellings that pose a low risk to health and safety and those which pose a higher risk such as an imminent threat of serious injury or death. The system concentrates on threats to health and safety and is not concerned with matters of quality, comfort and convenience; The most significant hazard classified will be excessive cold.
53. HMO licensing - duty to ensure that all Licensable HMOS are free of Category 1 Hazards within a five year period. The City of York Council have included in its grant policy a decent homes grant for tenant measures - we have since 2001 also included in the code of practice energy efficiency measures. New grants were also introduced via the authority for over 75's who fall outside of warm front but live in council tax banded properties A, B or C. Work has been conducted with EEAC to ensure this grant can be delivered by them.

54. The EEAC has also arranged to meet with the York Registered Land Lord's Association to discuss the EEC directive about SAP ratings for tenant properties in September 2006.
55. In March 2005 the authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations worked in partnership with the Energy Efficiency Advice Centre (EEAC) targeting the private rented sector to raise awareness of energy efficiency issues both with landlord and tenants - In March we successfully contacted more than 335 landlords and 1000 tenants offering energy efficiency packs (leaflets and low energy light bulbs) More than 200 packs were distributed.
56. In October 2005 the authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations worked in partnership with EEAC and HIA - to produce a mailshot to more than 4000 residents (owner occupiers) in receipt of Council tax benefits. Intention to raise the profile of both warm front grants and other energy efficiency measures offered through EEAC and HIA. More than 450 responded, 184 surveys and 87 referrals through to Warm front.
57. The authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations attended the Housing Scrutiny Board meeting of February 2006 with representatives from the Energy efficiency Advice Centre and the EAGA partnership.
58. Since this time, the officer has been trying to arranged a mail shot with EAGA and the energy advice centre which promotes warmfront grants - this has proven difficult but it is hoped that work will be completed soon. The officer is awaiting Council tax to ok the mailshot as per Scrutiny recommendations in line with the approach taken at other Local Authorities. This should take place during September and be paid for by EAGA.
59. In line with other partnership working conclusions of the Board the officer has also worked with EEAC to create new leaflets which have been sent to DR surgeries/ pension service/age concern/CAB and Council receptions. In particular the customer advice centre/ library square/ 9 St Leonard's Place. Press releases with the Energy Efficiency Advice Centre have also been sent out and discussions held regarding training with the EAC for technical officers in the Housing Strategy & Enabling Group - Housing Standards & Adaptations team to be able to calculate SAP ratings.
60. The March and October 2005 activities and post scrutiny work of the authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations should be formally recognised and included in a Fuel Poverty and CO₂ Reduction Strategy and Action Plan to facilitate monitoring and target setting.
61. In respect of their findings and the testing of methods for improvement, the former Housing Scrutiny Board believe that it is now imperative that the authority consult upon, devise and adopt a Fuel Poverty and CO₂ Reduction Strategy and Action Plan. In addition to which they believe measures must be taken to ensure that the authority's relations with EEAC are built upon and further consolidated in partnership with others.

Recommendations

- 10. That the Housing Strategy & Enabling Group – Housing Standards & Adaptations Officer and other officers in housing as appurtenant work with York EEAC officers consult upon, devise and adopt a Fuel Poverty and CO₂ Reduction Strategy and Action Plan for the authority this year. And that the action plan use the Regional Action Plan (Annex C) NEA guidance (Annex F) and above quick step pointers as a steer.**
- 11. That the Local Authority ensures that CYC Officer and Member Positions on the Energy Partnership Board are always filled.**

62. To date The authority has not done any work in respect of improving sustainable sourcing in relation to domestic energy procurement; i.e. microgeneration from embedded renewable sources in its own housing stock. Nor has it taken a strategic stance on the education and support to achieve annually increasing levels of embedded renewable microgeneration in private sector stock. In respect of this the authority area has fallen behind its regional peers²⁵.
63. Authorities such as Kirklees, Harrogate, Bradford and Leeds have achieved significant microgeneration retrofit and new builds within their housing stock. In no small part by capitalising on established positive relations with their Energy Efficiency Advice Centres (EEAC) developed through delivery of Fuel Poverty Strategies. These have then been extended to ensure EEAC's are consulted annually in respect of proposals for upgrading of heating systems, thermal efficiency measures and other buildings fabric improvements prior to recording within Housing Revenue Account Business Plans.
64. This form of consultation has allowed EEAC's and Local Authorities to target grant funding streams and retrofit renewable microgeneration sources into domestic stock. This in turn has facilitated authorities such as Kirklees which is seen Nationally as exemplary in this field to aim for targeted levels of installation recorded under the Environmental management system EMAS.
65. To date the City of York Council has not adopted such a strategy. As a result of the Board's scrutiny however, some preliminary exploratory meetings have taken place between the Head of Housing Services and the EEAC Project Manager.
66. The Head of Housing Services agreed to look into possibilities for replacing (at end of life) standard boilers with heat pumps where this may be cost effective to the Authority and tenant. Although this situation used to be rare where properties have mains gas connections, it will need to be increasingly

²⁵ See 'Mapping Renewable Exemplars – York's And Humber', (provided at by the Environment and Sustainability Scrutiny Board, in respect of the known domestic microgeneration showing increasing levels of LA domestic stock retrofit and new build installation at other authoritys within the region.

considered in reflection of rising fuel prices and will almost certainly prove the best cost benefit fit where off gas network properties are under consideration.

67. EEAC have committed to keeping The Head of Housing Services fully up to date as to Energy Efficient Commitment funding and other funding streams including regional available for heat pumps and other possible microgenerative alternatives as schemes change in 2006. In this way the authority should be better able to capitalise on funding streams available to it.

Recommendation

- 12. That Annual and inter-year joint working be conducted between EEAC's Local Authority Support Programme Co-ordinator and CYC Housing Officers to ensure renewables are incorporated as part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc**

Final Comments from the Board

The Housing Scrutiny Board/Reducing Carbon Emissions Sub-Committee would like to acknowledge the invaluable assistance of a number of people for their technical support and advice to the Board throughout various points of the Scrutiny. The Board extends its thanks to each of those listed below.

Steve Waddington	Head of Housing Services
Mark Grandfield	Asset Manager (Housing Services)
Ruth Abbott	Housing Strategy & Enabling Group – Housing Standards & Adaptations
Kristina Peat	Sustainability Officer, CYC
Colin Eastwood	Project Manager York EEAC
Ashley Herbert	Kirklees Energy Services
Ruth Collins	Local Authority Support Programme Assistant, City Strategy, Energy Efficiency Centre
Lance Saxby	Local Authority Support Programme Co-ordinator, City Strategy, Energy Efficiency Centre
Julian Horsler	Equalities Officer, CYC
Lorraine Donaldson	National Energy Action
Andrew Cooper	Yorkshire and Humber Assembly Policy Manager Energy
Graeme Stephenson	EAGA Partnership

Contact details:

Authors:

The Housing Scrutiny Board/ Reducing Carbon Emissions Scrutiny Sub-Committee

Supporting Scrutiny Officer to the Board/Sub-Committee:

Ruth Sherratt

Tel: 01904 552066

E-mail: r.sherratt@york.gov.uk

For further information please contact the supporting scrutiny officer in the first instance

Members of the Housing Scrutiny Board/ Reducing Carbon Emissions Sub-Committee Scrutiny Sub-Committee July 2005- 2006

Chair	Cllr. Ceredig Jamieson Ball
Vice Chair	Cllr. Bill Fairclough
	Cllr. P. Blanchard
	Cllr. Janet Greenwood
	Cllr. David Horton
	Cllr. Mark.Hill
	Cllr. Madeleine Kirk
	Cllr. David Livesley
Co-Opted Member	Colin Eastwood
Co-Opted Member	Alderman Jack Archer
Co-Opted Member	Mildred Grundy
Co-Opted Member	Pat Holmes

Background Papers & Publications

Title and Author(s)

CPA 2005 Key Lines of Enquiry for Corporate Assessment (KLOE).

DIRECTIVE 2002/96/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 27 January 2003 on waste electrical and electronic equipment (WEEE)

Draft Environmental Policy And Update On Preliminary Review For The Environmental Management System (EMS).

Environment and Sustainability Scrutiny Board - Energy Use In Council Buildings

Environment and Sustainability Scrutiny Board - Generating the Future
Feedback on the Consultation Exercise for the Best Value Performance Indicators for 2005/2006

Home Energy Conservation Act 1995

Publisher and Date

Audit Commission
Sept 2005

Official Journal of the
European Union 13th
February 2003

CYC Environment &
Sustainability EMAP
20th April 2004

CYC Executive 2nd Feb
2005

January 2006

ODPM May 2005

Crown Copyright

Title and Author(s)	Publisher and Date
Local Quality of Life Indicators – Supporting Local Communities to Become Sustainable	ODPM, LGA, DEFRA, AC August 2005
Planning for Renewable Energy A Companion Guide to PPS22	ODPM 2004
Planning Policy Statement 22: Renewable Energy	ODPM 2004
Regional Housing Strategy	Yorkshire and Humber Assembly Crown Copyright July 2004
Releasing resources to the front line Independent Review of Public Sector Efficiency Sir Peter Gershon, CBE	
Review of Sustainable Energy - Beacons sustainable energy theme The UK Climate Change Programme 2006 'Tomorrow's Climate Today's Challenge	June 2005 I&DeA Learning Pages March 2006

Glossary

Broad Leaved Native Trees

Broad Leaved native Trees would generally be agreed to be species of Deciduous (trees which loose their leaves in winter) trees which have grown in England since the last Ice Age. The below list is not comprehensive but provides a guide;

Alder (Alnus glutinosa), Ash (Fraxinus excelsior), Aspen (Populus tremula), Bay Willow (Salix pentandra) Beech ** (Fagus sylvatica), Bird Cherry (Prunus padus), Black Poplar (Populus nigra var betulifolia), Broad-leaved Lime ** (Tilia platyphyllos), Crab Apple ≡(Malus sylvestris), Crack Willow (Salix fragilis), Downy Birch (Betula pupescans), English Oak (Quercus robur), Field Maple (Acer campestre), Goat Willow (Salix caprea), Hawthorn ≡**(Crataegus monogyna) and Midland Hawthorn≡ (Crataegus oxyacantha), Hazel≡ ** (Corylus avellana), Hornbeam (Carpinus betulus), Rowan ≡(Sorbus aucuparia), Sessile Oak (Quercus petraea), Silver Birch≡ (Betula pendula), Small-leaved Lime (Tilia cordata), Service Trees (Sorbus domestica and Sorbus torminalis), White Willow (Salix alba), Whitebeam (Sorbus aria), Wild Cherry (Prunus avium), Wych Elm (Ulmus glabra)

Suitable for smaller gardens

**** Suitable for Hedging or pleatching**

CARBON MONOXIDE: Poisoning and Prevention

Carbon monoxide (CO) is a poisonous gas, which may be given off by heating - both fixed and portable appliances - or cooking appliances that use gas, coal, wood or oil, if they're not working properly, if the flue is blocked in any way, or if the room is not properly ventilated.

More than 50 Deaths from accidental domestic carbon Monoxide poisoning occur in the UK each year. Carbon Monoxide gas has no smell, no colour or taste and this makes it particularly dangerous.

To avoid accidental death through Carbon Monoxide poisoning

people should do the following things as a minimal precaution;
Households with a gas boiler or heating system should be serviced every year

Chimneys should be swept, even if the fire is not in regular use, every year

Fit Carbon Monoxide detectors, these should comply with British Standard BS 7860 – a Carbon Monoxide detector is a warning device not a substitute for regular servicing.

In rented accommodation

The Gas Safety (Installation and Use) Regulations 1998 place a duty on landlords to make sure that appliances and flues are kept in good order and checked for safety at least once every 12 months. Landlords must also keep a record of previous safety checks and issue the current record to the tenant.

Tenants moving into new accommodation should:

Demand to see a copy of the current record of safety checks carried out.

Ensure that safety checks were carried by a CORGI-registered engineer.

Not use any gas appliances which they think may be unsafe.

Not attempt do-it-yourself work on appliances.

For more information about Carbon Monoxide in Homes please see the Department of Trade and Industry web site

www.dti.gov.uk/homesafetynetwork/cm_intro.htm

ChloroFluroCarbons (CFC's)

A common industrial product, used in refrigeration systems, air conditioners, aerosols, solvents and in the production of some types of packaging. Although chemically inert in the lower atmosphere (troposphere), they are taken to very high altitudes where they are broken down into their components by the stronger sunlight (UV) at these altitudes. It is the chlorine formed in this process that causes the damage to ozone. The manufacture and use of CFCs in industry has been severely curtailed following the Montreal Protocol and subsequent amendments.

CPA

Local Authorities must show performance or delivery of priorities agreed by the ODPM's Central and Local Government Partnership. The priorities are expressed as 5 sub-themed themes in the Key Lines of Enquiry. Themes have criteria for judgement at Level's 2 and 3 (where 3 shows the greater commitment). Sub-theme 5.1.2 has particular reference to housing and the criteria for judgement at Level's 2 and 3 of 5.1.3 widen encompass an Authority's own policy and monitoring framework, the Planning Authority role and the role of authority as exemplar. Sub Themes 5.1.2 and 5.1.3 with the associated criteria for judgement are copied below.

5.1.2 Asks what the council, with its partners, has achieved in its ambitions and priorities for the local housing market:

Level 2:

The council's various policies on fuel poverty, energy efficiency, health inequalities and community safety are achieving improvements but would benefit from being more consistently applied across tenures. There is work going on for outcomes in these areas to be more sustainable, with more efficiency savings and improved procurement practices.

Level 3:

The council is able to demonstrate that there are sustainable policies

and practice where relevant across all tenures to address issues such as fuel poverty, energy and resource efficiency, health inequalities, and community safety. Outcomes in these areas will not only be reflected in sustained improvements to people's quality of life but can also be quantified in terms of efficiency savings and improved procurement practices.

New housing is more sustainable in terms of construction, location, maintenance, and running costs. It is appropriate in size, scale, density, design and layout. It is also accessible, affordable and sufficient green space is provided.

5.1.3 Asks what the council, with its partners, achieved in its ambitions for the local environment, can the council evidence that working in partnership with others, it has established and is delivering on its clean and green liveability agenda the council, working in partnership with others, has contributed to ensuring environmentally sustainable communities and lifestyles.

Criteria for Judgement:

Level 2:

The council is addressing the quality of design in buildings and public spaces and is addressing these matters in its local development plans. There has been some increase in the proportion of new developments (for example, public buildings, housing, fixed infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction.

The council is setting a positive example to others through its environmental management practices

Level 3:

The council has reduced its own resource consumption significantly and is able to quantify the cost of these and the environmental impact these policies have had.

The council is effectively addressing significant local and global environmental issues and actively communicating environmental issues to the wider community

Buildings and open spaces are designed to a high quality and this is addressed in the local development plans. There has been a sizeable increase in the proportion of new developments (for example, public buildings, housing, fixed infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction.

EcoHomes Standard

The Ecohomes environmental assessment and rating system was developed by the Building Research Establishment (BRE) for all new and renovated homes. It is the 'homes' version of the BRE Environmental Assessment Method (BREEAM) developed with support from the National House Building Council (NHBC).

Ecohomes rates environmental performance on a simple single scale: Pass, Good, Very Good and Excellent. It does so by assessment of the following aspects of a building: Operational Energy i.e. that required for fuel and power during its expected use; Transport; Health and Well-being; Water; Materials, Land Use; the Ecological Value and Pollution.

It is now the most widely recognised sustainability appraisal system for residential development by Local Authorities. Using Ecohomes is an effective means to test compliance with Local Plan policies, requiring developers to demonstrate their green and sustainable credentials and high environmental design standards. The scheme is also aligned to the 2004 Sustainable Buildings Task Group recommendation that a single national Code for Sustainable Building (CSB) based on this method be established. English Partnerships and the Housing Corporation already require contractors to build to such standards.

Emissions trading

Emissions trading is an attempt to reduce the environmental cost of pollution control by providing economic incentives for measurable reductions in emissions.

A central authority, such as an air pollution control district or a government agency, sets limits or "caps" for each type of pollutant, recognizing that clean air is a joint resource. Groups that intend to exceed the limits may buy *emissions credits* from those who will stay below their designated limits; this transfer is normally referred to as a trade.

Green House Gases

The six key gases, identified as accelerating global warming due to human production, use and emission into the environment; carbon dioxide(CO₂), methane, dinitrogen (nitrous) oxide (N₂O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs) and sulphur hexafluoride (SF₆)

Carbon dioxide (CO₂) accounts for the greatest proportion of greenhouse gas emissions in the UK.

Halocarbons

A class of halide (i.e. containing Chlorine, Bromine or Iodine) compounds, including CFC's. These can break down to form various ozone-depleting radicals.

Kyoto Protocol

An international agreement setting targets for industrialised countries such as the UK to cut their greenhouse gas emissions. The protocol was agreed in 1997, based on principles set out in a framework convention signed in 1992.

The Kyoto Protocol became a legally binding treaty on 16 February 2005 having been ratified by 55 nations.

Merton Rule

The 'Merton Rule' is the groundbreaking planning policy, pioneered by the London Borough of Merton, which requires the use of renewable energy onsite to reduce annual carbon dioxide (CO₂) emissions in the built environment. Hundreds of local authorities look set to follow Merton's lead, which will impact all new major development projects throughout the UK.

Following the publication of Planning Policy Statement 22 (PPS22), Planning Guidance on Renewable Energy, issued by the Office of Deputy Prime Minister in 2004, the London Borough of Merton was the first to formalise the governments renewable energy targets in its adopted UDP, setting the target for the use of onsite renewable energy to reduce annual CO₂ emissions for all new major developments* in the borough by 10%.

The first project to comply with this target – ten light industrial units - was completed in June 2005 at Willow Lane, Mitcham, using micro turbines and solar PV to meet the requirement.

Croydon were quick to follow Merton's lead, and their first project designed to reach a '10% target' was completed in July 2005.

North Devon has chosen to demand 15% CO₂ reduction from renewables and Kirklees Council have proposed that by 2011, 30% of energy consumption in every one of its new buildings is from renewable sources. This is a trend that has drawn increasing interest from local authorities across the UK, with over 75 councils already drawing up policies.

Montreal Protocol

A convention signed in 1987 by many countries to greatly reduce the production and use of CFCs responsible for damage to the ozone layer with the aim to reduce them by half by the year 2000. Since 1987, further amendments to the protocol have imposed greater restrictions on the production and use of potentially damaging compounds. The main CFCs will not be produced by any of the signatories after the end of 1995, except for a limited amount for essential uses, such as for medical sprays.. Two revisions of this agreement have been made in the light of advances in scientific understanding, the latest being in 1992. Agreement has been reached on the control of industrial production of many halocarbons until the year 2030.

Nottingham Declaration

In 2000 Nottingham City Council hosted a conference on climate change to launch a declaration which has been signed by over 80 local authorities in the United Kingdom (number as at November 2004). The full wording of the declaration is copied below at Annex H.

Ozone (O₃ : 3 oxygen atoms)

Ozone occurs naturally in the atmosphere and forms a layer in the stratosphere, thinnest in the tropics (around the equator) and denser towards the poles. It is created when ultraviolet radiation (sunlight) strikes the stratosphere, dissociating (or "splitting") oxygen molecules (O₂) to atomic oxygen (O). The atomic oxygen quickly combines with further oxygen molecules to form ozone. **Ozone depletion** is mainly due to the release of manmade chemicals containing chlorine such as CFC's (ChloroFluoroCarbons), bromine containing compounds, related halogens and Nitrogen oxides;.

**Voluntary
Indicator
Framework**

Ozone depletion has a major effects upon us and our planet, even a small amount of loss to the ozone layer , means more ultraviolet light (UV-B) from the sun reaches the Earth. For each 1% of the ozone layer depleted, 2% more UV-B reaches the surface of the planet.

UV-B increase is one of the most harmful consequences of ozone depletion because it can cause skin cancer. The US Environmental Protection Agency estimates that 60 million people born by the year 2075 in America alone will get skin cancer due to ozone depletion and that one million of these people will die, in addition it estimates 17 million more cases of cataracts can also be expected in the US alone

The March 2005 UK Government Sustainable Development Strategy 'Securing the Future' incorporates the August 2005 ²⁶ guidance to monitoring, and complimentary indicators for Local Authoritys and Local Strategic Partnerships, entitled 'Local Quality of Life Indicators – Supporting Local Communities to Become Sustainable'.

Drafted with reference to National Local Authority monitoring indicators drawn up under the LA21 process the indicators are recommended for adoption to extend or widen the ethos of the CPA framework to cover an authoritys partners and partnership working.

Whilst the indicators are at present voluntary – i.e. non-statutory – in fleshing out the statutory indicators they "...help (LA's/LSP's) monitor the effectiveness of their Sustainable Community Strategies.." ²⁷. There is a strong suggestion that they may become obligatory in the near future. Indicators 24, 25 and 26 relating to energy and emissions are copied below.

24

Levels of key air pollutants.

25

Carbon dioxide emissions by sector and per capita emissions.

26

Average annual domestic consumption of gas and electricity (kwh)

Warm Front

Warm Front is the Government's main grant-funded programme for tackling fuel poverty. The scheme was launched in June 2000 and before its name changed to Warm Front, it was called the Home Energy Efficiency Scheme.

From June 2005 the roles of Warm Front Scheme Manager and Supplier of Heating Materials in England, Defra has announced the preferred bidders subject to contract award. These are:

²⁶ Audit Commission, DEFRA, ODPM and Local Government Association

²⁷ See Page 16 'Local Quality of Life Indicators – Supporting Local Communities to Become Sustainable'.

- Eaga Partnership for the role of Scheme Manager in all four geographical lots
- Wolseley UK Limited for the supply of oil and gas heating materials
- Graham Group for the supply of electrical materials.

A Warm Front grant of £2,700 or £4,000 (if oil central heating has been recommended) can provide a package of insulation and heating tailored to each property, drawn from the measures listed below.

Insulation measures

- Loft insulation.
- Draught proofing.
- Cavity-wall insulation.
- Hot-water-tank insulation.

Heating systems

- Central heating
- Gas room heaters with thermostat controls
- Electric storage heaters
- Converting a solid-fuel open fire to a modern glass-fronted fire
- Time controls for electric space heaters and water heaters
- Heating repairs and replacements

Other measures

- Energy advice.
- Two low-energy lightbulbs.
- Hot water tank jacket.

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ANNEX A
SCRUTINY TOPIC REGISTRATION FORM

<p>SUGGESTED TITLE OF TOPIC</p> <p>Reducing Carbon Emissions from York's Housing Public and Private</p>	
<p>ABOUT YOU Please fill in as many of the details as you are able to.</p>	
<p>Title (delete as applicable):</p> <p>Other please state Cllr</p>	
<p>First Name: Mark</p>	<p>Surname: Hill</p>
<p>Address:</p> <p>Yorkshire Green Party 7 Reginald Grove York YO23 1L</p>	<p>Daytime Phone: 01904 636239</p> <p>Evening Phone: 01904 672489</p> <p>Email:</p>
<p>Are You (delete as applicable)</p> <ul style="list-style-type: none"> • A Resident of York • A Visitor • A City of York Councillor • A City of York Council Employee • A Representative of a Voluntary Organisation or Charitable Trust (if YES please tell us the organisations title and your relationship to the organisation below) • Other (please comment) 	<p>YES</p>

ABOUT YOUR PROPOSED TOPIC

Please write your responses to as many of the questions below as you are able to.

WHY DO YOU THINK THIS TOPIC IS IMPORTANT?

Housing is the single largest source of CO2 emissions. The Council has significant housing stock, strong links with local Housing Associations and some powers over private sector landlords. Its powers and links could make a significant difference.

DO YOU KNOW IF THIS TOPIC IS IMPORTANT TO OTHER PEOPLE? IF SO, WHO AND WHY?

Tenants, Council, HA and private could benefit from warmer homes

WHAT DO YOU THINK SCRUTINY OF THIS TOPIC MIGHT CHANGE, DO OR ACHIEVE?

Carbon Dioxide emissions should fall.
Homes should be warmer.
Energy costs should fall, while expenditure on local insulation installers should rise.

DO YOU HAVE IDEAS ABOUT THE APPROACH SCRUTINY MEMBERS MIGHT TAKE TO YOUR SUGGESTED TOPIC?

Evidence from energy efficiency office, Housing Associations, Federation of Private Landlords, University etc.

WOULD YOU BE HAPPY TO TALK TO SCRUTINY MEMBERS ABOUT YOUR PROPOSED TOPIC AT FORMAL MEETINGS?

Yes

PLEASE ENCLOSE ANY SUPPORTING DOCUMENTS OR OTHER INFORMATION YOU FEEL MIGHT BE USEFUL BACKGROUND TO THE SUBMISSION OF THIS TOPIC FOR CONSIDERATION.

For Scrutiny Administration Only

Topic Identity Number 113

Date Received 11 March 2005

SC1- date sent

Initial analysis on the Health Action Calderdale Kirklees and Wakefield Project (HACKW)



JUNE 2005

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Appendices.	
1. Letter with questionnaire.	
2. Copy of Questionnaire.	
3. Results of HACKW.	
4. COPD project.	
5. Public, Extra winter mortality.	
6. Temperatures and Extra Winter Mortality.	
7. The Effect of Cold on Hospital Admissions.	
8. Cross-correlations / lags of COPD with weather.	
9. Partners Involved and roles.	
10 a & b. Referral Forms.	

Health Action Calderdale Kirklees Wakefield (HACKW).

Introduction.

This report is a result of a snapshot analysis on the HACKW beneficiaries, which gives an opportunity to examine some of the additional benefits of this type of project. Participants were asked by questionnaire on issues such as health benefits and general well being. The results have been reported including a brief synopsis of other related research projects.

Purpose.

The purpose of this initial study is to obtain rapid feedback of the effectiveness of the scheme and to help direct a possible future study that would be more rigorous.

Project Summary.

This project delivered carbon savings and improved the health and well being of vulnerable private householders with a cold related illness. On referral by a health professional free installation of insulation and heat recovery ventilation measures were installed. This project directly addresses PCT interest in reducing health inequality.

Feasibility Study Results.

The Health Action Calderdale & Kirklees (HACK) project, which ran from October 2001 to March 2003, was treated as a feasibility study for the purposes of this project. It delivered 548 measures to 250 properties in Calderdale and Kirklees giving annual carbon savings of 215 tonnes, with 84% of householders reporting that their homes were warmer and over 50% reporting an improvement in their medical condition.

The HACKW project, which is running from April 2004 to Jan 2006, has delivered 683 measures to 343 properties in Calderdale, Kirklees and Wakefield giving annual carbon savings of 87 tonnes, with 85% of households reporting that their homes are warmer.

Target Audience.

The target audience identified from the feasibility study is private householders in the categories below who suffer from, or are at risk of, a cold related illness. This was confirmed by a health professional in the following categories:

- People not eligible for Warmfront (i.e. people over 60 / with young children but not on an income related benefit / disabled under 60)

The feasibility study identified that those in the target audience are often ineligible for the Warmfront scheme. As such the potential market is large and as the product is free in line with the principles of the health service no price barriers exist. Therefore, an excellent conversion rate of 100% take up of the grant funds occurred. The project is still attracting small amounts of additional funds from various sources in relation to the original funding.

Planned Carbon Reduction Measures.

The main energy efficiency measures were, cavity wall insulation, loft insulation, heat recovery ventilation, hot water tank jacket and draft proofing.

Access to the Scheme.

Obtaining referrals solely from GPs proved problematic and not wholly reliable. In response to this, an innovative approach was taken to obtain endorsed health referrals through leads generated by community groups including Groundwork and Age Concern working along with community based health practitioners and community nursing staff. Using this range of partners to generate referrals was unique. It was more appropriate as these people are more likely to see people in their homes that are GP's.

Complementing ongoing health projects to tackle respiratory illnesses such as smoking cessation, relevant health staff involved in the referral process will be able to advise householders on appropriate lifestyle changes.

An additional innovative feature was to assess the situation in a more holistic way and offer steam cleaning of carpets and soft furnishings in the bedroom of asthma sufferers where a heat recovery ventilation unit has been installed.

Delivery.

The lead partner, Kirklees Energy Services (KES) - the local EEAC had overall responsibility for the project, including management, delivery and monitoring of the project. The three local authorities, KIRKLEES M.C. WAKEFIELD M.D.C. and CALDERDALE match fund the bid, promoted and raised awareness of the project to the appropriate personnel of other partners and disseminated information throughout the community. The six partner PCTs supported and encouraged appropriate health referrals for the scheme. Community partners, including Age Concern and Groundwork used grass roots connections to promote and raise awareness of the scheme.

Methodology/sample.

The health questionnaire was sent out to anyone who had a completed HACKW job before 1st Dec 2004.

A sample of 140 participants was therefore chosen based on having the installed measures in place before the onset of a cold winter period. The majority were therefore taken from a period 1st April 2004 to 1st Dec 2004. (Response rate was 73%)

The participants were sent a questionnaire (see appendix)

Limitations.

The limitations of this type of analysis are apparent when analysing the responses. The questions are mainly based on perceptions and although some of the responses are conclusive there is a lack of empirical data, which can be provided by the health professionals to support the anecdotal evidence provided by the participants.

With many of the participants having life long illnesses, a reduction in visits and use of medication would not be appropriate although the overwhelming majority felt that their well being and cold related illnesses had improved.

The results also show that although nearly 56% had noticed a reduction in bills, many of the participants were on schemes where a fixed amount was paid. E.g. participating in the stay warm scheme. Some participants had not received a bill yet and could not comment. Most participants had experienced an increase in energy prices, which made it harder to come to a conclusion on the fuel cost benefits of the scheme.

Similarly many participants were entitled to free prescriptions and would not notice a reduction in cost of medications. Some participants also had illnesses that are progressive and hence a reduction in visits or prescriptions would not be noticed.

Findings.

Research on 102 out of 140 of the HACKW participants questioned who have experienced a winter after the new measures has shown the following results: -

- 78% felt that their medical condition improved after the measures.
- 94% noticed an improvement in the warmth of their dwelling.
- 56% noticed a decrease in their bills despite fuel price increases.
- 24% use less medication as a result (Many have life illnesses which require continuous use).
- 30% have noticed less need to visit their GP as a result of improved medical condition after the measures. (Many have life illnesses, which require regular visits).

Conclusions and Recommendations.

The HACKW scheme is an Energy Saving Trust (EST) Innovation project. The EST is eager to see that projects funded under this programme are sustained. Consequently we would like to work towards mainstreaming of the scheme.

The findings suggest that further research should be carried out, however KES do not have the expertise or the authority to undertake this task and is seeking the help of the Directors of Public Health in this respect.

Ideally we would like to make use of the expertise within the PCT's to conduct this evaluation. We would be willing to apply for any additional funds to conduct the work.

In addition to contributing towards the case for mainstreaming of the HACKW scheme, the evaluation study could also prove useful in informing policy on cold related illnesses.

Current related research

Met Office “Health Forecasting” (www.metoffice.gov.uk/health)

The Met office has conducted some research with 8 Strategic Health Authorities and 8 Met Office service Developers (see appendix 4), on the effects on front line service demand in relation to temperature variation. It has been well documented that for every 1degree drop in temperature which results in an increase of deaths, more medical admissions, increased exacerbations and costs to the NHS (See appendix 5 & 6) It has also been observed that cold snaps lead to increased COPD (Chronic Obstructive Pulmonary Disease) admissions, peaking 1-2 weeks later (See appendix 7 & 8)

- A PCT serving a population of 250,000 will have about 14,200 GP consultations every year for people with COPD.
- 680 patients will be admitted to hospital, accounting for 9800 bed days.
- Admission costs about £1700
- GP Consultation costs £56
- Cold snaps lead to increased COPD admissions, peaking 1-2 weeks later and there is a lag for respiratory deaths peaking at 12 days.
- In COPD patients' cold bedroom temperatures are related to the development of a 'cold' and an exacerbation. This may be related to cooling of nasal passages.
- There is good evidence that cold houses cause increased mortality across all social classes. Indoor temperatures are related to respiratory deaths.

Evaluation of Alpine Treatment

Alpine Environments

www.alpine-environments.co.uk

The **HACKW** project was further enhanced by offering steam cleaning of carpets and soft furnishings in the bedroom of asthma sufferers where a heat recovery ventilation unit has been installed. The following research was conducted by Alpine one of the providers of this service to the scheme in partnership with **South Leeds PCT** and **Leeds City Council**.

Alpine Environments are dedicated to helping families who suffer from asthma, triggered by the indoor environment. Asthma affects a high proportion of people throughout the United Kingdom. In addition to almost daily medication and regular visits to GPs some patients require hospitalisation and regrettably there are a number of fatalities each year.

Asthma is detrimental to a person's health and well being and is likely to have an adverse affect on their attendance at their place of employment or education. This has been observed as part of multiple deprivations relating not only to health but also to other factors such as Fuel Poverty. Room and outdoor temperature has also been seen to cause exacerbations as described in the **Met Office** "*Health Forecasting*" research.

Several causative factors have been identified. House dust mites being one of the most common sources of indoor allergens are a cause of symptoms in allergic asthma. We at Alpine have a clinically proven method of eradicating the house dust mite and denaturing its harmful allergens without the use of drugs or chemicals.

Alpine not only created a low allergen home with their unique method of heat, steam, time and temperature to the patients beds but also by installing heat recovery ventilation systems, drop the humidity level to 55% to ensure the house dust mite cannot re-infest. In essence they created a sanctuary for the patient to enjoy. The heat recovery units also ensured that wasted heat, which would be normally lost, was utilised.

Several homes have been treated in South Leeds. Results to date are very encouraging showing reduced dependant on medication, better school attendance and an improved quality of life. The projects to date demonstrate that the scheme is viable and makes a contribution to health and well being of the clients.

The project supports and sign posts other health and well being initiatives particularly focusing on fuel poverty. Similar schemes are about to commence in Newcastle and Kent. We are hoping to extend all projects with the ultimate aim that the process is recommended as an adjunct to reduced reliance on medication.

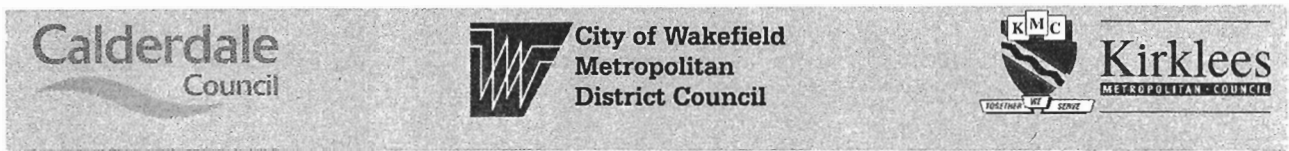
For copies of the clinical trial or further information

By e-mail elumley@alpine-environments.co.uk

Tel: Office: 0113 200 8210/ 0113 200 8225 / (Free phone 0800 281 286)

Appendix 9. Partner Roles

Partner organisation	What was their role or intended role?
Kirklees Energy Services (KES)	Lead Partner responsible for overall project management including delivery and monitoring. KES is the Energy Efficiency Advice Centre for Kirklees, Calderdale & Wakefield.
Calderdale Council	Lead Council responsible for promoting project within Calderdale and passing referrals to KES
Kirklees Metropolitan Council	Responsible for promoting project within Kirklees and passing referrals to KES
Wakefield Metropolitan District Council	Responsible for promoting project within Wakefield and passing referrals to KES
Calderdale PCT	Responsible for endorsing referrals in terms of health benefits – endorsement by a range of health professionals
North Kirklees PCT	Responsible for ensuring appropriate referrals in terms of health benefits by a range of health professionals
South & Central Huddersfield PCT	Responsible for ensuring appropriate referrals in terms of health benefits by a range of health professionals
Wakefield East PCT	Responsible for ensuring appropriate referrals in terms of health benefits by a range of health professionals
Wakefield West PCT	Responsible for ensuring appropriate referrals in terms of health benefits by a range of health professionals
Age Concern Calderdale	Additional promotion of the project in the Calderdale area.
Age Concern Kirklees (North)	Additional promotion of the project in the Kirklees area.
Age Concern Kirklees (South)	Additional promotion of the project in the Kirklees area.
Age Concern Wakefield	Additional promotion of the project in the Wakefield area.
Groundwork Wakefield	Additional promotion of the project in the Wakefield area.



Health Action Calderdale, Kirklees & Wakefield (HACKW) REFERRAL FORM

Name: _____

Address: _____

Postcode: _____ Tel No: _____

I give permission for details of how my health is affected by cold and/or damp conditions to be disclosed on this form

Signed: _____

Date: _____

To be completed by a health professional

Brief description of how cold living conditions/poor ventilation affects the people living in the property

Name (Block Capitals): _____

Position _____ Place of Work: _____

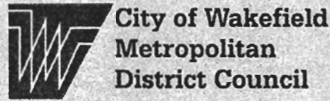
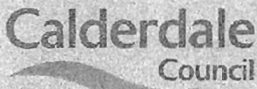
Contact telephone number: _____

Signature: _____



Please return to: ENERGY EFFICIENCY ADVICE CENTRE
FREEPOST NEA10014
HUDDERSFIELD
HD1 1TG
Tel: 0800 052 7496





HACKW HEALTH ACTION FOR CALDERDALE, KIRKLEES & WAKEFIELD

IS YOUR HOME **COLD** AND
DRAUGHTY?

WOULD YOU LIKE **FREE**
INSULATION **INSTALLING?**

You may be eligible for draughtproofing, loft insulation, cavity wall insulation and heat recovery ventilation (for respiratory illnesses), installed by professional installers, under the 'HACKW' scheme completely **FREE OF CHARGE**

Overleaf is a referral form which has to be completed by a health professional - your health visitor, practice nurse, midwife etc. Send it back to us (**FREEPOST**) and we will make the necessary arrangements for you

Its as simple as that



'HACKW' is funded by the Energy Savings Trust and Calderdale, Kirklees and Wakefield Councils, & supported by the Primary Care Trusts, Groundwork and Age Concern





APPENDIX 1

KIRKLEES ENERGY SERVICES

12 Byram Buildings, Station Street, Huddersfield HD1 1LS
Tel: 01484 351552 Fax: 01484 351551 FREEPHONE 0800 0527496
E-mail: info@energy-help.org.uk www.energy-help.org.uk

«Names»

«Address»

05 August 2005

Dear «Greeting»,

During 2004 you took part in the Health Action Calderdale, Kirklees & Wakefield (HACKW) scheme and had free energy efficiency measures installed in your property. The measures will have included one or more of the following: loft insulation, cavity wall insulation, draught proofing and heat recovery ventilation (a Baxi unit).

We are writing to you in the hope that you can help us measure the impact of the scheme, as this will help us to attract more funds into this successful scheme, which will enable us to help other individuals and families.

We would be grateful if you would take a few moments to answer the following questions, and return this form to us in the FREEPOST envelope provided (No Stamp Required.)

As a thank you for your help your response will be entered into a Prize Draw for A New Energy Efficient Electric Kettle. The draw will take place on 15th June 2005 and the winner will be notified by post on the same day.

All information received will be treated in the strictest confidence and your details will not be passed onto a third party. Please fee free to leave unanswered any questions you do not wish to answer or are unsure about, as it is some time since the measures were installed.

Yours faithfully,

Simon Tao.



«CustRef» / «Expr1»

1. Can you confirm the type of work carried out on your home?

- | | |
|---|--|
| <input type="checkbox"/> Cavity Wall Insulation | <input type="checkbox"/> Draught Proofing |
| <input type="checkbox"/> Loft Insulation (Full) | <input type="checkbox"/> Loft Insulation (Top Up) |
| <input type="checkbox"/> Hot Water Tank Jacket | <input type="checkbox"/> Heat Recovery Ventilation Unit (BAXI) |

2. If you or a member of your household has a medical condition that is affected by the cold, has this improved since the work has been carried out?

- Yes No

Please give brief details...

.....
.....

3. Does your home feel warmer since the work has been carried out?

- Yes No
-

4. Have you noticed a reduction in your fuel bills?

- Yes No
-

5. Have you noticed a reduction in medical bills/use of medication since the work has been carried out?

- Yes No

Please give brief details...

6. Have you noticed a reduction in the number of visits to your GP/Hospital since the work has been carried out?

- Yes No
-

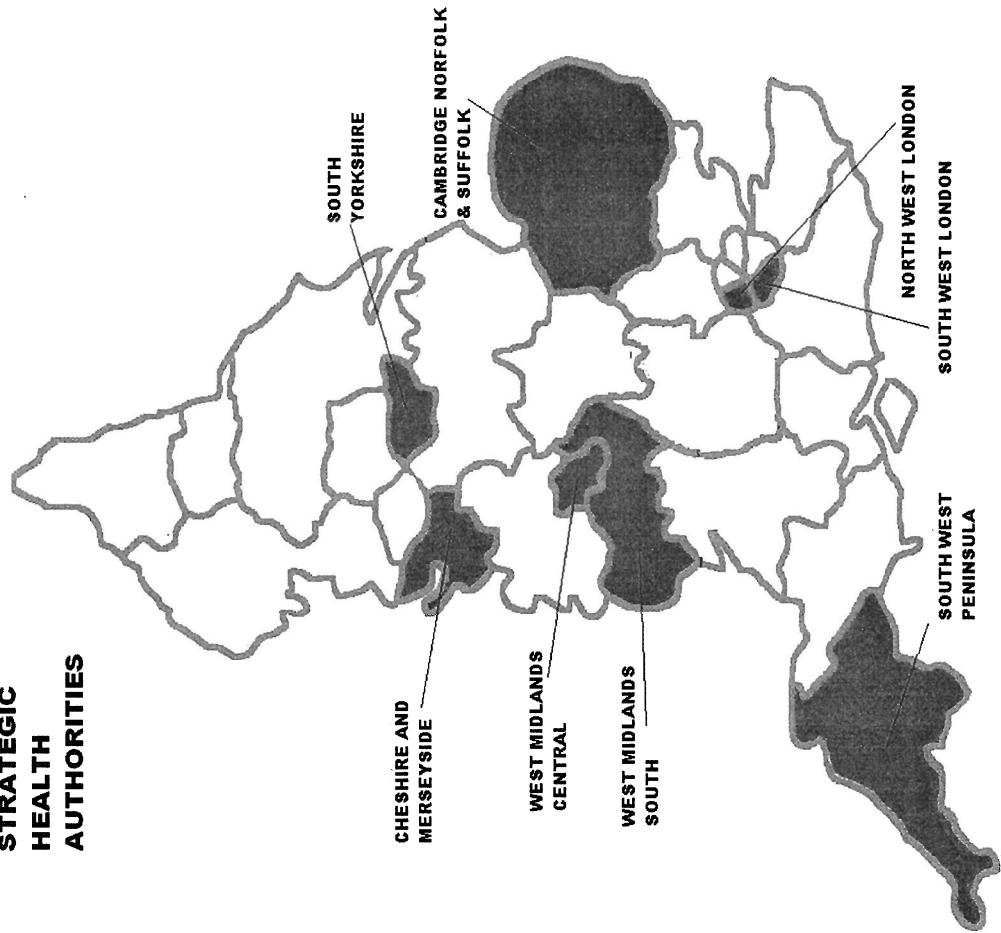
7. Have you any further comments to make regarding the HACKW scheme?

Appendix 4

COPD project



**STRATEGIC
HEALTH
AUTHORITIES**



SHA pilot project agreed.
8 Met Office service
Developers

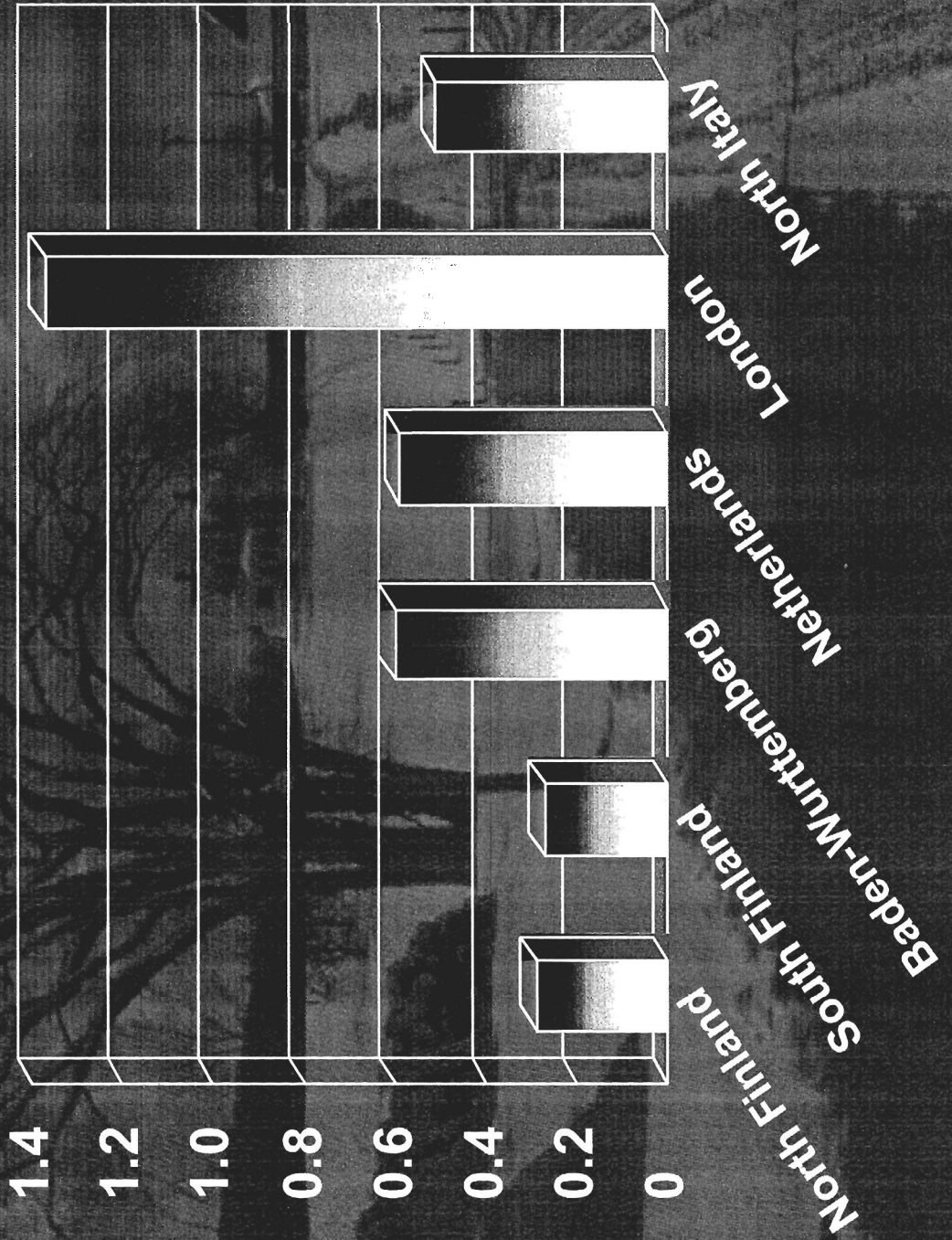
Admissions & COPD
Prevention.

DoH funded evaluation

Appendix 5

Public

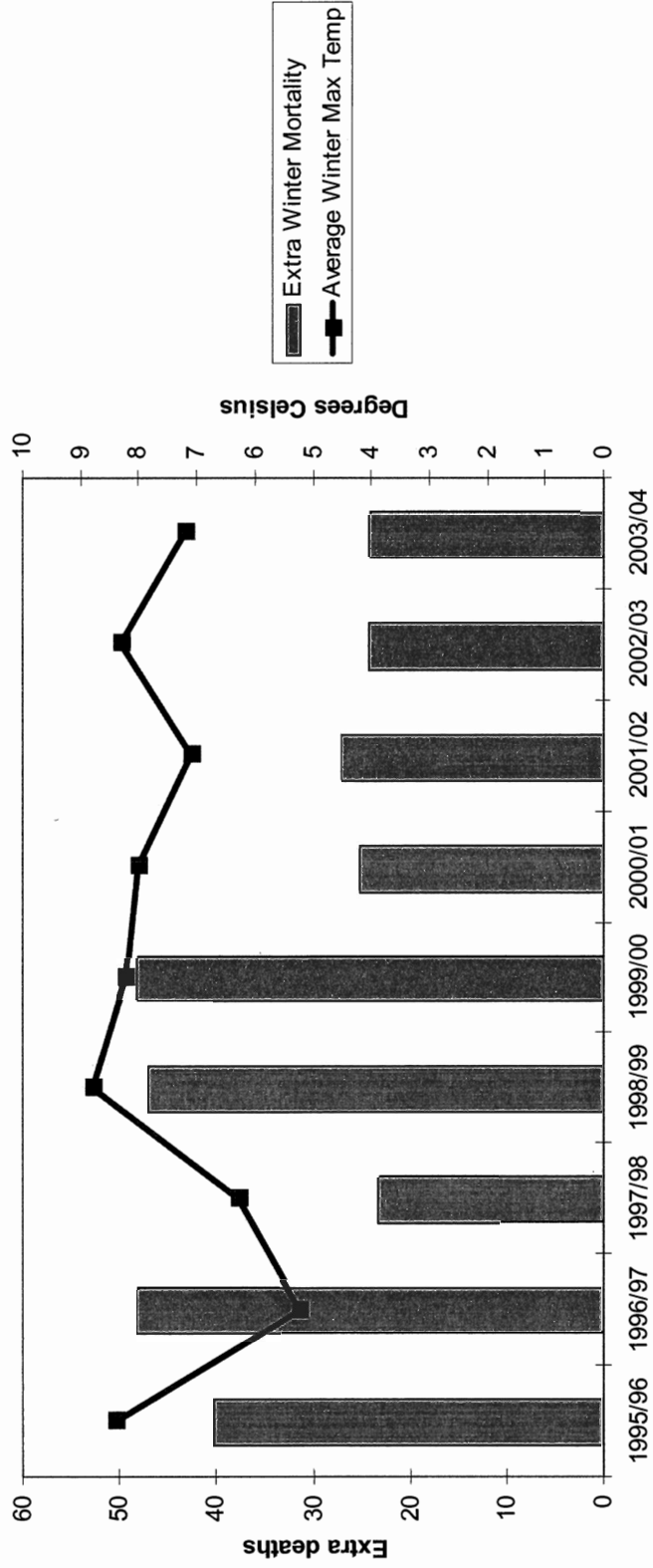
Extra winter mortality
% increase in mortality for each 1°C fall from 18°C
Keatinge et al, 1997



Appendix 6 Temperature and EWM



Extra Winter Mortality and Max temp.

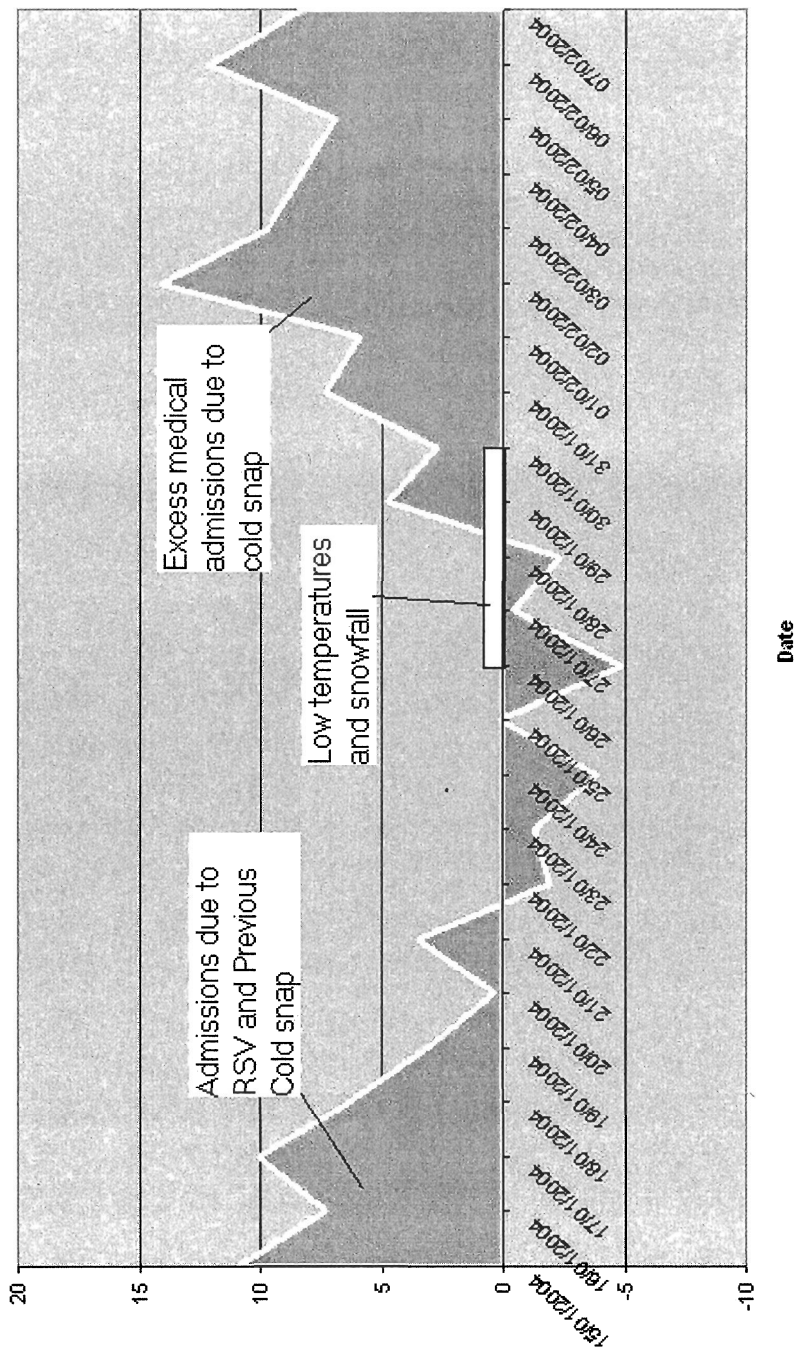


APPENDIX 7

The Effect of Cold on Hospital Admissions



SE London Emergency Medical Admissions
Variance from 4 week mean. Using Week 4 as reference week

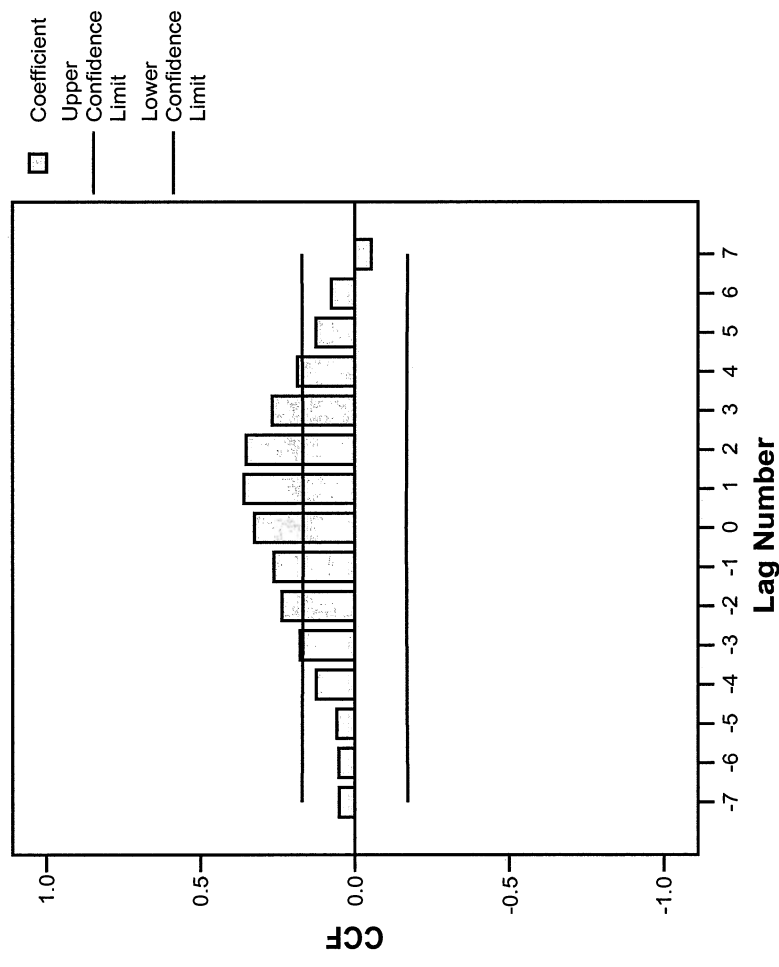


Appendix 8

Cross-correlations / lags of COPD with weather



Weekly "Coldness" measure vs COPD admissions



Positive correlation:
Cold snaps lead to increased COPD admissions, peaking 1-2 weeks later

N.B. "Coldness" is the weekly sum of a threshold temperature minus daily max temperature

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Theme 1: Influencing Affordable Warmth Policy, Strategy, Funding and Delivery in the Region

Objective	Task	Regional Partners
1.1 Provide regional guidance on providing maximum assistance for clients within the parameters of data protection legislation	1.1.1 Encourage data protection commissioners to endorse the use of Local Authority and Department for Work and Pensions databases to help target affordable warmth mail shots at clients in receipt of benefit	Commissioners' Office (data protection) Eaga Partnership Energy Efficiency Advice Centre Public Health Observatory Hull Warm Zone (best practice) Strategic Health Authority
1.2 Use Local Area Agreements to raise the profile of fuel poverty locally and to deliver affordable warmth through joint action by Local Strategic Partnerships		Government Office Yorkshire & Humber Regional Assembly Regional Housing Board Strategic Health Authorities Local Authorities Local Strategic Partnerships
1.3 Produce a model scrutiny review to encourage local authorities and Primary Care Trusts to adopt best practice in their affordable warmth work		Regional Assembly Scrutiny Team Yorkshire Forward NEA Local Government Association Strategic Health Authorities Regional Housing Board
1.4 Ensure specific fuel poverty targets are included in relevant regional plans and policies		

Theme 2: Training and Awareness Raising

Objective	Task	Regional Partners
2.1 Develop a multi-agency Communication Plan which will raise awareness of fuel poverty at all levels throughout the region.	2.1.1 Make the economic case for affordable warmth to fund-holders and decision-makers in the housing and health sectors 2.1.2 Re-brand 'fuel poverty' - replace the term 'fuel poverty' with 'affordable warmth'. Maximise interest and understanding – establish a brand for the work of the Action Plan to get the message right 2.1.3 Seek media interest and publicity for regional events, policies and activities 2.1.4 Identify regional energy champions to increase influence on policy and practice 2.1.5 Replicate good practice across the region through the production of an affordable warmth good practice guide for regional decision-makers which includes case studies and costings	Affordable Warmth Action Plan Steering Group Regional Training Framework/Events Programme Regional Public Health Group Regional media – Yorkshire TV, local radio, newspapers Fuel supply companies Communications/Branding experts Universities Energy Saving Trust Housing Associations Housing Corporation Primary Care Trusts Local Authorities
2.2 Improve co-ordination and communication between regional and local organisations – vertically and horizontally – and encourage sign-up to regional objectives	2.2.1 Encourage Local Strategic Partnerships to incorporate affordable warmth into their Community Plans (How? Who?) 2.2.2 Ensure integration of national, regional and local schemes and plans to tackle fuel poverty 2.2.3 Engage Chief Executives of key regional agencies and ensure commitment through sign-up	Government Office Yorkshire & Humber Regional Housing Board Regional Development Agency Affordable Warmth Action Plan Steering Group Local Energy Support Programme NEA

<p>2.3 Use regional energy champions to influence policy and practice in local and regional organisations throughout the region</p>	<p>2.3.1 Establish a database of existing regional energy champions 2.3.2 Write a role profile for regional energy champions 2.3.3 Establish regional energy champions in all regional partner organisations 2.3.4 Arrange annual meeting of regional energy champions and agree annual action plan</p>	<p>Regional Housing Board Yorkshire Forward Local Strategic Partnerships Regional Public Health Group Regional energy champions</p>
<p>2.4 Raise awareness of affordable warmth amongst those householders who are likely to be vulnerable to fuel poverty</p>	<p>2.4.1 Ensure that advice and information about affordable warmth is available in the places where vulnerable householders go</p>	<p>Primary Care Trusts Local Authorities Home Improvement Agencies Energy Suppliers Department for Work and Pensions Department for Education and Skills Learning and Skills Council</p>
<p>2.5 Provide Continued Professional Development courses which raise awareness of fuel poverty</p>	<p>2.5.1 Develop Continued Professional Development package and pilot with Fire Service and Energy Efficiency Advice Centre 2.5.2 Evaluate process and feedback to Affordable Warmth Action Plan Steering Group</p>	

Theme 3: Supporting Local Affordable Warmth Work

Objective	Task	Regional Partners
3.1 Maximise regional access to national funding for fuel poverty activity	3.1.1 Lobby government for longer term funding programmes to tackle fuel poverty 3.1.2 Establish a regional fuel poverty fundraising 'expert' dedicated to the Action Plan 3.1.3 Rationalise the funding application process to develop common approaches and objectives 3.1.4 Ensure regional involvement in financial inclusion work in readiness for the Financial Inclusion Fund (2006) 3.1.5 Develop a regional funding/fundraising strategy	
3.2 Commit sufficient regional resources to encourage effective local affordable warmth activity	3.2.1 Direct resources to tailor schemes for heat to reach communities 3.2.2 Establish an evidence base for hard to treat properties and present a case to national government (What case? Needs clarification)	
3.3 Encourage local organisations to adopt the Regional Affordable Warmth Action Plan and incorporate affordable warmth work into their activities	3.3.1 Incorporate fuel poverty alleviation into health priorities by producing compelling arguments for Primary Care Trusts to make funding available for affordable warmth implementation work 3.3.2 Ensure that local authorities are committed to meeting the Government fuel poverty targets by ensuring that all	Regional Assembly Government Office Yorkshire & Humber

	departments adopt the Regional Affordable Warmth Action Plan and incorporate affordable warmth work into their activities 3.3.3	
3.4 Disseminate good practice being done at a local level through mentoring systems and good communication		Government Office Yorkshire & Humber Regional Assembly

Theme 4: Improving Health and Well-being

Objective	Task	Regional Partners
4.1 Promote a self-assessment toolkit to measure whether partners have the components to promote best practice (needs clarification)	4.1.1 Create self-assessment toolkit to influence strategic and operational level affordable warmth work and to enable evidence based practice and funding applications	Affordable Warmth Action Plan Steering Group Fire Service Primary Care Trusts Local Authorities Public Health Observatory
4.2 Produce a regional template for a pilot local enhanced service contract	4.2.1 Find a suitable GP surgery or Primary Care service to trial a pilot local enhanced service contract	Sub-group of Affordable Warmth Action Plan Steering Group
4.3 Develop regional network for sharing best practice	4.3.1 Use the 2006 Practitioners' Event on Fuel Poverty to encourage different professional groups to work together in a more integrated and effective way to tackle fuel poverty (needs clarification) 4.3.2 Encourage attendance at the NEA Regional Fuel Poverty Forum to a wider audience	NEA Regional Fuel Poverty Forum
4.4 Establish a consistent approach to the Single Assessment Process across the region which ensures standard trigger points for referrals	4.4.1 Ensure wider partnership involvement in the Kirklees/Wakefield Social Services trial of Single Assessment Process	Government Office Yorkshire & Humber – Audit Commission Single Assessment Process Team
4.5 Evaluate existing fuel poverty training programmes in the health sector and identify barriers to success	4.5.1 Map existing training 4.5.2 Promote Continued Professional Development packages	Affordable Warmth Action Plan Steering Group
4.6 Develop regional guidance for training front line staff which is based on existing good practice	4.6.1 Ensure that fuel poverty issues are built into the national training programme for 'health trainers' as it is developed	Affordable Warmth Action Plan Steering Group Energy Efficiency Advice Centres

		NEA Energy Saving Trust Strategic Health Authorities Voluntary and community sector
4.7 Provide a consistent regional framework for research and evaluation to promote evidence based policy and practice	4.7.1 Conduct a review of existing evidence which shows how affordable warmth work can reduce hospital admissions and improve health	NEA Government Office Yorkshire & Humber

Theme 5: Monitoring and Evaluating the Action Plan

Objective	Task	Regional Partners
5.1 Establish detailed baseline data on fuel poverty throughout the region	5.1.1 Establish which information can be accessed in terms of data protection 5.1.2 Produce an online baseline data briefing resource (and also hard copies) 5.1.3 YHPHO and York EEAC to develop a partnership and gather data on regional Warm Front 5.1.4 Engage local partners at a regional level to ensure input of fuel poverty data	Yorkshire Futures/ Yorkshire Forward Public Health Observatory Local Authorities Government Office Yorkshire & Humber Local Energy Efficiency Advice Centres Yorkshire and Humber Regional Assembly EAGA Partnership Ltd.
5.2 Identify and measure the (health) impact of fuel poverty in the region by developing intelligence data systems	5.2.1 Include a standard direct question relating specifically to fuel poverty within PCT's Single Assessment Process (a regionalised SAP) 5.2.2 YHPHO to collect data on health/ socio-economic information – as to key indicators of fuel poverty 5.2.3 EST Home Energy Efficiency Database (HEED) to be to be utilised for mapping fuel poverty 5.2.4 Produce a geographical choropleth map of the region to identify areas of fuel poverty (perhaps map against 20% most deprived – Indices of deprivation) 5.2.5 Produce a map of households off the gas network/ rural areas at risk	Public Health Observatory Government Office Yorkshire and Humber (Public Health – Rebecca/ Paul) Strategic Health Association Local Energy Efficiency Advice Centres Local Authority's Primary Care Trusts EST/ Centre for Sustainable Energy
5.3 Ensure ongoing performance tracking	5.3.1 Define what needs to be measured (e.g.	Public Health Observatory

of fuel poverty indicators	<p>outputs or outcomes or both)</p> <p>5.3.2 Set targets and milestones and review progress against them¹</p> <p>5.5.3 Develop a regional Performance Indicator to encourage PCT's (and local authorities?) to monitor fuel poverty progress</p> <p>5.3.4 Ensure clear sign-posting to fuel poverty data so that it is accessible to regional and local organisations</p> <p>5.3.5 If feasible, pilot a 'before and after' scheme to identify potential methods of evaluation</p>	<p>Strategic Health Association (PCT Performance Framework)</p> <p>Government Office Yorkshire and the Humber (Local Area Agreements)/ LGA?</p>
5.4 Secure funding to facilitate a comprehensive evaluation of the impact of this Action Plan	<p>5.4.1 Steering group to identify what needs to be evaluated (e.g. milestones from each theme group)</p> <p>5.4.2 Steering group to identify sources of funding (where appropriate)</p> <p>5.4.3 Liase with East Midlands authorities (Regional AWS) to co-review action plans</p>	<p>Affordable Warmth Action Plan Steering Group</p> <p>Eaga Partnership Ltd.</p> <p>Government Office East Midlands</p>
5.5 Establish Implementation Group to act as custodians of this Action Plan to monitor and report on delivery	<p>5.5.1 Produce an annual report on progress against the objectives in this Action Plan</p> <p>5.5.2 Monitor effectiveness of interventions at all levels</p> <p>5.5.3 Establish a regional implementation agency for the Action Plan</p> <p>5.5.4 Monitor progress towards Action Plan targets</p> <p>5.5.5 Agree timescale for Action Plan review</p> <p>5.5.6 Ensure buy-in to the evaluation process</p>	<p>Affordable Warmth Action Plan Steering Group</p> <p>Regional Housing Board</p> <p>Strategic Health Authority</p> <p>Public Health Observatory</p>

¹ **Suggested milestones:** Number of referrals; number of people approached; number of people offered assistance; number of people who take up offers; outcomes; health and well being measures – educational attainment etc.; funding to pilot small health and housing projects. (Milestones need to be established for each different theme group)

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ANNEX D

Cabinet Energy Champion Project Council Questionnaire



Housing (non fuel poor)	
1.	<p>How are your annual HECA returns calculated? <i>Please supply any details of the methodology you use. If you rely on supporting guidance documents please tell us what these are and if they are corporately produced please send a copy with the completed form.</i></p> <p>Contact Officer telephone/email</p>
2.	<p>Please give us your assessment of energy consumption/CO₂ emissions over the last five years in housing?</p> <p>Contact Officer telephone/email</p>
3.	<p>What locally funded or regional schemes do you have to improve energy efficiency/promote renewable energy to private householders?</p> <p>Contact Officer telephone/email</p>
4.	<p>How much funding do you lever in from utilities through Energy Efficiency Commitment and other sources?</p> <p>Contact Officer telephone/email</p>
5.	<p>Do you have energy efficiency targets for social housing in your area? <i>If so please tell us what these are</i></p> <p>Contact Officer telephone/email</p>
6.	<p>What insulation standards do you use in Public and Private Sector Programmes?</p> <p>Contact Officer telephone/email</p>
7.	<p>Please outline your action plans for improving energy efficiency across all tenures and the resources available to you to support those plans?</p> <p>Contact Officer telephone/email</p>
8.	<p>Energy Advice is a key component of energy efficiency strategies. How effectively is energy advice delivered in your area, by whom and how do you determine its effectiveness?</p> <p>Contact Officer telephone/email</p>
9.	<p>In your Approved Development Programme schemes do you have any policies to encourage higher energy efficiency standards beyond those specified by the Housing Corporation (e.g. Eco Homes-Very Good)</p> <p>Contact Officer telephone/email</p>
10.	<p>What are the main development opportunities with regard to Private Sector Housing and Energy for your Local Authority?</p> <p>Contact Officer telephone/email</p>
11.	<p>What are the main barriers - fiscal, planning, educational or other - to such development opportunities being realised?</p>

Housing (non fuel poor)
Contact Officer telephone/email

Fuel Poverty	
1.	Please provide details of current activities/projects to alleviate fuel poverty. Contact Officer telephone/email
2.	How do you assess if your insulation and heating schemes lift people out of fuel poverty? Contact Officer telephone/email
3.	Which Department(s) take the lead on fuel poverty issues? Contact Officer telephone/email
4.	Do you have a dedicated Fuel Poverty/Affordable Warmth Officer? Contact Officer telephone/email
5.	Who has responsibility for council housing stock? E.g. Council, ALMO, RSL other Contact Officer telephone/email
6.	Describe in general terms the make-up of the area's housing stock i.e. stock condition, age, type, tenure split. Contact Officer telephone/email
7.	Do you know and can locate what percentage of the Housing in the Local Authority Area is off the gas network? Contact Officer telephone/email

ANNEX E Mapping Domestic Thermal Efficiency In York

Before commencing detailed work on recommendations regarding these issues the former Housing Board sought detailed – Ward by Ward – information in respect of the gauging York’s present public and private domestic thermal comfort and emissive position. At their September Meeting the Board received a full report in response to this request, the methodology and findings of this are summarised in the paragraphs below.

In an ideal world a low fly over of York with thermal imaging equipment would produce a colour picture – or thermographic map – of energy loss from all York’s homes on a red to blue scale where red represented most heat loss and blue least. Resources for this are not available and so mapping York’s thermal efficiency must rely on data sourced primarily for other purposes. The disadvantage of this technique is that the data whilst being reasonably reliable in respect of thermal comfort can only provide an indicative model of York’s domestic CO₂ emissions.

Two primary data sources were used;

Data Source 1: 2002 Private Sector Stock Condition Survey (2002): providing an account of a private sector stock conditions produced for the Local Authority City of York Council as base line data for accounting against the 1995 Home Energy Conservation Act¹.

Data Source 2: The Baker & Starling report to York, North and East Yorkshire Local Authority Support Programmes (LASP) entitled ‘**A profile of fuel poverty in York, North and East Yorkshire LASP Region and Member Districts**’: Using the Bristol University/Centre for Sustainable Energy’s fuel poverty indicator, developed with funding from electricity supplier SWEB, and based statistical modeling of cross referenced Census and House Condition Survey data.

¹ the 1995 Home Energy Conservation Act required local authorities to develop a strategy for energy conservation. See DTLR Guide HC [Volume 2, Paras 5.2 & 5.3] ‘*A domestic energy audit will normally be conducted in furtherance of the authority’s broad environmental aims as presented in the Corporate Plan. There might also be related social aims, for example, to bring reasonable thermal comfort within the reach of all households*’ In housing terms, you will need to express these aims slightly differently:

- to reduce the need for domestic energy usage or at least maintain it at a constant level;*
- to reduce the emission of greenhouse gases and pollutants from domestic energy use;*
- to reduce the wastage of energy in the home;*
- to ensure that all dwellings within the area can be adequately heated at a cost which occupants on low incomes can afford;*
- to ensure compliance with the Home Energy Conservation Act 1995.*

The main findings of data source 1 provide returns using the SAP or Standard Assessment Procedure Rating: A homes SAP rating depends upon a range of factors that contribute to energy efficiency, namely:

thermal insulation of the building fabric
efficiency and control of the heating system
ventilation characteristics of the dwelling
solar gain characteristics of the dwelling
the price of fuels used for space and water heating

Summary of Main findings for York:

The average SAP* rating for York is 44 – equivalent to the National average (1996).

94.5% of dwellings have some central or programmable heating.

85.9% of dwellings have some double glazing.

Private rented and pre-1919 dwellings show particularly low mean SAP ratings as do converted flats. Yorks lowest SAP ratings are for converted flats (mean SAP of 37).

Households with particularly low SAP ratings also appear to show quite distinct characteristics such as single persons and the elderly.

It is estimated that households current heating systems make for an average (mean) requirement to spend £518 on space and water heating and that the average dwelling produces 6.35 tonnes of CO₂ per year.

Mean SAP ratings in York's private rented sector are below the City average (at 41). Within this group some 10.3% have a SAP of below 20.

Typically the older the dwelling, the lower the SAP rating. This is the case in York where dwellings built pre-1919 have an average SAP of 40.

Mid terraced dwellings have a mean SAP of 45.

CO₂ Emissions and cost of heating SAP calculations may be seen as indicative for the calculation of Carbon Dioxide emissions. It is estimated that households current heating systems make for an average (mean) requirement to spend £518 on space and water heating producing 6.35 tonnes of CO₂ per year. CO₂ emissions would typically show the same trends as these are heavily influenced by the amount of fuel used (and hence the cost of fuel used).

Whilst the Local Authorities own housing stock returns SAP ratings of 66pts figures across all tenures are significantly reduced when private sector stock is factored in.

The SAP summary data for York does indicate some reasons for the Local Authority to be concerned, especially in respect of performance against expectations of private sector stock. These are currently that;

a target SAP of 65 across all sectors should be achieved. Figures below triggering applicability under Warm Front. York falls below by 21 points under the Regional Housing Strategy the Local Authority should be working in line with other authorities regionally to achieve an average SAP across all

types and tenures of 65 by 2015. Requiring an annual rate of increase across the region of approximately 2 points per annum. York falls below by 21 points Regional average SAP at 2005 is 49.9, York falls below by 4.9 points.

Data contained within the LASP report data source 2. reaffirmed information provided from data source 1. Homes suffering from likely fuel poverty are most likely to show a poor SAP rating indicating a likelihood of poor thermal efficiency and potentially controllable CO₂ emissions..

The LASP report presented the Board with a breakdown by Ward bringing them closer to the objective of geographical mapping. It must be noted however that the LASP report, based on information available through the 1991 Census and 1996 English House Condition Survey data is less up to date than the 2002 Stock Condition Survey.

The (DTI's) Publication (Nov 2001) 'The UK Fuel Poverty Strategy' in comparison to those of 1996, may be taken as partially indicative of improvement when it states that nationally;

...the number of fuel poor in 2000 has only fallen from around 5.5 million to around 4 million households in the UK.'

In addition, many of the recorded improvements of 2001 may now have been offset by recent rises in fuel pricing, see also below under section 'Fuel Poverty and Thermal Comfort'. This means that a straight 22% reduction in fuel poverty in York cannot be inferred, particularly given the high percentage reductions through the specific adoption of a Fuel Poverty Strategy and/or an Energy Reduction Partnership – between the authority an energy supplier and the energy efficiency advice centres – some authorities have made.

As the City of York Council has not adopted such consolidated approaches to date it is likely that overall reductions in fuel poverty over the period fell short of 22%.

The average level of fuel poverty (reported in the LASP report) in York is identical to that of our region and the National average at 23%, (i.e. nearly one in four households live in fuel poverty). 12 wards in the LASP region feature within the 'worst' 10% of wards in England, two of which, Westfield and Clifton, are in York.

At a regional level York also presents the second highest number of Wards – 5 in total – falling within the worst 10% in the region; Westfield Clifton and Micklegate showing almost one in three households living in fuel poverty. See table below;

	Ward name	% in fuel poverty	No in fuel poverty	LASP rank lower score indicating higher

				fuel poverty
Within national worst 10%	Westfield	31	1626	10
	Clifton	31	1499	12
Within regional Worst 10%	Micklethorpe	30	1553	13
	Holgate	29	1245	19
	Heworth	28	1294	23
Worse than National Average	Fishergate	27	853	28
	Guildhall	27	1004	29
	Tang Hall	24	713	44
	Acomb	23	801	49
	Bishopthorpe	22	249	64
	Fulford	21	223	75
	Dringhouses & Woodth.	20	854	89
	Heslington	20	79	95
	Huntington & New Earswick.	18	776	127
	Osballdwick	17	217	155
	Heworth Without	16	298	164
	Derwent	16	202	182
	Skelton, Rawcliffe & Clif	16	547	183
	Haxby & Wigginton	14	711	204
	Strensall	14	317	208
	Rural West	14	482	212
	Wheldrake	14	155	218

Affordable Warmth Strategy Development NEA Consultancy

Policy Perspective

The case for affordable warmth has now been recognised on a national policy level. Local implementation can only be achieved through involvement and co-operation of agencies on the ground. In recognition of this, the obligation on Energy Conservation Authorities (ECAs) to report on fuel poverty was established in the *Warm Homes and Energy Conservation Act 2000*¹. In November 2001 the government published the UK Fuel Poverty Strategy which sets a target of eradicating fuel poverty in the UK by 2016. The document identifies a number of roles for local authorities in assisting with the delivery of the UK strategy. Local authorities are major landlords, although this role is being reduced as a result of large-scale voluntary transfer of the housing stock to registered social landlords and other housing companies. However, local authorities have an important role to play as major investors of capital in their own stock and also in private sector properties through renewal grants. In England, this capital investment will amount to £2 billion per year over the next three years, one-third of which it is assumed will be invested in energy efficiency improvements.

Local Authorities also have a much wider strategic role under a range of policy initiatives to promote the well-being and quality of life of all their residents. The UK Fuel Poverty Strategy also emphasises the role local authorities have to play in using their links with health authorities, primary care groups, the voluntary sector, tenant and community organisations to identify vulnerable households most in need of assistance. This builds on the Government and the Devolved Administrations strategies for housing, energy, health, poverty and social exclusion and particularly on *A better quality of life – A strategy for sustainable development for the UK*², demonstrating how policies can meet multiple social, economic and environmental objectives thereby contributing to sustainable development.

Affordable Warmth – The NEA model of strategy development

NEA recognises the key role local authorities have to play in co-ordination and delivery of local strategies to eradicate fuel poverty and other strategic objectives at a local level. In recent years, NEA has worked closely in partnership with a number of Local Authorities and other key stakeholders to

¹ The Warm Homes and Energy Conservation Act 2000 requires the Secretary of State for England and the National Assembly for Wales to publish and implement a strategy for reducing fuel poverty and set targets for its implementation. This is in addition to obligations for local authorities set down in the Home Energy Conservation Act 1995 and subsequent guidance to local authorities in England “Fuel Poverty – A Local Well-Being Issue” which require local authorities to report annually on initiatives taken to tackle fuel poverty.

² A better quality of life – A strategy for sustainable development for the UK – (DETR, May 1999)

develop *affordable warmth strategies* for both single authorities and consortia.

Affordable warmth strategies are designed to meet corporate and community plan objectives in a planned and systematic way. NEA continues to build upon and further develop a range of good practice in the development of affordable warmth strategies and can offer information and advice on the development of strategies as well as a consultancy service for a limited number of authorities as part of the annual work programme.

What are the key benefits of developing an Affordable Warmth Strategy?

- NEA works with Local Authorities and their partners in the community to develop a comprehensive, planned approach to the alleviation of fuel poverty and the provision of affordable warmth.
- This strategic approach allows for co-ordination with wider policy objectives and commitments.
- The strategy development process allows the Local Authority and its partners to determine achievable goals.
- The process provides a focus for action and promotes organisational commitment.
- The process promotes cross-departmental and inter-agency partnership working, both to maximise resources and to allow for the targeting of resources and initiatives where they are most needed.
- The process promotes cross-community participation, co-operation and wider ownership of the strategy.
- The process sets out measurable targets and timescales for action.

What are the key outcomes?

These will be determined in consultation with partners but should include:

- Improvements in heating, insulation and ventilation
- Maximising access to grant aid and assistance
- Promoting access to affordable fuel and tariff options
- Promoting access to financial services and payment methods
- Developing provision of quality energy advice
- Promoting general energy awareness.

The process may have additional outcomes:

- How best to target assistance at the most "vulnerable"
- How to deal with "hard-to-heat homes"
- Improvements in health and well-being
- Can act as a funding magnet

What does NEA bring to the process?

- Over 20 years as lead fuel poverty agency
- National perspective
- 8 years experience of developing Affordable Warmth Strategies
- Technical experience
- Commitment to good practice
- Neutrality
- Policy and practical service development experience

Strategy Development Process Requirements

The Local Authority should be able to provide:

- A demonstrable corporate commitment to the adoption of an affordable warmth strategy
- A named **lead officer** who has a written brief and a time allocation to successfully deliver the project
- A timetable for the strategy development process, leading to committee/cabinet approval as appropriate
- Identification of membership of cross-sectoral membership for **project steering group**. This will require representation from agencies outside the Local Authority. NEA will be able to advise on membership
- Agreement of funding for the programme
- NEA to act as external facilitator

Roles and Responsibilities

NEA: Leads the process
Prepares all paperwork and presentations
Leads workshops and provides guidance for facilitators at workshops
Assists with and provides guidance with drafting strategy material

Lead Officer: Co-ordinates all activity within the authority, with partner organisations and provides secretariat

Steering Group: Lend sectoral ownership and endorsement

Act as advocates for the core aims and objectives of the strategy within own sectors
Advise on integration of strategy with other policy areas and on other practical aspects of the development process
Help drive strategy implementation
Assist with monitoring and review

The Strategy Development Process

1. Initial steps and planning:

- Initial discussion with the authority to establish corporate commitment and timetable for activity. Contacts established for appropriate authority departments and outside agencies. NEA and authority to establish roles and responsibilities of NEA, Lead Officer and Steering Group and to provide a description of the development process. Authority to describe processes for securing adoption of strategy by the authority.
- Establishment of Steering Group. First meeting of Steering Group to explain the process of strategy development, outline roles and responsibilities, plan workshops and identify key participants in workshops.
- Invitations issued to workshop participants.

2. First Workshop (Half-day workshop including buffet lunch)

Likely agenda:

- Welcome and Introduction – NEA/Lead Officer
- Why Affordable Warmth – NEA
- Identification of barriers to Affordable Warmth – group work
- Identification of solutions - group work
- Identification of common themes – NEA and Lead Officer.
- Use common themes to develop broad aims and objectives for an Affordable Warmth Strategy – group work
- Conclusion and explanation of next steps – NEA

3. Interim Process

- NEA to compile and order all information derived from group work at workshops into tabular form, identifying key policy areas, broad aims and objectives and potential partners. NEA to lead on this with support from lead officer.

- Circulate these tables to steering group. Lead Officer to co-ordinate and include any amendments. This to form feedback report on First Workshop.
- Circulate this with invitations to Second Workshop.
- Steering Group Meeting to review Workshop 1 and plan Workshop 2.

4. Second Workshop (Half-day workshop including buffet lunch)

Likely agenda:

- Welcome/Introduction
- Feedback on Workshop 1
- Brief overview of process to date
- Using tables from first workshop, revise and refine aims and objectives - group work (each group will choose one key policy area to work on)
- Break
- Further refine aims and objectives in groups – adding tasks/priorities and lead agencies to the original aims and objectives - group work
- Conclude and outline next steps.

5. Post -Workshop Period

- Steering Group may want to meet to review Workshop 2, identify any problems or further information needs and to have input into decisions about drafting procedures and consultation
- NEA to compile and order all information from Workshop 2 into tabular form
- Lead Officer to use these to compile first draft of Affordable Warmth Strategy
- Lead Officer to circulate to Steering Group for comment
- Lead Officer to co-ordinate amendments and revise the draft
- Lead Officer, supported by NEA, to produce final draft. NEA will provide supporting information for inclusion in text
- Lead Officer to ensure strategy gains approval
- Strategy launch
- Distribution of Strategy Document
- Maximise publicity and promote

All to be completed within 10 -12 weeks of the second workshop. However, the Local Authority may determine an appropriate date to launch the document outside of this period.

Consultancy days and cost

In terms of the process, it is important that an appropriate timetable is drawn up. The **minimum** period from the first steering meeting to launching the strategy is likely to be between **six** and **twelve months**.

NEAs input, amounting to **fourteen consultancy days** throughout the strategy development process, covers the following elements:

1. Initial Steps and Planning:

Initial meeting with lead officer from the authority
Assisting the lead officer to establish a steering group
Meeting with the Steering Group to plan the 1st Workshop
Preparation time related to all of the above

2. First Workshop:

1/2 day workshop session
Planning for the above

3. Interim:

Compilation of information and production of workshop report
Assisting Lead Officer in circulation of the report and inclusion of comments
Meeting of Steering Group to review process and plan Workshop 2

4. Second Workshop:

1/2 day workshop session
Planning for the above

5. Post-workshop period:

Meeting of steering group to review workshop 2
Compilation of Workshop 2 material into tabular form
NEA to support lead officer in drafting final strategy document and to offer guidance on all aspects of the process

Total consultancy = 14 days

Advice and guidance on delivering an event to launch the strategy and producing a publication can also be provided, but fees *do not* include the costs of a launch event or of production and printing of a strategy document.

Costs

The total cost of NEAs Affordable Warmth Strategy Development is £7,420 plus VAT.

This is based on the above model, constituting 14 days consultancy work and covers the time commitment of the NEA consultant, preparation, development and management costs and related expenses (excluding travel and subsistence).

NEA has considerable expertise and experience in the development of strategies for Affordable Warmth. Local Authorities working with NEA will get the benefit of NEA's combined expertise as well as access to direct consultancy from a senior member of NEA staff.

Further Information

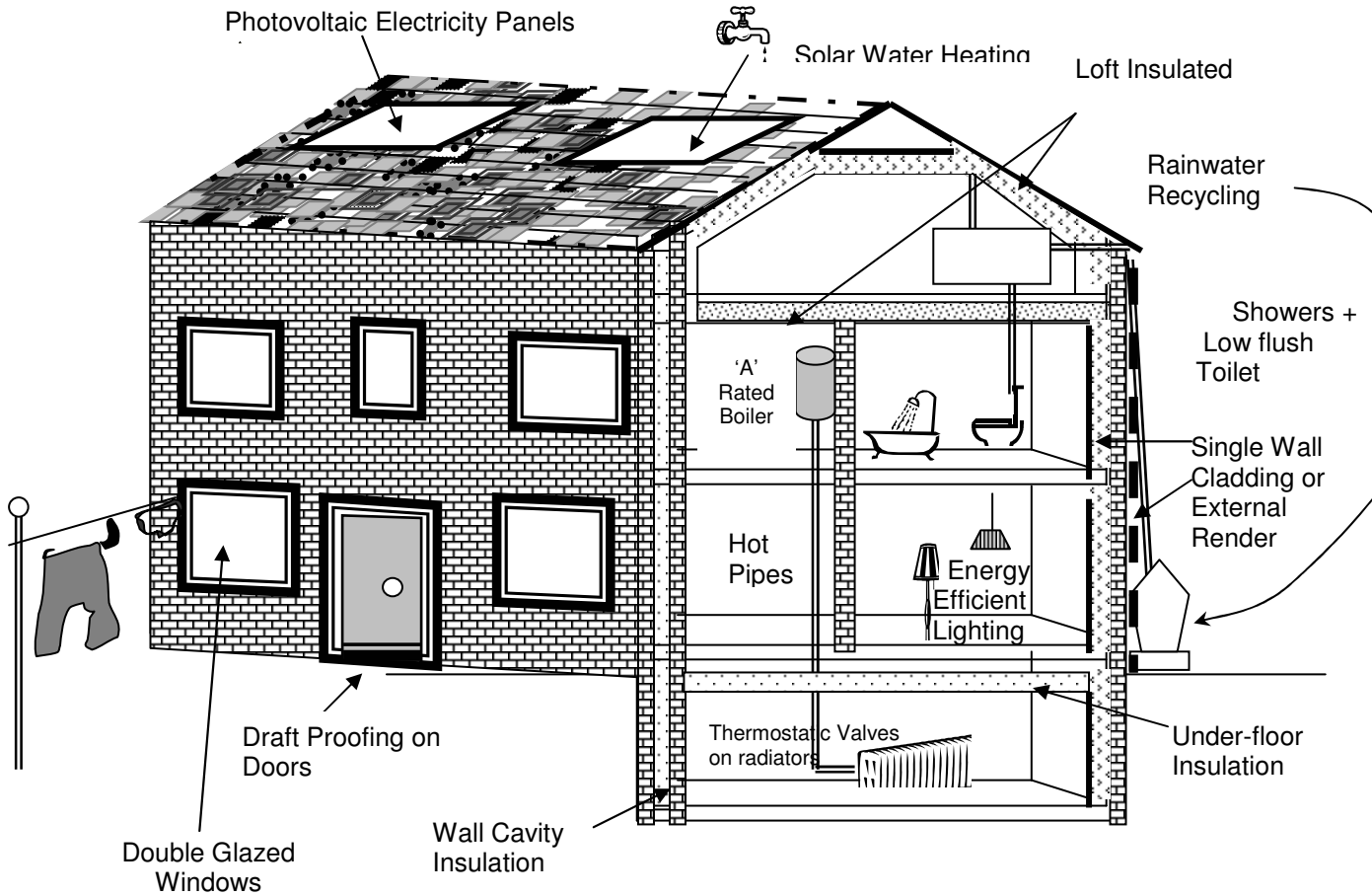
For further information on NEA's Affordable Warmth Strategy development process contact:

Lorraine Donaldson
Operations Manager
NEA
23 Estate Buildings
Railway Street
Huddersfield
HD1 1JY

Tel: 01484 223489
Mob: 07714 294025
E_mail: lorraine.donaldson@nea.org.uk

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Save Money and the Planet make your home AN ENERGY EFFICIENT HOME



Introduction

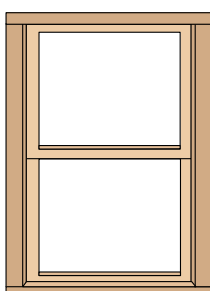
The house on the cover belongs to the Sketch family of Newsomewhere, Kirklees. Constructed by Irregular Planning and Sons it's a bit odd as its built partly in the early 1900's and the late 1980's. For us though this is great as it shows a range of issues that people face when improving energy efficiency in their home.

When the Sketch family moved in last year they wanted to know how to make their home more energy efficient. None of them knew much about energy efficiency and wondered how best to make good choices before doing anything to their home.

Their neighbour suggested the family go to . The Sketch family found out that **the Energy Efficiency Advice Centre give free independent advice about improving energy efficiency to anybody, whether they own or rent their home.** They even help people get grants for home improvement work.

The Sketch families story provides paybacks summary tables for the technologies and improvements giving an idea of how long it takes for the savings resulting from improvements to cover the original costs. This information provided for best estimate purposes is independently sourced¹ from experts and based on a semi-detached house with 3 bedrooms. The 'Installed Costs' assume that installation is undertaken by a professional installer. Where grants helping people make the suggested home improvements are available at time of writing information has been supplied.

This is what the Sketch family did - you could do it too!



WINDOWS and DOUBLE GLAZING: The first thing the Sketch family changed, was their glazing, this is the most popular energy efficiency measure taken by people in this country.

The Sketch family got advice before getting new double-glazing and found out that "low-e" glazing must be used in all replacement and new windows. "Low-e" glazing has a special heat reflective coating reducing heat loss from homes through windows by 45 - 50%. Argon gas filled double-glazing is also available and this makes heat escape at an even slower rate than other types. With double-glazing fitted the Sketch family expect to **save between £25 and £35** on heating bills **each year.**

The Energy Efficiency Advice Centre helpfully pointed out to the Sketch's that fitting double-glazing when existing window frames need replacing saves both

¹ sourced from the Energy Savings Trust and Energy Efficiency Advice Centre

time and money. If the Sketch's had not been able to do this straight away, or had been on a budget, they could have fitted secondary glazing. This is less effective than double glazing but also less expensive and still saves money by cutting heat loss and draughts as a temporary measure.

DRAFT PROOFING WINDOWS AND DOORS: The Sketch family were amazed to learn that proper draft proofing of doors and windows is **one of the most cost effective way to cut bills**. Mr Sketch remembered using stick on foam proofing at his old home but this didn't seem to work very well as it dropped to bits after a couple of years.

The Energy Efficiency Advice Centre were really helpful and said that the best way to draft proof is to use polypropylene tubing. This initially costs more than foam but lasts so much longer and in the end it saves more money. In checking for advice they realised that the family living room has both an open coal fire, and a back-up gas fire. The Sketch's were not sure whether the gas fire had balanced flue and were told that if the room had no airbrick they could have been at risk from Carbon Monoxide poisoning if rooms were too tightly sealed.

The Sketch's had the flue checked and also had an airbrick fitted before installing draft proofing throughout their home. To be on the safe side they have fitted Carbon Monoxide Detectors in their living room and kitchen where they have a combined electric and gas cooker; for more information about Carbon Monoxide Poisoning and prevention please see the glossary.

Through draft proofing the family expect to **save between £10 and £20 on heating bills** each year.

Paybacks Summary Table: Draft Proofing

Measure	Annual Saving (£/yr)	Installed Cost £	Installed Payback
Draught proofing	£10 - £20	From £50 - £75	3-7 years

INSULATING WALLS: The Sketch family learnt that up to 35% of all heat lost in homes can be through walls. They were very concerned about this as their home has a mixture of types of wall including cavity walls, typical of homes built between the 1930's and 1980's, and single shell walls built before this time or sometimes used in extensions.

Cavity Walls: They Sketch's learned that homes with cavity walls can be improved simply using cavity wall insulation which fits like sandwich filling between the two layers of wall. **Cavity wall insulation can be the most cost effective way to save energy.**

Single Shell Walls: For their single shell or non cavity walls they had a choice of external cladding, specially rendering outside and if this couldn't

have been be done (cases where walls are of exceptional architectural interest) then cladding could have been used on the inside of the wall.

Paybacks Summary Table: Wall Insulation

Measure	Annual Saving (£/yr)	Installed Cost £	Installed Payback
Cavity Wall Insulation	£100-£120	About £135	13-16 months
Internal wall insulation	£210 - £260	From £40/m ²	-
External wall insulation	£220 - £270	From £1800	From 7 years

Grants Support: The Energy Partnership / Energy Efficiency Advice Centre - See Contacts towards the end of this document - will insure that all home owners needing cavity wall insulation get proper independent advice and have it installed at discount prices.

Some people may also be eligible for a grant covering this work and additional improvements under the National Government funded Warm Front Scheme. See Glossary Warm Front.

INSULATING THE LOFT OR ROOF: The Sketch family learned that their un-insulated roof probably cost them 20% of their heating bill and were very anxious to do something about this. Again they discovered there were alternative ways of insulating the roof.

In homes where the loft isn't used as part of the living space and the floor boarding allows, a layer of mineral wool, prepared sheep's shoddy or recycled textile and/or paper insulation, material can be laid down horizontally like carpet. The depth now recommended is 270mm. Care must be taken by DIY enthusiasts to ensure sufficient gaps are left around the eaves to avoid condensation. A gap in the insulated area should also be left under water tanks to avoid them freezing and the pipe work and loft hatch should also be insulated.

Paybacks Summary Table: Loft Insulation

Measure	Annual Saving (£/yr)	Installed Cost £	Installed Payback
Loft Insulation (270mm)	£50 - £170	From £200	18 months - 4 years

Grants Support: The Energy Partnership / Energy Efficiency Advice Centre - See Contacts towards the end of this document - will insure that all home owners get proper independent advice about loft insulation and have it installed at discount prices. Some people may also be eligible for a grant covering this work and additional improvements under the National Government funded Warm Front Scheme. See Glossary Warm Front.

Primary Pipe Insulation Costs

Primary pipe work insulation	Approx £10 – 20
------------------------------	-----------------

In homes where the loft is used as part of the living space or the cavity between the floor boards isn't adequate thermo foil or special internal cladding can be used directly under the roof.

INSULATING FLOORS: The Sketch family home has a cellar which used to cause 25% of their heat to be lost through the floor. Mrs Sketch likes stripped pine floors rather than carpets which made the problem worse. As a minimum measure Mrs Sketch filled in gaps under the Skirting Boards with beading or Mastic sealant to stop draughts and reduce heat loss. She also wants to improve her savings by installing under-floor insulation and is working on Mr Sketch to see if he will do some DIY work with her.

Paybacks Summary Table: Floor Insulation and Draft proofing

Measure	Annual Saving (£/yr)	DIY Cost £	DIY Payback
Floor insulation	£30 - £40	From £100	From 3 years
Sealing skirting board gaps	Approx £10	Around £20	2 years

BOILERS: The Sketch's needed to replace their 15 year old boiler, and chose a new 'A' rated condensing model which will save them between a third and 40% (**about £150 each year**) on the fuel bill, it will also reduce their homes CO₂ emissions by a third.

High efficiency condensing boilers convert more than 88% of their fuel into heat, compared to 78% for conventional types. They have either a larger or a second heat exchanger, which saves the heat that would otherwise escape up the flue. The flue gases cool to the point that water vapour produced during combustion condenses. High efficiency condensing boilers can be easily fitted to most new and old heating systems. They're suitable for oil and gas-fuelled homes - even LPG (liquefied petroleum gas). They're usually no larger than conventional boilers and can be bought as either combination boilers, which heat up water on demand, or conventional system boilers, where a separate hot water cylinder is required.

Regulations introduced on 1st April 2005 in England and Wales require that boilers fitted from now on are of the high efficiency condensing type. Installers should be CORGI registered and able to advise you about energy saving recommended models.

Paybacks Summary Table: Condensing Boiler

Measure	Annual Saving (£/yr)	Installed Cost £	Installed Payback
'A' rated Condensing Boiler	Up to £100 per annum	From £1,750	From 10 years



Hot Water Jackets: If a separate hot water cylinder is used then a good well fitted hot water tank jacket at least 75mm (3") thick will create further savings, hot water pipes should also be insulated.

Paybacks Summary Table: Hot Water Tank Jacket

Measure	Annual Saving (£/yr)	Installed Cost £	Installed Payback	DIY Cost £	DIY Payback
Hot water tank jacket	Approx £15	From £54	From 4 months	From £10	From 8 months

Grants support: Some people may also be eligible for a grant covering this work and additional improvements under the National Government funded Warm Front Scheme. See Glossary Warm Front.

HEATING CONTROLS & Temperature management: To get the most out of their new high efficiency boiler the Sketches combined its installation with new heating controls. The new controls let their heating systems react to changes in temperature, providing different levels of heat in different rooms and switching the hot water on and off at the times they want.

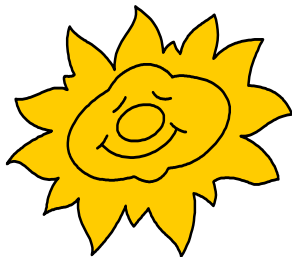
The Sketch's heating controls will pay for themselves in under five years saving them as much as 17% on their heating bill. To be extra sure they got the right things they asked the installer to ensure their new heating controls and high efficiency condensing boiler carry the Energy Saving Recommended logo.

The heating in the Sketch's home is set at different temperatures for different rooms depending on the Members of their family using the room for long periods. The living room and Granny Sketch's bedroom, the rooms Granny spends most time in, are kept at 21°C (or 70F), in line with recommended temperature for less mobile people, the very young and older people. The rest of the house is kept to a temperature of no more than 18 °C (or 65F) the recommended temperature for healthy mobile people².

POSITIONING RADIATORS: When the Sketch family had their heating updated they got work done to move the the radiators. Many of the families radiators had been located on outside walls increasing heat loss through the walls, some were also beneath windows making heat loss even greater.

Even with new double glazing and wall insulation moving the radiators to internal walls should cut back the rate of heat loss and may save them £20 + per year. In rooms where the radiators couldn't be moved the Sketch's have used reflective sheeting on the wall behind to reduce heat loss.

² Temperature advice taken from Local Energy Support Programme, York North and East Yorkshire publication: The Thermal Comfort Criteria of the Decent Home Standard. A Concise Guide for Local Authorities. For more information contact 01904 554406.



PHOTOVOLTAIC PANELS AND SOLAR WATER HEATING:

The Sketch's house has a roof facing within 90 degrees of south and has no buildings or large trees overshadowing it. This makes their home ideal for the installation of solar Water Heating and Photovoltaic Panels. In homes without such perfect conditions, i.e. A South, South East, South West, West or East facing roof people can still benefit from these technologies. Panels work throughout daylight hours, even if the sky is overcast and there is no direct sunshine.

Solar Water Heating: Solar Water Heating Panels or “collectors” are fitted to a buildings roof. They use the sun's heat to warm water, or another liquid passed through the panel and then fed to a heat store - e.g. a hot water tank – which helps provide hot water for the home.

Grants support: Mr Sketch was advised by the Energy Efficiency Advice Centre to apply for a grant through the Government funded scheme for installing Solar Water Panels called Clear Skies³ which will pay out £400 towards the new system regardless of system size.

The Energy Savings Trust describe Solar Water heating as the most cost-effective, affordable renewable technology for housing currently available, which, if used and sized correctly for the household, can provide 50% of hot water needs over a year.

Paybacks Summary Table: Solar water Heating

Measure	Annual Saving (£/yr)	Installed Cost £	Payback
Solar Water Heating	Approx £120 - £175	Between £2,000 - £3,100 Or £1,600 – 2,700 with grant	Around 13 Years

To encourage people to get Solar Water Heating installed the Energy Partnership – a non profit making publicly funded body – See Contacts towards the end of this document – have teamed up with Solartwin. They will support people absolutely free in the following ways;
Evaluating the suitability of their homes for Solar Water Heating.
Preparing the clear-skies grant application for them
Getting the system installed.

As costs to professionally install solar water heating systems vary significantly it is important that those considering investing in this technology who are supported by the Energy Partnerships independent advisors do as much research as they can to ensure they get the best system for their needs and

³ For More Information about Clear Skies grants for Solar Water heating see;
<http://www.clear-skies.org/households/GrantsAndTechnologies.aspx>

value for money. The Clear-skies scheme requires householders to obtain **at least three quotes** from **registered** suppliers before a Household Grant is Offered.

Photovoltaic (PV) Panels: Mr Sketch hadn't realised that solar panel were a different kind of technology to Solar Water heating panels until he began his research. His daughters school asked him to come and talk about all the Energy saving solutions that the family have installed in their homes and so, before doing this he wrote down the following description of how a solar energy panel or PV panel works. Missy Sketch is really proud of her families home improvements as the school are learning about climate change and what ordinary people can do to help the environment.

A PV panel consists of one or more solar cells, each cell is made from material which absorbs some light particles or photons from sunlight; photons are stable positively charged electrical particles which singularly equal a tiny amount of energy.

The photons absorbed by the solar cell start a process of freeing an electron; an electron is a stable negatively charged electrical particle. The combined effect of negative and positive energy exchange and flow through the solar cell material then produces electricity through a continuously running cycle during day light hours.

Energy produced from PV panels can be used immediately or stored in the equivalent to batteries. An average solar panel can produce electricity for 20 years or more. A Photovoltaic⁴ Panel can provide a household with about 30-50% of their electricity needs over a year.

Paybacks Summary Table: Photovoltaic Panels

Measure	Annual Saving (£/yr)	Installed Cost £	Payback
PV Panels	Approx £	Around £7000 or £3500	About 20 years

Grants Support: The Energy Saving Trust is running a Solar PV grants programme – for the Department of Trade and Industry – aimed at creating a long-term, sustained and viable market for solar energy. Grants are available to any UK property owner and do not require applicants to be financially assessed. Grants fund between £2,500-£5,000 (or 50% of the eligible costs of installing PV based on per kilowatt peak electricity generation) To get more information about Photovoltaic systems or help with applying for a grant people can find information on the Web at www.est.org.uk/myhome phone the hot line: 0800 298 3978, or contact their local Energy Efficiency Advice Centre.

⁴ The term Photovoltaic is derived from the Greek prefix “Phos” meaning light and Volta after Alexander Volta a pioneer in the field of electricity.

ENERGY SAVING LIGHT BULBS: Granny Sketch, is 98 and getting a little forgetful, she lives with the Sketch family. Mrs Sketch knows that if lights have been left on in the family home it was either Granny or their rather absent minded son on his way out to play football. Mrs Sketch read in one of her magazines that **switching off an unnecessary light for just one night saves enough energy to run a stereo for 24 hours.**

Mrs Sketch is encouraging good habits in her family, but to be on the safe side got the Energy Efficiency Advice Centre to help her with some practical solutions. She was delighted to find out that installing just one energy-saving light bulb could save about £7-10 of electricity each year by only using about 20% of the energy ordinary bulbs need better still the bulbs will last 12 times longer than ordinary bulbs; making more time for shoe shopping. Apparently if every household in the UK installed just one, the saving in electricity would be the equivalent to the power needed for lighting 3 million homes each year⁵ or about £80 million.

Mrs Sketch's **first Energy saving light bulb was free from the Energy Efficiency Advice Centre after she took ten minutes to fill in a Home Energy Check Questionnaire**, the rest she bought at her local hardware store. By using the bulbs in every room she hopes to save the family about £40 each year on their electric bill.

Paybacks Summary Table: Energy Efficient Light Bulb

Measure	Annual Saving (£/yr)	Cost £	Payback
One Energy Efficient Light Bulb	£5 - £10	Around £1.80 - £5.00	5 months – 1 Year

OTHER MEASURES AND GOOD PRACTICE

The Sketch family now know that energy saving is not just about new technologies but also clever thinking about every day things and knowing what to look for when buying new household goods.

Clever thinking about every day things

Making A Cuppa: The Sketches now measure out just the water they need to boil in the kettle before making cups of tea or coffee. This saves electricity and also lengthens the life span of the kettle by reducing scale build up. If everyone in York did this the savings would probably amount to the Street lighting bill for the city⁶. The

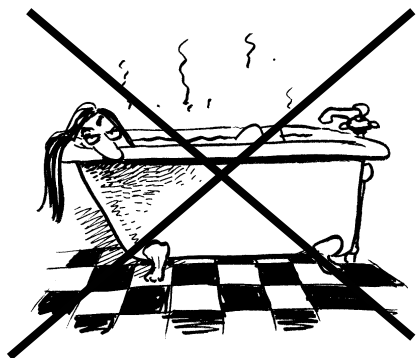


⁵ Source for figures see; Energy Information at the University of York www.york.ac.uk/energyconservation/matters.htm and the Radio Times Magazine 13th –19th August 2005

⁶ Based on estimates for UK given in the Radio Times Magazine 13th –19th August 2005

Sketch's use white vinegar as a de-scaler⁷ in their kettle when lime scale builds up - due to York being a hard water area – as they know this will also improve energy efficiency.

Hot Water Settings: The Sketch family have set their hot water to 60°C, this is more than adequate for washing purposes and also hot enough to pasteurise the water to prevent diseases such as Legionella.



Brushing teeth: The Sketch's have stopped using hot water to brush their teeth and have learned not to leave the tap running as they brush but just pour 1/3 of a tumbler full of cold water each time. This will save the family the costs of 24,000 litres of hot water each year.

Showers: Whilst Mrs Sketch likes to soak in the bath after gardening and Junior likes to have a bath after a football match the Sketches realise that on most occasions showering rather than bathing is less costly in terms of both energy and the water used; saving around 40 litres⁸ of hot water each time.

Cooking: Junior Sketch loves cooking as much as football and wants to be the low energy Jamie Oliver. **Pans:** He always uses only the smallest pans necessary and cuts vegetables and potatoes into fairly small pieces which cook faster. He only just covers fruit, vegetables, rice or potatoes with water and always covers pans with a lid to keep in heat. This way it not only takes less time to heat up the water and less energy to keep hot but the food cooks more quickly. Junior also knows he's improving the families health as less water and faster cooking times means less of the valuable vitamins and minerals seep away into the cooking water.

Refrigerating and Freezing: Junior never leaves the fridge or freezer door open longer than necessary, as cold air will escape and more energy will be required to make the temperature inside the fridge cool again. He never puts warm or hot food into the fridge and as one of his chores around the home he regularly defrosts the fridge and freezer and checks that the door seals are working properly; seals should be tight enough to hold a piece of paper securely when closed.

Washing the pots: Junior's not as keen on washing pots as he is on cooking but his Mum knows that washing the pots by hand and only when at least a washing up-bowl full needs doing



⁷ White vinegar can be used as an environmentally friendly de-scaler for kettles in the following way: pour sufficient white vinegar into a cool kettle to cover the heating element, leave for one hour, empty kettle and fill with water, bring to boil then discard the boiled water and rinse before normal.

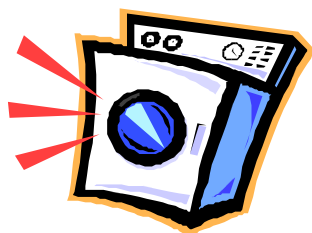
⁸ Figure sourced from <http://www.doingyourbit.org.uk/>

saves the family money spent on powering the old dish washer and on the amount of water used. Junior is rather envious of next door's dish washer which is a new 'A' rated model (see below under what to look for when purchasing new household goods), the neighbours only ever run this on the economy cycle when its full up and their savings are equivalent to the Sketch's.

Standby Buttons: The Sketch family are every day folk and hardly what could be described as hippies, they love their music, television and video equipment. They have realised however that they could use these things more economically by not leaving them on stand-by mode. Leaving equipment on stand-by mode uses around 70-85% of the electricity the equipment needs when fully on and is one of the most wasteful things a family can do.

Washing the car: Mr Sketch used to wash the car every Sunday using hot water straight from the tap. Now he waits for Mrs Sketch to finish having a bath and siphons off the bath water to do the car washing, this re-uses around 1,920 litres of hot water each year.

Doing the Laundry: Mrs Sketch has asked the children to plan the clothes they need in advance so that she has time to dry them on the line rather than using the tumble drier; every time they forget and she needs to use the tumble drier she deducts £1.00 from their pocket money. Mr Sketch helps Mrs Sketch to sort the washing into colours and white loads and the washing machine is only used when there's enough washing for a full load.



All the washing is now done on a 40°C washing cycle as Mrs Sketch found that with modern washing powders this is perfectly adequate. The Sketch's use a de-scaler in their washing machine once every three months - due to York being a hard water area – as they know this will improve efficiency and extend the life of the machine. Mrs Sketch uses white vinegar as an environmentally friendly de-scaler for her washing machine⁹. By adopting these habits the family washing now costs the Sketch family about 30% of what it cost them last year

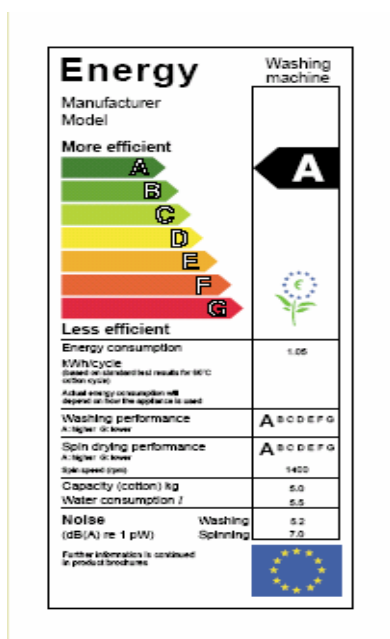
Curtains: Closing all the curtains at dusk will help to stop heat escaping through windows whilst opening the curtains during daylight hours will help rooms heat up through sunlight. Simple curtain management can save up to £20 per year.

What to look for when buying new household goods.

⁹ To use white vinegar as a descaler for washing machines put ¼ pint of vinegar into the drum then run the machine through a 60°C wash cycle without laundry.

Householders who are looking to replace certain household items either by buying, hire or hire-purchase are now able to easily work out whether or not the new items are efficient ; i.e. use low amounts of energy and/or water to perform the jobs they do. All they need to do is check the European Community Energy Label which must be displayed on the following items by law;

- ✓ Refrigerators, freezers and fridge-freezers
- ✓ Washing machines
- ✓ Electric tumble dryers
- ✓ Combined washer-dryers
- ✓ Dishwashers
- ✓ Lamps
- ✓ Electric ovens
- ✓ Air conditioners



This also applies to new household products displayed for sale via Mail Order catalogues and the Internet as well as shops. Advertisements and manufacturers literature is required to contain similar information, and people should be provided with this information wherever such products are available for hire or sale.

The European Community Energy Label is shown on the left. The labels on domestic appliances show on a scale of A to G where A is best and G worst whether the fridge, washing machine, iron, lamp or tumble drier in question is a high or low performer in terms of energy use and water consumption.

Shoppers are now used to this idea and choose items with the most A ratings as these cost least to run and reduce fuel and water bills.

Some items now display a higher than A rating i.e. AA or A++

The Table below gives an indication of the effect that opting to a more energy efficient appliance has in terms of savings each year. Where the difference in £ per year running costs are based on comparison between an average appliance purchased new in 1995 and an Energy Saving Recommended model of similar size. The table savings costs are based upon an electricity cost of 7.9p/kWh from the electricity supplier.¹⁰

Appliance	EU Energy Rating	Saving/year (up to)
Fridge Freezer	A+ or A++	£35.00

¹⁰ Figures supplied by the Energy Savings Trust <http://www.est.org.uk/myhome/efficientproducts/>

Upright/Chest Freezer	A+ or A++	£25.00
Refrigerator	A+ or A++	£15.00
Washing Machine	A	£5.00
Dishwasher	A	£13.00

ENVIRONMENTAL COSTS

Missy Sketch has used her families experiences as part of her school project about climate change and what ordinary people can do to help the environment. Missy knows that human activities, particularly burning of fossil fuels to produce energy release carbon as carbon dioxide (CO₂), contributing to global warming. Missy's class have learned that the CO₂ produced in this way is the biggest controllable source of CO₂ and they are finding out how to reduce this in their homes and school; after all the future is theirs.

Missy asked the Energy Efficiency Advice workers whether they could tell her what Carbon Emissions her home had produced before and after their home improvements work. This is what she found out.



An average UK home produces around 6+ tonnes of Carbon Dioxide each year and not including the carbon dioxide created by car or automobile usage. To balance the damage done by an average homes production Missy is told that home owners would need to plant around 36 broad leaved native trees¹¹. Missy's home before improvement was worse than average producing around 8 tonnes of CO₂ each year and would require about 48 trees planted to

balance, or 6 trees per ton.

As each of the home improvements were installed the tonnes of CO₂ produced each year in the house reduced, the house now only produces about 1- 1.3 tonnes of CO₂ per annum or 6 to 8 trees worth. Missy has planted a Crab Apple and a Rowan tree in her garden and will be planting 6 more trees with her class during National Tree Week this year (See Glossary for more about National Tree Week).

CONTACTS

Energy Efficiency Advice Centre

Write: The Energy Efficiency Advice Centre

¹¹ See Glossary for definition of Broad Leaved Native Trees

20 George Hudson Street
York

Call free-phone number: 0800 512 012
or by Email to: advice@4sustainable-energy.co.uk

Energy Partnership

People can contact the Energy Partnership on the free-phone number: 0800 512 012 or by Email to: advice@4sustainable-energy.co.uk

Warm Front

People can get further information about Warm Front on the free-phone number: 0800 512 012 or by Email to: advice@4sustainable-energy.co.uk

GLOSSARY:

Broad Leaved Native Trees

Broad Leaved native Trees would generally be agreed to be species of Deciduous (trees which loose their leaves in winter) trees which have grown in England since the last Ice Age. The below list is not comprehensive but provides a guide;

Alder (Alnus glutinosa), Ash (Fraxinus excelsior), Aspen (Populus tremula), Bay Willow (Salix pentandra) Beech ** (Fagus sylvatica), Bird Cherry (Prunus padus), Black Poplar (Populus nigra var betulifolia), Broad-leaved Lime ** (Tilia platyphyllos), Crab Apple ≡(Malus sylvestris), Crack Willow (Salix fragilis), Downy Birch (Betula pupescans), English Oak (Quercus robur), Field Maple (Acer campestre), Goat Willow (Salix caprea), Hawthorn ≡**(Crataegus monogyna) and Midland Hawthorn≡ (Crataegus oxyacantha), Hazel≡ ** (Corylus avellana), Hornbeam (Carpinus betulus), Rowan ≡(Sorbus aucuparia), Sessile Oak (Quercus petraea), Silver Birch≡ (Betula pendula), Small-leaved Lime (Tilia cordata), Service Trees (Sorbus domestica and Sorbus torminalis), White Willow (Salix alba), Whitebeam (Sorbus aria), Wild Cherry (Prunus avium), Wych Elm (Ulmus glabra)

≡ **Suitable for smaller gardens**

** **Suitable for Hedging or pleatching**

CARBON MONOXIDE: Poisoning and Prevention

Carbon monoxide (CO) is a poisonous gas, which may be given off by heating - both fixed and portable appliances - or cooking appliances that use gas, coal, wood or oil, if they're not working properly, if the flue is blocked in any way, or if the room is not properly ventilated.

More than 50 Deaths from accidental domestic carbon Monoxide poisoning occur in the UK each year. Carbon Monoxide gas has no smell, no colour or taste and this makes it particularly dangerous.

To avoid accidental death through Carbon Monoxide poisoning people should do the following things as a minimal precaution;

- ✓ Households with a gas boiler or heating system should be serviced every year
- ✓ Chimneys should be swept, even if the fire is not in regular use, every year
- ✓ Fit Carbon Monoxide detectors, these should comply with British Standard BS 7860 – a Carbon Monoxide detector is a warning device not a substitute for regular servicing.

In rented accommodation

The Gas Safety (Installation and Use) Regulations 1998 place a duty on landlords to make sure that appliances and flues are kept in good order and checked for safety at least once every 12 months. Landlords must also keep a record of previous safety checks and issue the current record to the tenant.

Tenants moving into new accommodation should:

- Demand to see a copy of the current record of safety checks carried out.
- Ensure that safety checks were carried by a CORGI-registered engineer.
- Not use any gas appliances which they think may be unsafe.
- Not attempt do-it-yourself work on appliances.

For more information about Carbon Monoxide in Homes please see the Department of Trade and Industry web site www.dti.gov.uk/homesafetynetwork/cm_intro.htm

National Tree Week is the Tree Council's festival marking the beginning of the tree planting season, and celebrating trees and woods across the UK. Including opportunities to plant trees or take part in events such as, walks, talks, songs, story-telling and tree dressing.

This Year it takes place between **23 November – 4 December 2005**

For More Information contact The Tree Council on 020 7940 8180 (office hours)

Or see their website: <http://www.treecouncil.org.uk/projects/ntw.htm>

WARM FRONT

Warm Front is a National Government funded initiative. The Warm Front grant can provide up to the value of £2,700 (or £4,000 if oil central heating has been recommended) of energy efficiency and heating measures for home owners or people living in privately rented properties. Energy efficiency advice with a view to the possibility of getting funding through the Warm Front scheme and tailored to each household can be provided in accordance with the Energy Savings Trust's Code of Practice from local Energy Efficiency Advisory Centres; to get support to apply for a Warm Front Grant or checking eligibility see **contacts** above.

Who might be able to claim a Warm Front Grant?

1. Householders who have a child under the age of 16 or who are pregnant and have been given a maternity certificate MAT B1, and are also in receipt of one or more of the following benefits:

- Income Support
- Housing Benefit
- Council Tax Benefit
- Income Based Job Seekers Allowance

2. Householders who are in receipt of one or more of the following benefits:

- Working Tax Credit
(which must include a disability premium)
- Child Tax Credit
- Income Support
(which must include a disability premium).
- Housing Benefit
(which must include a disability premium).
- Council Tax Benefit
(which must include a disability premium).
- Attendance Allowance
- Disability Living Allowance
- Industrial Injuries Disablement Benefit
(which must include Constant Attendance Allowance).
- War Disablement Pension
(which must include the mobility supplement or Constant Attendance Allowance).

1. People aged 60 years or over and who receive any of the following;

- Income Support
- Council Tax Benefit
- Housing Benefit
- Income-based Jobseekers Allowance
- Pension Credit

What energy efficiency and heating measures does Warm Front cover?

Insulation measures:

- Loft insulation.
- Draught proofing.
- Cavity-wall insulation.
- Hot-water-tank insulation.

Heating systems

- Central heating
- Gas room heaters with thermostat controls
- Electric storage heaters
- Converting a solid-fuel open fire to a modern glass-fronted fire
- Time controls for electric space heaters and water heaters
- Heating repairs and replacements

Other measures

- Energy advice.
- Two low-energy light bulbs.
- Hot water tank jacket.

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The Nottingham Declaration

City of York Council recognises that Climate Change is likely to be one of the key drivers of change within our community this century.

We acknowledge that

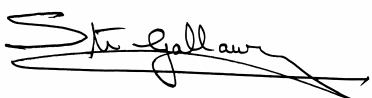
- Evidence continues to mount that climate change is occurring.
- Climate change will have far reaching effects on the UK's economy, society and environment.

We welcome the

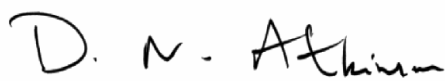
- Social, economic and environmental benefits which will come from combating climate change.
- Recognition by many sectors, especially government and business, of the need for change.
- Emissions targets agreed by central government and the programme for delivering change as set out in the *Climate Change - UK Programme*.
- Opportunity for local government to lead the response at a local level and thereby play a major role in helping to deliver the national programme.
- Opportunity for us to encourage and help local residents and local businesses - to reduce their energy costs, to reduce congestion, to improve the local environment and to deal with fuel poverty in our communities.
- Additional powers to address the social, economic and environmental well-being of our communities contained within the Local Government Act 2000, which will assist in this process.

We commit our Council to

- Work with central government to contribute, at a local level, to the delivery of the UK climate change programme.
- Prepare a plan LASP (Local Authority Support Programme), to address the causes and effects of climate change and to secure maximum benefit for our communities.
- Publicly declare, within the plan, the commitment to achieve a significant reduction of greenhouse gas emissions from our own authority's operations especially energy sourcing and use, travel and transport, waste production and disposal and the purchasing of goods and services.
- Encourage all sectors in the local community to take the opportunity to reduce their own greenhouse gas emissions and to make public their commitment to action.
- Work with key providers, including the health community, businesses and development organisations, to assess the potential effects of climate change on our communities, and to identify ways in which we can adapt.
- Provide opportunities for the development of renewable energy generation within our area.
- Monitor the progress of our plan against the actions needed and publish the results.



Steve Galloway
Leader
City of York Council



David Atkinson
Chief Executive
City of York Council



Elliot Morley MP
Minister of State for Environment
and Agri-Environment

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Agenda Item

Scrutiny Management Committee

25 September 2006

Final Report – Recycling and Reuse – Removing Bulky Items from the Waste Stream**Summary**

1. The purpose of this paper is to present the final report of the Recycling and Reuse Scrutiny Sub Committee to Scrutiny Management Committee regarding the removal of bulky items from the waste stream.
2. The recommendations in the report (Annex A) take forward previous proposals arising from earlier Scrutiny work and makes further proposals based on the research and findings of this more recent piece of work.
3. The main findings arising from the work carried out by the Scrutiny Sub Committee are as follows:
 - The Government has set targets for local councils to reduce the amount of waste going to landfill. In doing so the Government recommend practical application of the 'Waste Hierarchy' (Recommendation 1)
 - Over time there will be financial penalties applied to the Council if reductions are not made.
 - Kerbside recycling should be further extended to include terraced streets.(Recommendation 2)
 - Communications of changes to collection arrangements should be available for all residents of the community(Recommendation 2)
 - There are good examples of reuse schemes in operation that take surplus material out of the waste stream by utilising, amongst other things, Re-Use Credits(Recommendation 3)
 - Community groups/enterprise can be assisted through Re-Use Credits(Recommendation 4)
 - Cross directorate working can be improved to benefit from funding opportunities(Recommendation 5).
4. Members are requested to endorse the recommendations and agree that the report be progressed through to the Executive.

Background

5. The background to this piece of work is detailed in paragraph 2 of the review report. In essence it has taken forward recommendations made by the former Commercial Services Scrutiny Board, and amalgamated two topics registered by Members to research and report on recycling, reuse and waste minimisation. The feasibility studies and registration forms are available as background papers.

Consultation

6. During the detailed work undertaken by the Scrutiny Sub Committee full consultation has been carried out and recognition of those consulted has been made at the end of the attached final report.

Details of the final comments of the Scrutiny Sub-Committee on the report and any changes to the recommendations will be circulated to Members of Scrutiny Management Committee before the meeting.

Options

7. During the course of review the Sub Committee have taken views on information provided as best practice and much of this is provided in the Annexes to the report. The recommendations reflect those considerations and alternative options are not presented.

Analysis

8. All analysis is presented in the body of the final report.

Corporate Priorities

9. The wider topic of waste minimisation has been a Council Corporate Aim for many years. The recently approved Corporate Strategy includes a priority to 'Decrease the tonnage of biodegradable waste and recyclable products going to landfill'.

Implications

10. The corporate implications arising from each of the recommendations are being gathered from departmental officers and will be submitted to Members before the meeting of Scrutiny Management Committee.

Risk Management

11. The review highlights the issues and implications for York of reducing recyclable waste going to landfill. The risks to the Council are contained in the final report; one of the major implications being financial penalties.

Way Forward

12. Since the commencement of this Scrutiny Review the Council has undergone a complete restructure and a new Directorate of Neighbourhood Services created. Recently a new Director has been appointed and he is currently engaged in undertaking a complete review of his service areas. This includes the services and topics covered by this Review.
13. As the service review is just being scoped by the Director it is considered appropriate to request that the findings and recommendations made by the Sub Committee are fully incorporated in to the wider review. It is therefore timely that this scrutiny topic is concluded so that this valuable piece of work can be used to influence thinking on future provision.

Recommendations

14. The Scrutiny Management Committee are asked to :
 - Consider the content of the report and endorse the recommendations for submission to the Executive, including the proposal to recommend the Director of Neighbourhood Services to incorporate some of the key findings within the directorate service review.

Contact Details

Author:
R. Sherratt
Scrutiny Officer
Democratic Services
Tel No.01904 551034

Chief Officer Responsible for the report:
S. Hemingway
Head of Civic, Democratic & Legal Services

Report Approved **Date** 18.09.06

Colin Mockler
Head of Performance & Improvements
Chief Executive Department
Tel No.01904 552002

David Atkinson
Chief Executive

Specialist Implications Officer(s)

Various as implications sheet to be circulated to Members prior to the meeting.

Wards Affected: List wards or tick box to indicate all

All

For further information please contact the author of the report

Background Papers:

As detailed in the Report at Annex A

Annexes

Annex A: Recycling and Reuse – Removing Bulky Items from the Waste Stream

Annex Aa: Scrutiny Topic Feasibility Study and Registration Form(s)

Annex Ab: Terms of Local Authorities presently running a Re-Use Credits Scheme

Annex Ac: CRN/FRN Set Of Average Weights For Furniture Appliances And Other Items



ANNEX A

Recycling and Reuse - Removing Bulky Items from the Waste Stream



Agreed at Recycling and Reuse Scrutiny Sub-Committee 18th September 2006

Considered by Scrutiny Management Committee 25th September 2006

Agreed at Executive Date XXXXX

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Summary of Recommendations

1. That further consideration of the EcoDepot site and surroundings with a view to applying further spatial features in partnership with others as per the Site Model based on Waste Hierarchy Principals below at Model 1.
2. That the City of York Council should consider the roll out recycling in Terraced Streets adopting the following good practice :
 - i. Use slimmer recycling boxes with a smaller footprint for such areas to reduce impeding pedestrian use of pavements
 - ii. Ensure that changes to such services are communicated better to disabled people well in advance of the change and that this could be facilitated by using relevant advisory groups
3. That the City of York Council be recommended to consider paying Re-use Credits. That prior to the introduction of a scheme, Waste Strategy Officers at the City of York Council prepare a report for Member approval detailing;
 - Best practice schemes already running at other Local Authorities including information about the effectiveness of the North Yorkshire County Council scheme
 - The terms of an appropriate scheme
 - The likely cost impact of credits upon the authority
4. That the City of York Council be recommended to consider paying Re-use Credits for the Bike Rescue Project.
5. That further cross corporate work be done with the project managers and officers in Education, Youth Offending, Equalities and Sustainability and to ensure benefit from potential funding opportunities

Summary of Implications of Recommendations for City of York Council

Implications Recommendation 1.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 2.	

Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 3.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 4.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 5.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	

FINAL REPORT

Final Report: Recycling and Reuse – Removing Bulky Items from the Waste Stream

Summary

1. Members of the Executive are presented with the final report of the Recycling and Reuse Scrutiny Sub-Committee (formerly Commercial Services Scrutiny Board) delivering their research and findings regarding the approach the City of York Council should take to delivering more sustainable waste management in partnership with others.

Background

2. Selection of this topic by the former Commercial Services Scrutiny Board was based on the combined needs to progress;
 - a. Recommendation 4. of the Board's previous Scrutiny 'The Cleaning of Gullies, Gutters, Footpaths and Back Lanes on Terraced Streets'. Which stated that:

The Board consider that the specific issue of improving recycling facilities for terraces should be better addressed and propose the following short term and long term solutions:

- i. Terraced Streets where the properties have forecourts should be issued with green boxes; subject to service availability.
 - ii. The broader issue of recycling and terraced streets should be considered as part of the Boards next scrutiny topic and the Disabled Persons Advisory Group should be key consultees.
 - b. Elements of two similar topics registered and then combined at the agreement of the submitting Members regarding recycling and reuse and waste minimisation¹.

Narrowing the Scope

3. After consideration of the feasibility report at their meeting May 2005 members of the Commercial Services Scrutiny Board sought further detail regarding the Local Authority's strengths, weaknesses and recent proposals to improve its waste management service.
4. They were subsequently advised at their next meeting of the Councils position as outlined in the following paragraphs. On the 17th May 2005 Member approval² was sought for the detailed Garden Waste and Household Waste Recycling

¹ See Annex A Feasibility Study and Topic Registration forms for topics 112 'Rethinking Recycling and Reuse in York' and 103 'Voluntary Sector Recycling and Re-use Projects'

² Executive Member and Advisory Panel for Environment and Sustainability

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Centres Action Plans which progress earlier strategic proposals for waste minimisation in York.

5. In November 2004 the Executive approved the amended Waste Strategy together with an overall budget. The strategy and accompanying action plans sought to minimise overall volumes of waste as a priority. In order to achieve this the following key objectives were highlighted.
 - a. The removal of recyclates from the main waste stream.
 - b. Improved public engagement and support.
 - c. Improved local business engagement and support.
6. Members approved advanced funding for a Consultation Action Plan³ and at the Environmental and later the Minimisation Action Plan⁴ shown as a schematic model in May 2005 Reports.
7. National Government also released targets for each council under the Landfill Directive in 2005. At this point York disposed of around 66,000 tonnes of bio-degradable municipal waste to landfill. Under international environmental agreements and European legislation, every local authority must reduce the amount of biodegradable waste going to landfill or face heavy fines. York's faced an initial one third reduction target with an escalating scale thereafter of 66,000 tonnes down to 44,000 tonnes in 2010 and 20,000 tonnes in 2020. Failure to comply will result in fines of £150 for every tonne of bio-degradable municipal waste landfilled over the allowance.
8. To ensure amounts of waste land-filled decreased from 2005/6 onwards, proposals were implemented to collect green garden waste from around three-quarters of York's domestic properties – c. 60,000 domestic properties - in separate containers for large scale composting. Recycling domestic garden (or green) waste in this way changing the service concept from 'refuse collection' to the internationally required 'waste management'. In order to promote the necessary community engagement to make this effective, the changes were preceded by a major campaign encouraging residents to minimise their waste and then recycle and compost more.
9. The moves at this time regarding the development of a municipally organised Green Waste and Composting scheme were welcomed by Members of the Board. The Board recognised this as an extension of the Scrutiny 'Kerbside Collection of Green Garden Waste' which had promoted the limited piloting of such a service some years previously.

³ At the Executive meeting of December 2004

⁴ At the Sustainability Executive and Advisory Panel Meeting of February 2005

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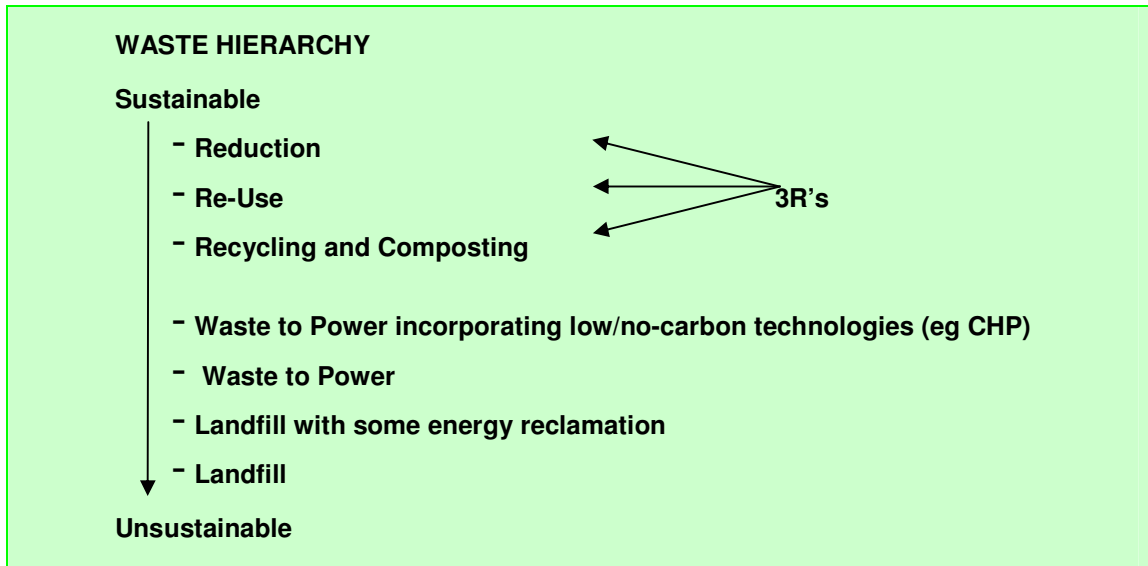
10. Members were also advised that all York households, currently receiving a fortnightly kerbside recycling service, for glass, tins and paper would continue to do so. In addition the service for the recycling of plastics and cardboard would be reviewed as part of the action plan. As a result of the developmental needs of the extended green waste and recycle services and the ongoing reviews of such schemes, Members of the Board decided not to scrutinise these aspect of recycling per-se.

Valuing Waste; the Recycling and Re-Use Context

11. The European Union ‘Waste Framework Directive’ (1975) first introduced the waste hierarchy concept into European waste policy. This was later revised to create a hierarchy of management options in the European Commission’s Community Strategy for Waste Management (1989), and the review of the strategy in 1996.
12. The simple waste hierarchy prioritised waste reduction, then reuse and recycling and lastly the optimisation of its final disposal; this concept being described as the “3Rs” – Reduce, Reuse, Recover. UK government has incorporated the concept into UK waste management policy since the early 1990s.
13. In its report ‘Waste Not Want Not’ (2000) the national government’s Strategy Unit produced a more detailed version of the waste hierarchy, see box below. Whilst the 3 R’s are still enshrined as first or preferred principals of sustainable waste management the new formulation also covers in more detail the optimisation of final disposal. In both models landfill is the least preferred option.
14. The waste hierarchy is fundamental to national policy structure and plans that move the UK away from its dependence on landfill. National Government initiatives prompted by the waste hierarchy and links to European Union Directives include⁵:
- the introduction of a landfill tax and a landfill diversion trading scheme
 - setting national and locally devolved recycling and recovery targets
 - encouraging energy recovery through market-based trading schemes

⁵ These linkages are gradually entering policy development, for example through the forthcoming thematic strategy on waste prevention and recycling and Integrated Product Policy (IPP) initiatives at European Union level. Policy instruments shaped by the primacy of prevention and reduction in the waste hierarchy include raw material taxes, the “Factor 4” principle of product design, and the Waste Electrical and Electronic Equipment (WEEE) and End of Life Vehicle (ELV) Directives.

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15. Local Authority strategic and spatial plans and services have been forced to evolve from refuse collection and disposal models to waste management models explicitly incorporating recycling, re-use and recovery options. National government support to Local Authorities in the form of Private Finance Initiative (PFI) funding requires service providers to meet and indeed exceed Best Value recycling targets imposed by Government.
16. Most strategic planners, environmental consultants and commentators regard the hierarchy as representing a strict order of preference in which recycling is always preferable to options such as waste to power. There are two key obstacles to be overcome regarding the acceptability of waste to power as part of a good 'sustainable' waste management option for UK local authorities. Both of these obstacles have public perceptions of this option at their core, they are;
- i. Whether waste to power acts as a disincentive to the three R's (reduction recycling and re-use) by apparently eliminating the need for these preferred waste management options.
 - ii. Whether modern waste to power units offer a truly safe process, or whether constituent emissions pose a risk to public health.
17. European evidence regarding the first issue indicates that high recycling rate, including the production of 'peat replacement grade' compost, can be achieved alongside high waste to power outputs. Denmark and Switzerland are among the highest generators of power from waste but maintain high recycling rates. The UK is one of the poorest Western EU contributions to the total waste management infrastructure. York in line with the rest of the Yorkshire and Humber region can be seen historically as a poor waste management performer.

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Country	% Recycled	% Waste To Power	% Total diverted	% Landfilled
Austria	44	18	68	32
Denmark	30	58	88	12
France	14	27	42	58
Germany	21	36	57	43
Netherlands	37	41	78	22
Sweden	32	35	67	33
Switzerland	39	47	86	14
UK	15	9	22	78
York	12	0	12	88

Figures 2002-03⁶

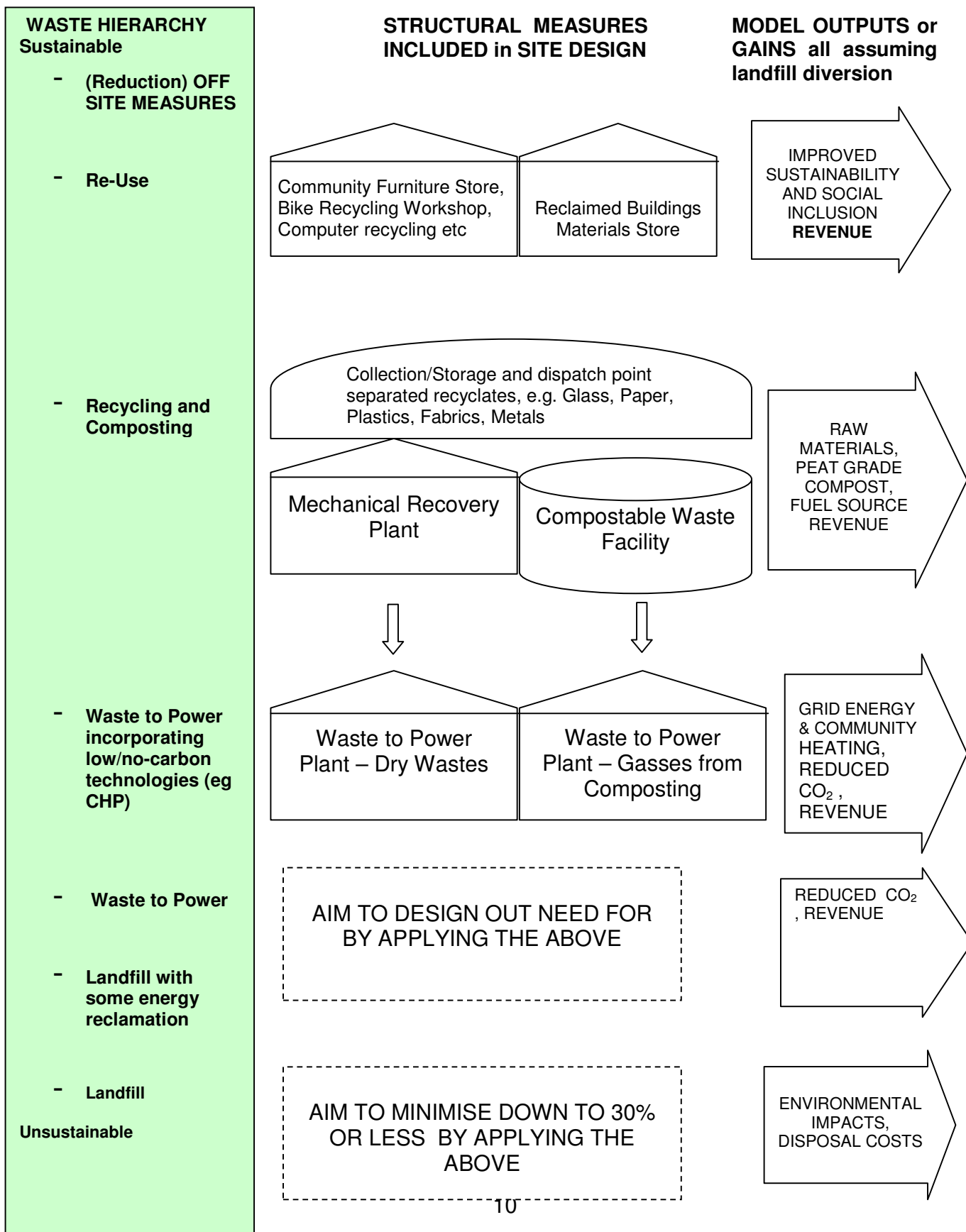
18. The Board were interested in authorities already applying the fullest model of the Waste Hierarchy to waste management. Board Members visited SITA UK Kirklees to look at mechanical separation and 'Waste to Power' and also looked at European and UK Waste Management site models. On the basis of this research it became clear that spatial design at Waste Management depots and collection centres is a critical factor in high level landfill diversion.
19. The Board felt the new 'EcoDepot' and associated site offers the authority an opportunity to consider the application of further spatial features to reduce landfill. Application of as many of these features either on site or within the immediate locality could provide the authority with an even greater opportunity to promote the EcoDepot as a UK centre for excellence in sustainable practice.

Recommendation

- 1. That further consideration of the EcoDepot site and surroundings with a view to applying further spatial features in partnership with others as per the Site Model based on Waste Hierarchy Principals below.**

⁶ Figures derived from sources DEFRA, National Statistics, EU Statistics, SITA UK and Yorkshire and Humber Assembly; reproduced as an average

MODEL 1. SITE MODEL BASED ON WASTE HEIRARCHY PRINCIPALS



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Addressing the Recommendations of the Scrutiny ‘The Cleaning of Gullies, Gutters, Footpaths and Back Lanes on Terraced Streets’.

20. Members were pleased with proposals to extend the possible range of recyclates collected from existing targeted domestic properties. They expressed concern however, that this did not address the issue of recyclate collection drawn to their attention during their Scrutiny of terraced streets.
21. Although the issue of Green waste recycling was removed from the detailed scope of the scrutiny Members did visit York Rotters (based at St. Nicholas Fields Environmental Community Centre) to learn more about the benefits and processes involved in community composting and the experience of the Friends of St. Nicholas Fields.
22. Members also consulted the Friends of St. Nicholas Fields regarding the running of their kerbside recycling service in the Lawrence Street and Tang Hall areas of the city. The friends carry out a weekly collection of paper, cans, glass bottles and jars, plastic drinks bottles. Their collection area includes a number of on-street terraces, from some 1500 properties, where 55 litre kerbside boxes are used.
23. One of the foremost reasons suggested for not offering a recycling service in such neighbourhoods was the obstacle that multiple ‘bin types’/boxes etc could pose to people with disabilities when these were placed on pavements for collection.
24. In respect of this the former Scrutiny had recommended consultation with the ‘Disabled Person’s Advisory Group’ (DPAG) to discuss how well founded this belief might be and ideas for overcoming the issues. Members of DPAG were subsequently invited to attend meetings and evidence gathering sessions through field/site visits for the life of the topic as non-voting Co-Opted Members of the Board.
25. During the four years The Friends have run their scheme, they were made aware by the Waste Strategy Team of the concerns of DPAG about the potential hazard caused by recycling boxes to disabled persons, they have had no complaint or problem regarding these boxes as a hazard on the pavement.
26. Some of the streets they are due to be expanding their services into are also terraces. They plan wherever possible to service these from the rear service lanes, where a specially designed slim-line electric vehicle and/or load-bearing tricycles will be used to carry out the collections. They are non the less aware that some properties, in on-street terraces with narrow pavements, cannot be accessed from rear service lanes.
27. The Friends had been considering alternative containers to use, including slim-line 33 litre baskets with a significantly smaller footprint than the 55 litre kerbside box (and comparable to the blue bags currently used by CYC for paper). The

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baskets are approximately 29cm wide by 49cm long as opposed to 40cm by 60cm for the 55 litre boxes. They planned to roll out to the next 1000 households during September 2006. Among these households are a number of on-street terraces in Bishophill, which cannot be accessed from the rear service lanes; their proposals are to supply 33 litre baskets to these properties as a trial to assess their suitability for wider use in our scheme.

28. In light of the experience of The Friends of St. Nicholas Fields and consultation with DPAG Board attendees, the following points for the consideration of the Council emerged.
 - a. Many disabled residents are committed to recycling, many of those living in terraced streets like many other terrace residents probably do not own a car and are presently unable to minimise landfill waste due to the lack of kerbside collection in such areas.
 - b. Whilst the examples of the Friends of St. Nicholas Fields regarding alternate collection unit sizes etc were seen as good practice for practical collection purposes, the principal issue to DPAG Members over service changes was one of 'disability friendly' communication. DPAG felt that better levels of communication with disabled people in the area would reduce the risks caused by collections from the front of properties.
29. Members were informed that a report on 'Making Connections' presented at the DPAG meeting which dealt with the issue of better communications with disabled people, this was felt to be a useful steer. Members agreed that this information would be useful in advertising a new system for collections⁷.

Recommendation

2. **That the City of York Council should consider the roll out recycling in Terraced Streets adopting the following good practice :**
 - iii. **Use slimmer recycling boxes with a smaller footprint for such areas to reduce impeding pedestrian use of pavements**
 - iv. **Ensure that changes to such services are communicated better to disabled people well in advance of the change and that this could be facilitated by using relevant advisory groups**

30. On 6th October 2005, several Members of the former Commercial Services Scrutiny Board visited the York Community Furniture Store, (the Raylor Centre, James Street). The visit was conducted to find out how the centre operates and promotes the refurbishment and re-use of household items that would otherwise be destined for landfill.
31. During the visit councillors noted that the biggest single issues for staff was that of annually securing premises and resourcing. The service costs approx £95,000 per annum to run. A total of £35,000 pa has been received in National Lottery

⁷ See Also Minutes of the Commercial Services Scrutiny Committee Meeting 5th November 2005

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funding for the past three years, this funding ended in March 2006. The store received grant funding of approximately £9,500 in 2004-05 and £7,500 from the Council (CYC) in 2005-06, for annual year 2006-07 the amount has been reduced further to £5,000.

32. The store has two full time paid members of staff plus two ad-hoc staff including an electrician who works on repairing electrical goods one day a week on a voluntary basis. There is a big demand for 'white' goods, but the store has a backlog of white goods waiting to be checked as it cannot afford to pay an electrician full or part time (50% normal hours) to check and repair the electrical goods.
33. The store provides low cost furniture and domestic appliances to families and individuals on low income or means tested benefit. Throughput is approx 120 tonnes per year. A voucher scheme has been in operation whereby CYC Community Services and other agencies may refer people in need to redeem items at the store. This month the store widened its client framework and now offers items for sale to the general public.
34. Yorwaste have discussed making landfill credits to the store, but have offered £18 compared to £32 per tonne which is the amount Yorwaste gets from the Government for diverting material from landfill. Yorwaste would also require detailed records of all the donors and recipients of furniture. The Board committed to further research regarding the use of Re-Use Credits

Re-Use Credits

35. At their February meeting Members of the former Commercial Services Scrutiny Board were advised by the Head of Waste Strategy that the costs of disposing of waste through landfill during annual year 2005-06 were around £32 per tonne. The largest percentage of this cost being revenues paid to national government as landfill tax; landfill tax is on an annual escalator currently increasing at £3 per annum.
36. When an organisation – for instance Scouts or Women's Institute groups – collects recycle, such as newspaper or aluminium foil, they can claim 'Recycling Credit(s)'; if they use weigh notes proving the actual type and weight of the material(s) diverted from landfill.
37. The Recycling Credit is equal to the amount of money it would have cost the Local Authority to dispose of the material as household waste if it had not been collected for recycling.
38. Re-use credits differ from recycling credits as they cover items which will be sold on either as they are, or after nominal servicing or repair i.e; safely re-saleable white goods i.e. washing machines, fridges cookers etc, and furniture.

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39. The City of York Council does not presently pay re-use credits, as it makes the distinction that the items are still in the system and will eventually need to be disposed of as waste.
40. A number of Local Authorities have however started to offer Re-use Credits in addition to Recycling Credits on the basis that Re-Use Credits;
 - a. Discourage unnecessary consumption of new goods encouraging more sustainable practice.
 - b. Provide a service whereby the poorer sections of the community can access good quality second hand goods.
 - c. Defers the entry of serviceable goods into landfill reducing overall annual tonnage.
41. North Yorkshire County Council initially trialled a Re-use credits scheme awarding £18 per tonne of diverted waste, recently – October 2005 –they chose to adopt a Re-use Credits Scheme awarding payments directly equivalent to that of their Recycling Credits i.e. £36.00 per tonne. The Selby Branch of the Community Furniture store has benefited from this policy change.
42. Their decision is in line with that of other authorities schemes, detailed at Annex C of this report. All the schemes at Annex B offering equivalent returns for the materials diverted from landfill to those of costs of disposal by tonnage; where tonnage, dependant on the terms of the scheme, may be estimated using a pre-negotiated calculator or actual weight per item.
43. A summary of best practice from these schemes is provided below;
 - a) The terms of the scheme should be clearly defined. Then discussed in advance and developed with parties who may have an interest in its use, e.g. community furniture stores, computer recycling centres etc.
 - b) The Types of Furniture to be accounted under the Scheme should be listed as fully as possible as guidance for future participants; some authorities rule out white goods whilst others do not.
 - c) The Authority should decide whether it wishes to assess an average weight for the items described within the list (approach adopted by North Yorkshire County Council) or whether it wishes the participant to issue weigh slips on an item by item basis. The former approach has been found to encourage participation from smaller schemes who may not have the resources for a more detailed analysis (equipment, staff and administration time) To ease the process of establishing an 'averages weigh list', the Community Recycling Network have published a document 'Set of average weights for furniture, appliances and other items' which can be found at Annex C of this report; this is used by North Yorkshire County Council.
 - d) The credentials of participants as Re-use facilities should be checked by the Local Authority; to rule out abuse by those who only facilitate re-use as a sideline to more lucrative business.

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- e) The re-use organisation should be registered with and approved by the Local Authority under the scheme.
 - f) The authority should request a good audit trail procedure to ensure that goods are being genuinely diverted from landfill and reused this may include;
 - Receipts including name and address etc from the point of collection as proof that the item is domestic and from the local authority area.
 - Itemisation under a numbered inventory of all items with a description of each, agreed weight with weigh slip number or actual weight dependent upon scheme operating terms.
 - Receipts including name and address etc recording the end users or buyers details as proof that the item has been diverted from landfill.
 - g) The authority may wish to determine in consultation with the organisations registered under the scheme whether submission of paperwork should be monthly or quarterly, the former will benefit and encourage smaller providers.
 - h) The authority should ensure that there are agreements in place for random spot checking of providers to discourage abuse.
44. At their February meeting Members of the Commercial Services Scrutiny Board were advised by the Head of Waste Strategy that there is currently no mechanism at the City of York Council to pay Re-use Credits. If the City of York Council were to introduce them further work would be required to;
- i. Draw up the terms of an appropriate scheme
 - ii. Evaluate the cost impact of credits upon the authority
 - v. Ensure that the proposals for introduction secured Member approval
 - vi. Promote availability as a means of diverting more goods from the waste stream.
45. In response to this, Members of the former Commercial Services Scrutiny Board agreed the following recommendation.

Recommendation

3. That the City of York Council be recommended to consider paying Re-use Credits. That prior to the introduction of a scheme, Waste Strategy Officers at the City of York Council prepare a report for Member approval detailing;

- **Best practice schemes already running at other Local Authorities including information about the effectiveness of the North Yorkshire County Council scheme**
- **The terms of an appropriate scheme**
- **The likely cost impact of credits upon the authority**

Broader adaptations of the Re-Use Credits scheme.

46. Members of the Board attending a Regional Waste Partnerships conference on the 2nd November 2005 were interested in other schemes which used Re-Use

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Credits as part of the financing structure. Given York was awarded Centre of Excellence in Transport status by the government in 2001 in recognition of its work in promoting cycling Members were particularly interested in the many Bicycle recycling and re-use schemes established around the country. An out line of some of these schemes is given below.

47. Lancaster's 'Furniture Matters' (a registered charitable trust and a company limited by guarantee) develops principals applied at York Community Furniture Store. It has operated as a recycling, re-use and training organisation since 1999 with work undertaken by a team of paid staff and over 60 volunteers. In addition to recycling and re-using domestic and office furniture and white goods, and paint Furniture Matters have also set up the 'Pedal Power Project'.
48. Pedal Power collects and uses bicycles that aren't too damaged or rusty to repair and has saved over 1,000 bicycles from landfill by repairing, re-using and recycling. They have also taken over 100 trainees on New Deal placements and offered placements for over 100 people completing Community Punishment Orders. Their delivery of safe cycling and cycle maintenance training has been to 800+ young people.
49. In Leeds Meanwood Valley Urban Farm and the Council work in partnership so that bicycles that come into household waste sites are delivered to the farm. Two trained members of staff work with young people attending a course which includes;
 - them getting the cycle they have built (may be a small financial contribution from the beneficiary to cover cost of new parts where necessary),
 - taking a cycling proficiency test and going for a trail or mountain biking session.
50. The surplus bikes are sent to Romania where nurses use them to do their rounds. The training required is NVQ level and it is required for insurance purposes.
51. The Bike Station (Edinburgh) is a community project that accepts donated bikes from members of the public and council and recycles them for use by priority groups of people such as the long term unemployed, those who have been homeless and those with mental health problems. A proportion of renovated bikes are sold to raise funds.
52. Last years winner of the best community cycling initiative award (see London Cycling Campaign Awards 2003 : 30/10/03 - LCC Website www.lcc.org.uk) was a bike recycling scheme at Waltham Forest in East London. Operating from Low Hall Council Transport Depot the award-winning project refurbishes bikes and sells them to residents of Waltham Forest and people who work in the borough, it also has open-access sessions along the lines of a self-help maintenance

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- workshop. The project provides bikes for people being trained to cycle and also has a mechanical workshop to provide services for the community.
53. CLEAR (Southampton) runs a bike workshop on Tuesday's bikes collected from around the city and council waste sites are refurbished by refugees, they then get to keep one themselves. The project also provides refugees with a friendly environment where English can be practiced. Similar schemes to those described above also operate in Manchester (Ride Manchester), Kirklees recently set up through the Council and Hackney which is partially self funding by offering bike hire.
54. Board Members were interested to see how the schemes outlined above might fit with the ethos of the 'Recyclist Project' in York. Recyclist was launched in March 2000 by the Council's Transport Planning Unit, in partnership with York training and employment agencies and trained young disaffected people in bicycle maintenance. The project aimed to provide sustainable transport and training opportunities for socially excluded people throughout the District. Recyclist ran to four key objectives:
- to enable better access to employment, training and leisure facilities by improving sustainable mobility;
 - to provide a positive experience of education and training for young people;
 - to improve physical and mental health of socially excluded groups and;
 - to reduce the environmental impact caused by increasing dependence on the car.
55. The project initially utilized abandoned or unclaimed stolen cycles, donated by the Police, with courses run for five weeks, with trainees referred from employment, training and community agencies across the City. The project did produce employment success stories with one trainee going on to take up a contract with royal mail to service their bicycles. The project is however no longer running as funding ceased.
56. Andy Scaife and Bernie Cullen launched a new initiative – 'Bike Rescue' -in August this year as a partner organisation with City of York Council, in our new premises on Terry Avenue. The capital costs of the scheme have been entirely funded out of their own pockets so far. The CYC contribution has been in the form of time input from officers in Waste Strategy, Properties, and the Grants & Partnerships accountants. Funding applications are now being made.
57. It may be appropriate at this point in the projects development to widen the time input of CYC officers to include Education who are now required to feature further work on sustainability in their portfolio – see Sustainable Schools Consultation and 'Securing the Future' - possibly the Youth Offending Team and others to widen the partnership framework to incorporate some of the ideas covered in the Bicycle Recycle and Re-use schemes above.

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58. This would be a valuable opportunity for the authority to enhance partnership work delivering social inclusion, education and sustainability. The approach should also create further revenue streams, by maximising funding opportunities under a range of headings, for the project ensuring a greater life expectancy. The Board recommend trialling Re-Use Credits for this project.

Recommendation

- 4. That the City of York Council be recommended to consider paying Re-use Credits for the Bike Rescue Project.**
- 5. That further cross corporate work be done with the project managers and officers in Education, Youth Offending, Equalities and Sustainability and to ensure benefit from potential funding opportunities**

Final Comments from the Board

The Recycling and Reuse Ad-Hoc Scrutiny Panel would like to acknowledge the assistance of a number of people for their technical support and advice to the Board throughout various points of the Scrutiny. The Board extends its thanks to each of those listed below.

Keith Hicks and Steve Lord	Manager and Assistant: York Community Furniture Store
Andy Scaife and Bernie Cullen	Partners: York BikeRescue
Marilyn Boswell and staff	SITA UK: Kirklees
Kristina Peat	Sustainability Officer
Julian Horsler	Equalities Officer
John Goodyear	Assistant Director of Commercial Services
Colin Mockler	Head of Performance Improvement
Kirsty Walton	Head of Waste Strategy

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Terry Collins Director of Neighbourhood Services

Andy Vose Transport Planner

Contact details:

Authors:

The Commercial Services Scrutiny Board/ Recycling and Reuse Scrutiny Sub-Committee

Supporting Scrutiny Officer to the Board/Sub-Committee:

Ruth Sherratt

Tel: 01904 552066

E-mail: r.sherratt@york.gov.uk

For further information please contact the supporting scrutiny officer in the first instance

Members of Commercial Services Scrutiny Board/ Recycling and Reuse Scrutiny Sub-Committee 2005-September 2006

Chair	Cllr. David Livesley
Vice Chair	Cllr. Irene Waudby
	Cllr. Bill Fairclough
	Cllr. Alan Jones
	Cllr. Ken King
	Cllr. Martin Lancelott
	Cllr. Mark Waudby
Non-Voting Co-Optees	Cllr. Andrew D'Agorne
	Members of the Disabled Persons Advisory Group

Background Papers & Publications

Title and Author(s)	Publisher and Date
CPA 2005 Key Lines of Enquiry for Corporate Assessment (KLOE).	Audit Commission Sept 2005
'Lets Take it from the Tip' Yorkshire and Humber Regional Waste Strategy	Yorkshire and Humber Assembly July 2003
Municipal Waste Management Survey	DEFRA 2002/03
Draft Environmental Policy And Update On Preliminary Review For The Environmental Management System (Ems).	CYC Environment & Sustainability EMAP 20 th April 2004
Feedback on the Consultation Exercise for the Best Value Performance Indicators for 2005/2006	ODPM May 2005

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Title and Author(s)	Publisher and Date
Local Quality of Life Indicators – Supporting Local Communities to Become Sustainable	ODPM, LGA, DEFRA, AC August 2005
Planning for Renewable Energy A Companion Guide to PPS22	ODPM 2004
Planning Policy Statement 22: Renewable Energy	ODPM 2004
Planning Policy Statement 10: Sustainable Waste Management Releasing resources to the front line Independent Review of Public Sector Efficiency Sir Peter Gershon, CBE	ODPM 2004 Crown Copyright July 2004
DIRECTIVE 2002/96/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 27 January 2003 on waste electrical and electronic equipment (WEEE)	Official Journal of the European Union 13 th February 2003
CPA 2005 Key Lines of Enquiry for Corporate Assessment (Draft)	Audit Commission
'Sustainable Consumption and Production Indicators Revised basket of 'decoupling' indicators'	Department for Environment, Food and Rural Affairs April 2005
Kerbside Collection of Green Garden Waste - Environment and Sustainability Scrutiny Board	City of York Council Dec 2003

GLOSSARY

<p>CPA</p>	<p>The Audit Commissions 'CPA 2005 Key Lines of Enquiry for Corporate Assessment'⁸ and 'Technical Guide to the Service Assessment Framework (CPA 2005)' were published September 2005.</p> <p>Audit's stated aim in respect of Sustainability, Environmental Management and Energy presents a more robust CPA framework; <i>.."to cover a more substantial area of the council's environmental service function andtake a broader view of the council's environmental performance"</i></p> <p>Under the Key Lines of Enquiry for assessing Local Authority performance against 5 themes, Local Authorities are obliged to provide evidence of the delivery against sub-themes or priorities agreed by the ODPM's Central and Local Government Partnership.</p> <p>Theme 5.1 Sustainable Communities and Transport has particular bearing upon the work related to sustainable energy and energy efficiency. Criteria for judgement at Level's 2 and 3 of 5.1.3</p>
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⁸ September 2005 and October 2005

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	<p>relating to an authorities internal policy and monitoring framework and the Planning Authority role. Sub Theme 5.1.3 and associated criteria for judgement is copied below.</p> <p>5.1.3 What has the council, with its partners, achieved in its ambitions for the local environment</p> <p>Evidence that</p> <ul style="list-style-type: none"> • the council, working in partnership with others, has established and is delivering on its clean and green liveability agenda • the council, working in partnership with others, has contributed to ensuring environmentally sustainable communities and lifestyles <p>Criteria for Judgement:</p> <p>Level 2:</p> <ul style="list-style-type: none"> • The council is addressing the quality of design in buildings and public spaces and is addressing these matters in its local development plans. There has been some increase in the proportion of new developments (for example, public buildings, housing, fixed infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction. • The council is setting a positive example to others through its environmental management practices <p>Level 3:</p> <ul style="list-style-type: none"> • The council has reduced its own resource consumption significantly and is able to quantify the cost of these and the environmental impact these policies have had. • The council is effectively addressing significant local and global environmental issues and actively communicating environmental issues to the wider community • Buildings and open spaces are designed to a high quality and this is addressed in the local development plans. There has been a sizeable increase in the proportion of new developments (for example, public buildings, housing, fixed infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction.
Gershon Efficiencies:	<p>13. In June 2004 Sir Peter Gershon's "<i>Independent Review of Public Sector Efficiencies</i>" identified opportunities for savings and improved time and resource management within the sector's back office, procurement, transaction service and policy-making function. A series of cross-cutting recommendations embedding efficiency across the public sector were created to release £6.45 billion nationally from efficiencies over the next 3 years.</p>

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	<p>14. Local Authorities are required to identify potential efficiencies annually they have been allowed to include efficiencies from 2004/05 within the 2005/06 target in recognition of the newness of the efficiencies concept to local government. Local authorities must produce an Annual Efficiency Statement (AES) for each financial year⁹.</p> <p>15. At least half of the efficiency gains must be <i>cashable or recyclable</i> i.e. direct financial saving or benefits creating funds for re-investment into services or activities increasing service output. <i>Non-cashable</i> gains may not necessarily lead to lower costs but will lead to improved performance for the resources used. All identified efficiencies must be on-going for the 3-year period; one-off gains are not allowable.</p> <p>16. In respect of efficiencies relating to energy sourcing and management, the report is clear that identified efficiency gains “...<i>should not only improve efficiency but support local authorities to meet challenging new environmental targets.</i>”</p> <p>17. In order to achieve these co-objectives the report also indicates that “...<i>effective strategy, evidence based policy and focused inspection and regulation are critical to driving up performance in public services</i>”</p> <p>18. The Environment and Sustainability Scrutiny Board’s second sustainable energy report to the Executive – Generating the Future – recommended that <i>‘the City of York Council appoint an Elected Member as the Authority’s representative for the Regional Cabinet Energy Champions project and that this appointment and their activities be recorded and reported at meetings of the Council’.</i></p>
<p>WEEE Directive</p>	<p>The Directive aims to:</p> <ul style="list-style-type: none"> • reduce the waste arising from electrical and electronic equipment; and • improve the environmental performance of all those involved

⁹ City of York Council needs to identify £1.5 million of efficiencies a year for 2006/07 and 2007/08 to meet its target, as long as the £4.7 million is achieved in 2005/06.

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	<p>in the life cycle of electrical and electronic products.</p> <p>The Directive was due to become law in the UK in August but the DTI have now negotiated an integration date for October 2006. The Directive affects Waste electronic and electrical equipment used by both domestic consumers and for professionals. Under National Government proposals for managing WEEE</p> <ul style="list-style-type: none">• Private householders will be able to return their WEEE to collection facilities free of charge;• Producers (manufacturers, sellers, distributors) will be responsible for taking back and recycling electrical and electronic equipment.• Producers will be required to achieve a series of demanding recycling and recovery targets for different categories of appliance <p>Best future practice for Management of such goods should ensure they are either recycled component by component, ensuring any toxic or hazardous elements are 'made safe' - such as heavy metals. Or alternatively they should be reconditioned and given a new lease of life.</p>
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ANNEX A

Scrutiny Topic Feasibility Study and Registration Form(s)



Agenda Item

The Commercial Services Scrutiny Board

2005

Report of the Head of Civic, Democratic and Legal Services

Scrutiny Feasibility Study Report 112:

‘Rethinking Recycling and Re-use in York’

Purpose of Report.

1. This report asks Members to consider the feasibility study that has been carried out in respect of a newly registered topic and to decide whether or not to progress the topic, giving reasons for this action.

Background

2. This report presents Members of the Commercial Services Scrutiny Board with the findings of the feasibility study conducted in respect of the new topic ‘Rethinking Recycling and Re-use in York’. This was registered jointly by Cllr. Mark Waudby and Cllr. Andrew D’Agorne on 1st March 2005¹. See Annex A for details of the topic registration form.
3. From their work on their last topic on cleanliness in terraced streets, Members of the Board have already proposed follow up work regarding:
 - Improving city wide recycling of domestic and commercial green waste.
 - Analysis of improvements which might be made to the City of York Council’s recycling initiatives with particular reference to terraced areas, recognising the concerns of the Disabled Persons Advisory Group regarding the obstacles created by the green recycling boxes. This resulted in the Board’s recommendation that;

¹ this incorporates the topic registration form number 103 Voluntary Sector Recycling

‘ The Board consider that the specific issue of improving recycling facilities for terraces should be better addressed and propose the following short term and long term solutions:

- a) **Terraced Streets where the properties have forecourts should be issued with green boxes.**
- b) **The broader issue of recycling and terraced streets should be considered as part of the Boards next scrutiny topic and the Disabled Persons Advisory Group should be key consultees.**²

3. Feedback from Feasibility Consultation

4. Policy Unit Response

5. Officers in the Policy Unit indicated that the topic as lodged
 - Does not negatively overlap with any corporate policy developments
 - Regarding external targets/ deadlines, increasing recycling/ reuse would help achieve landfill targets.
 - Appears to be a valid and useful scrutiny topic, building on but not duplicating work outlined in earlier reports to Members.
6. The Department for Environment, Food and Rural Affairs published new Sustainable Consumption and Production Indicators on the 11th April 2005 showing the progress the country is making towards achieving economic growth while reducing damage to the environment.
7. The aim of the indicators is to break - or decouple - the link between increasing economic growth and environmental damage. Indicator 8: ‘Waste’ with the objective of decoupling economic growth from the generation of solid waste, and Indicator 9: ‘Household water consumption and waste’ with the objective of decoupling household consumption from environmental impacts are copied in full at Annex B of this report.
8. Members may also wish to consider the implications to the topic of The Clean Neighbourhoods Act which recently became law. The Act contains a range of measures to improve the quality of the local environment by giving local authorities and the Environment Agency additional powers. The main changes with a bearing on the topic as lodged, are in respect of waste. The Act makes the following provisions:
 - amends provisions for dealing with fly-tipping by: - removing the defence of acting under employer's instructions; increasing the penalties; enabling local authorities and the Environment Agency to recover their investigation and clear-

² See Commercial Services Scrutiny Report “**The Cleaning of Gullies, Gutters, Footpaths and Back Lanes on Terraced Streets**’ May 2005

up costs and extending provisions on clear up to the landowner in the absence of the occupier.

- gives local authorities and the Environment Agency the power to issue fixed penalty notices (and, in the case of local authorities, to keep the receipts from such penalties) to businesses that fail to produce waste transfer notes and for waste left out on the streets (local authority only)
- introduces a more effective system for stop, search and seizure of vehicles used in illegal waste disposal; and enables courts to require forfeiture of such vehicles
- introduces a new provision covering the waste duty of care and the registration of waste carriers
- introduces a new requirement for site waste management plans for construction and demolition projects
- repeals the divestment provisions for waste disposal functions to provide greater flexibility for local authorities to deliver waste management services in the most sustainable way
- reforms the recycling credits scheme to provide increased local flexibility to provide incentives for more sustainable waste management.

9. **Performance Improvements Team Response**

Comprehensive Performance Assessment

10. The following information provided by Improvements Officers is based on the consultation documents for the proposed National Comprehensive Performance Assessment (CPA) model due to be published by the Audit Commission in May 2005³.
11. The topic as lodged is directly relevant to the annual CPA rating we expect in 2005 and 2006, through performance on a number of BVPI indicators:
- BV82: Recycling and composting performance
 - BV91: Provision of kerbside recycling
 - BV90: Public satisfaction with waste services
 - BV84: Volume of waste per head of population.
12. Meeting central targets in relation to BV82 is of particular importance as this is a key requirement in the CPA model.
13. The Audit Commission have proposed attaching a 'special rule' to this indicator whereby failure to reach satisfactory performance would contribute to holding back the entire Environment CPA assessment.

³ The Audit Commission are consulting on a revised model which will alter the way that the council's overall performance is judged. For more information visit the Audit Commissions website at www.audit-commission.gov.uk/cpa/

14. This topic is also relevant to the corporate CPA assessment / inspection the City of York Council expect to host in 2007 or 2008. That inspection will seek to form a view on the council's arrangements for delivering on the 'clean and green liveability agenda'.
15. The CPA inspection framework makes explicit reference to the need to work with communities and the community sector to raise awareness, and commitment to minimising and recycling waste. For more information please see Annex C: Extracts from the CPA2005: Key Lines of Enquiry for Corporate Assessment (Practitioners Version). Pg.25
16. **Marketing and Communications Response**
17. The Marketing and Communications team – market research - at the City of York Council were able to provide the following information regarding associated research activity for the topic proposed:

Project 1: "Rethink Rubbish" brand recognition project (with supplementary research into perceived meaning of "minimisation")

When conducted: April 2003.

Audience: York and North Yorkshire residents

Size: 650 interviews (City of York (146),
Richmondshire (51), Craven (55), Ryedale (49), Hambleton
(71), Scarborough (90), Harrogate (123), Selby (65))

Methodology: Onstreet interviewing in City of York and main centres in the
NY districts.

Key findings: (York only)

- 48% recognition of "Rethink Rubbish" logo.
- 90% perceive waste minimisation as meaning "recycling"
- 58% recognise that reducing waste output in first place more valuable than recycling

Project 2: Expanded repeat of above project with additional evaluation of
"Recycle Now!" national logo and insight into minimisation behaviour

When conducted: April 2005 (ongoing)

Audience: York and North Yorkshire residents

Size: As for project 1, with City of York interviews expanded to
300.

Methodology: Onstreet interviewing in City of York and main centres in the
NY districts.

Key findings: Fieldwork ongoing.

Project 3: Future of waste strategy and technology survey

When conducted: July/August 2004.

Audience: York residents (talkabout panel)

Size: 200 interviews
Methodology: Posted information packs for background information followed by a telephone interview

Key findings:

- Maintenance & expansion of kerbside recycling scheme seen as main priority for future of waste management in York
- 77% believe the council should deliver as much recycling and composting as is possible regardless of govt. targets
- 56% say technology should not be limited to extraction/separation OR heat processes, but a combination of both.

Project 4: Minimisation activity

When conducted: December 2004.
Audience: York residents (**talkabout** panel)
Size: 1500 interviews
Methodology: Winter edition of periodical panel questionnaire
Key findings:

- 94% engaged in some sort of minimisation activity (74% re-use items and packaging)
- Responsibility for minimisation lies with "the public" (82%), "retailers" (77%), "manufacturing industry" (75%), "the council" (72%)
- 81% recycle or compost household waste. 78% are using kerbside recycling (89% consider this service 'excellent' or 'very good').

Project 5: Waste collection strategy research

When conducted: May 2005.
Audience: Invited selection of York residents
Size: 3 groups, 30 attenders.
Methodology: Focus groups

Key findings:

- Local recycling sites (carparks supermarkets) to be expanded and standardised in what they receive
- Alternate week collection (residual/kerbside) likely to meet opposition, but beneficial to minimisation education and engagement

Other related information still under analysis may be available to the Board at a later date.

18. **The Assistant Directors and Key Officers Supporting Scrutiny**

Assistant Director of Environment & Neighbourhoods response

19. Commercial Services have responsibility for developing and progressing the waste strategy. Members may wish to revisit the content of the the paper 'Revised Waste Strategy' which went to the Executive for decision on 9th November 2004 and the associated Action Plan No 2 'Waste Minimisation', received by the Environment & Sustainability Executive Member and Advisory Panel on the 9th February 2005..
20. Progression of the topic as lodged should help to inform that action plan and could potentially assist with the waste minimisation target.

Head of Parks & Open Spaces (Education and Leisure) response

21. In the parks we are trying to do more on site recycling of green waste so there would be a definite departmental interest in this topic. In respect of libraries at present the Head of Parks and Open Spaces is aware that they do try to sell and then give away old books.

Recommendations

22. **After discussion of the information in this report, Members of the Commercial Services Scrutiny Board are recommended to take one of the following courses of action:-**
- i. **Progress this topic further, giving reasons, either as set out in the topic registration form or by modifying the topic registration form**
 - ii. **Make recommendations on the topic to the Executive without further investigation.**
 - iii. **Not progress the topic further, giving clear reasons for not doing so**

Annexes

- Annex A:** Scrutiny Topic Registration Form
Annex B: DEFRA Indicators 8 and 9
Annex C: Annex C: Extracts from the CPA2005: Key Lines of Enquiry for Corporate Assessment (Practitioners Version). Pg.25

Annex i

SCRUTINY TOPIC REGISTRATION FORM NO. 112

‘Rethinking Recycling and Re-use in York’

WHY DO YOU THINK THIS TOPIC IS IMPORTANT?

On the 25.04.2004 a topic with the title ‘Voluntary Sector Recycling and Re-use Projects’ was submitted for consideration by the Environment and Sustainability Scrutiny Board. Scrutiny Management Committee encouraged progression of this topic, however, the Board were pursuing two other topics at the time and were not able to immediately schedule this work in.

York currently disposes of around 66,000 tonnes of bio-degradable municipal waste (bmw) to landfill. Due to international environmental agreements and European legislation each disposal authority must reduce the amount of bmw they tip or face heavy fines. York’s targets are to reduce the current 66,000 tonnes down to around 44,000 tonnes in 2010 and 20,000 tonnes in 2020 – despite the natural growth of the city and its population. Fines of £150 for every tonne of bmw tipped over the allowance will apply; in addition, a proportion of any fines imposed by EU infraction proceedings may also apply.

Fly tipping of bulky household items is detrimental to a neighborhood and costly to the council. Low income households including the elderly and those with young families could benefit from repaired or refurbished goods that have been assured for quality and safety.

Voluntary groups and charities already fulfill this service in some areas but may lack resources, storage space or facilities for collection and delivery. By establishing a greater understanding of this issue the scrutiny board could identify how it could assist voluntary groups to maximize the effectiveness of their service.

A scrutiny review in this area could help to raise awareness of the role of repair and re-use as part of the waste strategy. It could also identify areas of good practice in supporting the role of the voluntary sector and any potential there may be to extend training and rehabilitation opportunities for refurbishing damaged household goods. A review could assist the development of good practice in relation to dismantling or repairing surplus electrical goods in advance of the Waste Electrical Equipment (WEE) directive coming into force and could ultimately lead to many household goods being taken out of the waste stream and reused and more low income households having an increased disposable income.

DO YOU KNOW IF THIS TOPIC IS IMPORTANT TO OTHER PEOPLE? IF SO, WHO & WHY?

It would benefit the residents of York, as hopefully it would stop many bulky household items going into the waste stream, which would reduce our payments of landfill tax.

WHAT DO YOU THINK SCRUTINY OF THIS TOPIC MIGHT CHANGE, DO OR ACHIEVE?

- Create an independent Audit of existing Community Recycling Schemes in York.
- Create a clearer picture of where these tie into the Local Authorities recycling strategy.
- Link to the Executive agreement of the 9 November 2004 for the need to consult the public on how best to minimise waste and the range of solutions for the future. A budget of £30,000 was identified for this consultation and an awareness raising campaign.
- It could examine which items are in demand and ways to make those which are not safe and/or more popular. It could examine the obstacles that prevent more repairs and recycling being carried out and the skills and facilities needed to increase the capacity for more action in this area.
- It could look at groups who may be interested in taking on such work and the potential for different groups to combine resources to increase the efficiency and effectiveness of their operations.

DO YOU HAVE IDEAS ABOUT THE APPROACH SCRUTINY MEMBERS MIGHT TAKE TO YOUR SUGGESTED TOPIC?

In conducting this project the scrutiny board could consider working with, / interviewing the following consultees /partners;
waste development officers,
charity representatives,
housing/commercial services staff responsible for clearing void homes,
the St Nicks Environment Centre
Chambers of Commerce
And other relevant groups.

**OLD TOPIC REGISTRATION FORM NO. 103
'Voluntary Sector Recycling and Re-use Projects'**

What is the issue that scrutiny needs to address?

Fly tipping of bulky household items is detrimental to a neighborhood and costly to the council. Low income households including the elderly and those with young families could benefit from repaired or refurbished goods that have been assured for quality and safety. Voluntary groups and charities already fulfill this service in some areas but may lack resources, storage space or facilities for collection and delivery. By establishing a greater understanding of this issue the scrutiny board could identify how it could assist voluntary groups to maximize the effectiveness of their service.

What do you feel could be achieved by a scrutiny review?

A scrutiny review in this area could help to raise awareness of the role of repair and re-use as part of the waste strategy. It could also identify areas of good practice in supporting the role of the voluntary sector and any potential there may be to extend training and rehabilitation opportunities for refurbishing damaged household goods. A review could assist the development of good practice in relation to dismantling or repairing surplus electrical goods in advance of the Waste Electrical Equipment (WEE) directive coming into force and could ultimately lead to many household goods being taken out of the waste stream and reused and more low income households having an increased disposable income.

A scrutiny project could be conducted by initially identifying the nature of current recycling a re-use operations run by charity/voluntary organisations (Oxfam for example). It could examine which items are in demand and ways to make those which are not safe and/or more popular. It could examine the obstacles that prevent more repairs and recycling being carried out and the skills and facilities needed to increase the capacity for more action in this area. It could look at groups who may be interested in taking on such work and the potential for different groups to combine resources to increase the efficiency and effectiveness of their operations.

ANNEX ii

Extract from DEFRA document ‘Sustainable Consumption and Production Indicators Revised basket of ‘decoupling’ indicators’
 Department for Environment, Food and Rural Affairs April 2005

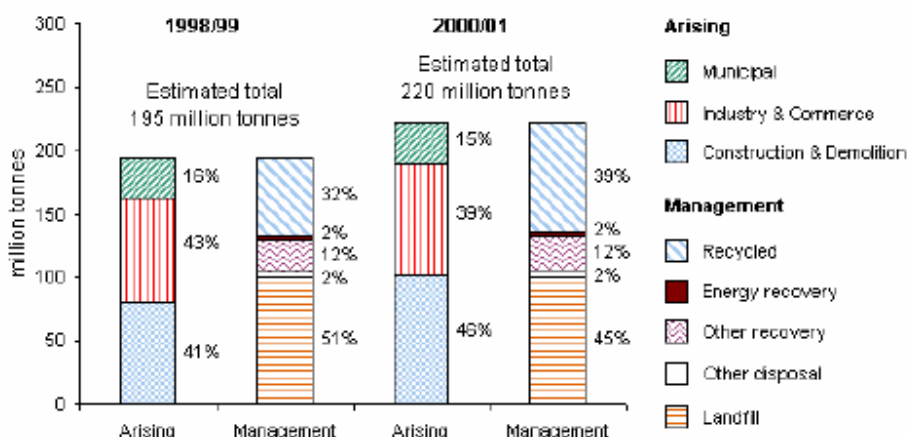
Indicator 8: Waste

Objective: Decoupling economic growth from the generation of solid waste

Relevance

As well as emissions to air and water, the other significant residual output of production and consumption is solid matter in the form of waste. The total amount of waste generated is an indicator of the efficiency of resource use. The disposal of this waste also has significant impacts on the environment: landfilled waste takes up space and is a major source of methane and leaching of heavy metals and toxins to the environment.

Arising and management of controlled waste from municipal, commercial and industrial sources, UK 1998/99 and 2000/01



Source: see footnote ¹⁰

.10

Trends

Estimates of total controlled waste arisings are only available for two years, 1998/99 and 2000/01. Over this period, estimated total waste arising rose by 25 million tonnes. The proportion of waste being recycled increased from 32% to 39%, with actual tonnage increasing by 24 million tonnes. The tonnage of materials sent to landfill remained roughly the same, resulting in a relative decrease in the proportion of total waste going to landfill, from 51% to 45%. Over the same period GDP increased by 7%.

The rise in total waste arising was mainly due to a large increase in construction and demolition waste. However, a greater proportion of this construction and demolition waste was sent to registered exempt sites and recycled as aggregates and soil,

¹⁰ Defra, Environment Agency, Office of the Deputy Prime Minister, Scottish Environmental Protection Agency, Welsh Assembly Government, Northern Ireland Environment and Heritage Service

contributing to the overall increase in the proportion of recycled/recovered waste and the decrease in waste going to landfill. A rise in the proportion of recycled municipal waste also contributed to this change.

The estimates are drawn from a wide variety of sources and comparisons between the two years should be treated with caution. When a longer time series is available for all waste streams, it will be possible to see which industrial sectors are decoupling their waste generation from their economic production.

Targets

To reduce industrial and commercial waste in England and Wales going to landfill to 85% of 1998 levels by 2005. Under the EU Landfill Directive, to reduce biodegradable municipal waste in the UK sent to landfill to 35% of 1995 levels by 2020. There are also targets for household waste recycling – see indicator 9.

Background

The most significant waste stream is from construction and demolition activity, where waste minimisation and greater re-use of on-site materials such as waste soil is needed. Major waste producers in the industrial and commercial sectors in 1998/99 were the basic metals sector, the food, drink and tobacco industry, retailers and the coke, oil, gas, electricity and water industries. New data on industrial and commercial waste is due in 2005.

Separate information is collected on the arisings of special or hazardous waste. Since 1996, when the definition of hazardous waste was extended to include further waste types such as waste oil, the level of waste generation in the UK has stayed roughly constant at between 5 and 5.5 million tonnes per year. Hazardous waste arisings will continue to be monitored as part of this indicator.

Indicator 9: Household water consumption and waste

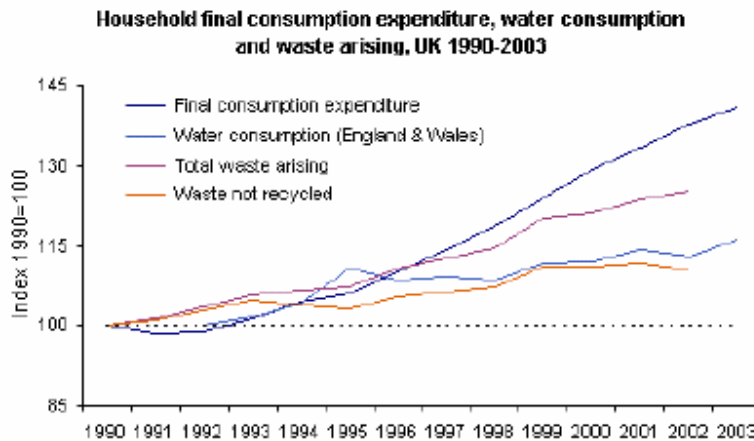
Objective: Decoupling household consumption from environmental impacts

Relevance

The consumption activities of households have a major effect on the environment. This indicator and the three that follow monitor changes in that impact from 1990. They emphasise the message that our decisions over lifestyle and individual purchases and our attitudes towards resource use and recycling do make a difference to the world around us.

In England and Wales, household consumption accounts for roughly two-thirds of water put into the public water supply, excluding leakages that occur before the household's stop-tap. Housing development is creating a growing pressure on water resources, especially in the south and east of England and, with factors such as climate change also likely to put supplies under greater pressure in the future, there is an increasing need for conservation of water in the home.

Households also account for about 15% of all controlled waste arising in the UK, producing around 520 kilogrammes per person in 2002, equating to approximately 24kg per household per week. Actions to reduce the amount of household waste are urgently needed to help the UK move towards more sustainable waste management.



Source: Office for National Statistics, Defra, Ofwat

Trends

Between 1990 and 2002, household final consumption expenditure rose by 38%, whilst waste not recycled from households increased by 10% and total household waste arising increased by 25%. Household water consumption (excluding distribution losses and supply pipe leakages) increased by 16% in England and Wales between 1992 and 2003, whilst household final consumption expenditure rose by 42% over the same period.

Total waste arising from households has increased steadily through the period and, whilst the increase has been slightly slower than that of household final consumption expenditure, there is no evidence of any significant decoupling between the prosperity of households and their resource use. However, recycling of household waste has increased from 2% of waste generated in 1990 to 14% in 2002. As a result, waste going to landfill sites has increased more slowly, although the cumulative impact of this waste stream is clearly still increasing. Water consumed by households has risen much more slowly than consumption expenditure since 1995, suggesting a relative decoupling from expenditure increases.

Targets

There are targets for household waste recycling in England and Wales of 25% by 2005, 30% by 2010 and 33% by 2015. Similar targets exist for Scotland and Northern Ireland. There are currently no targets for water abstractions for public water supply or water use by households, but there are leakage targets for public water companies – refer to Indicator 2 for further details.

Background

Most of the water consumed by households is for drinking, washing and sanitation purposes. The increase in the use of water meters has gone some way towards balancing recent trends for more water-intensive uses such as power showers, dishwashers and the use of hosepipes in gardening and car washing. The current main regulatory driver for the efficient use of water is the Water Supply (Water Fittings) Regulations 1999, which define minimum standards for WCs, baths, washing machines and dishwashers.

Household waste is comprised predominantly of bin waste, plus waste from civic amenity sites and other household collections. The observed increase in total waste arisings is a result of many factors, such as the growth in consumption of pre-packaged food and the increasingly 'throwaway' nature of society. The rise is offset to a certain degree by increased use of recycling services.

Most recycling comes from "bring" sites such as bottle banks and civic amenity sites, although rising proportions are now from kerbside collection schemes and composting. However, more can be done to increase participation in such schemes by raising public awareness and improving collection performance. Greater support is also needed from retailers through innovation in consumer product and packaging design to minimise material use and maximise recyclability.

ANNEX iii

Extract Pg. 25 : CPA2005; Key Lines of Enquiry for Corporate Assessment (Practitioners Version)

Key Question

5.1.3 What has the council, with its partners, achieved in its ambitions for the local environment?

Inspection Focus

Evidence that the council, working in partnership with others:

- has established and is delivering on its clean and green liveability agenda
- has contributed to ensuring environmentally sustainable communities and lifestyles

Criteria for Judgement

Level 2

- The council has raised awareness and commitment to minimising and recycling waste.
- The council is developing partnerships with other local authorities and has started to deliver the benefits of more cost effective and sustainable waste management practices reducing its own resource consumption.
- The council is aware of significant local issues, for example, air pollution near power stations, noise pollution near international airports, and is now starting to address the issues.
- The council is addressing the quality of design in buildings and public spaces and is addressing these matters in its local development plans. There has been some increase in the proportion of new developments (public buildings, housing, fixed infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction.
- The council can demonstrate that it has fully thought through the linkages to the other shared priority areas. For example, tackling graffiti, the quality of open public space as a contributor to the reduction in the fear of crime, as part of safer and stronger communities and targeting environmental improvements in the most deprived neighbourhoods as part of healthier communities.
- The council is setting a positive example to others through its environmental management practices.

Level 3

- The council is working successfully with local communities and the community sector to raise awareness and commitment to minimising and recycling waste and is not afraid to take unpopular decisions, the reasons for which it communicates clearly.
- The council has a clear policy on influencing commercial and industrial waste producers to shift their waste management up the hierarchy.
- The council is working in partnership with other local authorities and is delivering the benefits of more cost effective and sustainable waste management practices
- The council has reduced its own resource consumption significantly and is able to quantify the cost and/or environmental impact these policies have had.

- The council is effectively addressing significant local and global environmental issues and actively communicating environmental issues to the wider community.
- There exists a high quality of design in buildings and public spaces and these matters are addressed in the local development plans. There has been a sizeable increase in the proportion of new developments (public buildings, housing, fixed infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction.
- The council can demonstrate benefits at having made linkages to the other shared priority areas. For example, tackling graffiti and the quality of open public space as a contributor to the reduction of the fear of crime, as part of safer and stronger communities, and targeting environmental improvements in the most deprived neighbourhoods as part of healthier communities.
- The council is working effectively to create and maintain attractive and welcoming parks, play areas and public spaces; it can demonstrate improvements to the physical fabric of places, including streets, and is taking measures to make public places cleaner and well maintained.

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ANNEX B

Terms of Local Authorities presently running a Re-Use Credits Scheme

Local Authority: Cheshire County Council

Principal method of disposal: landfill.

Officer: Recycling Officer Ruth Evans tel: 01244 603856

ruth.evans@cheshire.gov.uk

Scheme Summary: Organisations such as furniture stores must register with the Local Authority, the organisation must:

- give a stock number to each item
- complete delivery receipts for each item
- submit a monthly claim form for the diverted items

Amounts Paid: So far, three furniture stores have registered, smaller companies feel that the administration is not worth their while. The authority pays full average amount of the costs of disposal i.e. an agreed calculation has been made for the average fridge, freezer, cooker etc. Amount Paid 2004-05 = £37.29 per tonne increasing annually in line with the Landfill tax.

Local Authority: Lancashire County Council

Principal method of Disposal: Landfill

Officer: Waste Minimisation Team Leader Claire Atkinson tel:01772 533829

clare.atkinson@env.lancss.gov.uk

Scheme Summary: re-use organisations are checked to ensure bonafide credentials, they are also regularly visited to back up evidence submitted through audit trail paperwork. For each item diverted the organisation must submit a receipt for collection or adoption including address, an inventory number and weigh sheet plus a receipt or sales ticket for the final owner; submission of full documentation and payment is quarterly. Although this sounds complicated it ensures at a county level that people know where the diverted waste originates from.

Amounts Paid: 2005-06 £37.02 per tonne (average cost of landfill county wide). In annual year 2004-05, 638 tonnes were diverted from landfill.

Local Authority: Blackburn and Darwen Borough Council

Principal method of Disposal: Landfill

Officer: Stuart Hammond tel: 01254 585863

Scheme Summary: The Re-use organisation (only one has an arrangement to claim) must provide detailed addressed receipts of all items delivered to end customers for all items rather than items collected as some of the latter may of course not be reusable.

Amounts Paid: 2005-06 £34.66 per tonne

Local Authority: Devon Council

Principal method of Disposal: Landfill

Officer: Zac Sibthorpe tel: 01392 328675 zac.sibthorpe@devon.gov.uk

Scheme Summary: The Re-use organisation must register as a Member of the Devon Furniture Forum (DFF) who process the administration documents for joint submission to the Local waste authority.

Must provide detailed addressed receipts of all items delivered to end customers, the calculated amounts are based on actual weight of the goods per item not estimated tonnage.

Amounts Paid: 2005-06 £30.00 per tonne

Local Authority: Norfolk County Council

Principal method of Disposal: Landfill

Officer: Alistair Rushholme tel: 01603 223130

alistair.rushholme@norfolk.gov.uk

Scheme Summary: Only refurbished furniture and tested white goods. The Re-use organisation must register with Norfolk County Council and submit claim forms detailing addressed receipts of all items delivered to end customers, against an itemised print out of all goods handled per period. The amounts are based on actual weight of the goods per item not estimated tonnage. The Council spot checks the registered organisations to ensure proper practice.

Amounts Paid: 2005-06 £39.50 – £47.00 per tonne presently variable across the district dependant upon landfill savings.

Local Authority: Gloucestershire County Council

Principal method of Disposal: Landfill

Officer: John Jackson tel: 01452 426895 john.jackson@gloucestershire.gov.uk

Scheme Summary: Organisations must complete an application form to register with the authority and this is approved by the District and County councils; there are presently 5 furniture re-use stores registered under the scheme. The Re-use organisation needs to submit detailed records and submit copies with claim forms monthly. Fridges are disallowed and it must be proven that items come from households.

Amounts Paid: 2005-06 £41.91 per tonne equivalent to landfill savings + tax.



Set of average weights for furniture, appliances and other items.

Furniture and furnishings

Category	Item	Weight (kg)
Furniture	Bedside cupboard / table / unit	15
Furniture	Bench, kitchen or garden	30
Furniture	Blanketbox	12
Furniture	Bookcase	19
Furniture	Bureau	20
Furniture	Cabinet, display / kitchen / corner	20
Furniture	Chair, high / child's / rocking	11
Furniture	Chair, not padded, dining / kitchen / carver	6
Furniture	Chest-of-Drawers	25
Furniture	Cot	15
Furniture	Desk, child's	16
Furniture	Desk, wooden	27
Furniture	Dressing table	34
Furniture	Fire surround	30
Furniture	Grandfather clock	60
Furniture	Headboard unit (with built-in bedside cabinets)	40
Furniture	Headboard, double / king-size	16
Furniture	Headboard, single	10
Furniture	Hi-fi unit	12
Furniture	Miscellaneous, small eg stool, tea trolley	6
Furniture	Ottoman	10
Furniture	Sideboard, not large	35
Furniture	Table, cane / coffee / occasional / nest of	15
Furniture	Table, dining	30
Furniture	Table, kitchen	24
Furniture	Tallboy	25
Furniture	TV unit	25
Furniture	Wall unit / dresser	40
Furniture	Wardrobe set (wardrobe & chest of drawers or unit, with one sitting on top of the other)	58
Furniture	Wardrobe, double	55
Furniture	Wardrobe, single	38
Furniture	Welsh Dresser	90
Soft Furniture	2 piece suite, sofa + 1 chair	65
Soft Furniture	3 piece suite, sofa + 2 chairs	90
Soft Furniture	3 piece suite, cane (with cushions)	50
Soft Furniture	Armchair	25
Soft Furniture	Bed, double complete (base, mattress + headboard)	80
Soft Furniture	Bed, king-size complete (base, mattress + headboard)	97
Soft Furniture	Bed, single complete (base, mattress + headboard)	52
Soft Furniture	Bed base, double wood / divan / folding / Z bed	25
Soft Furniture	Bed base, king-size wood, divan or double metal	30
Soft Furniture	Bed base, single wood / divan / folding / Z bed	20
Soft Furniture	Bunk bed / cabin bed	50



Soft Furniture	Chair, conservatory / cane	15
Soft Furniture	Chair, easy / fireside / lounge	15
Soft Furniture	Chair, padded, dining / kitchen / carver	6
Soft Furniture	Chaise Longue	40
Soft Furniture	Futon / Sofabed (wooden base with mattress)	35
Soft Furniture	Mattress, single	22
Soft Furniture	Mattress, double	40
Soft Furniture	Mattress, king-size	50
Soft Furniture	Pouffe	5
Soft Furniture	Reclining chair / lazy boy	45
Soft Furniture	Sofa	40
Soft Furniture	Sofa bed, foam flop out	35
Soft Furniture	Sofa bed, metal frame	85
Soft Furniture	Sofa, cane / conservatory (normally with cushions)	20
Other Items	Bedding / Curtains	5
Other Items	Bicycle, adult	15
Other Items	Bric-a-Brac (box)	10
Other Items	Carpet / flooring / underlay	25
Other Items	Carpet cleaner	12
Other Items	Clothes Horse	4
Other Items	Ironing-Board	6
Other Items	Lino	15
Other Items	Mirror, large	10
Other Items	Mirror, small	5
Other Items	Piano	140
Other Items	Plant Stand / coat stand	5
Other Items	Pram	13
Other Items	Pushchair	7
Other Items	Rug	6
Other Items	Small misc, eg scales, saucepans, shoe racks, pedal bin, picture, magazine rack, fireguard, CD stand, picture frame	2
Other Items	Stairgate	3
Other Items	Toys	11

Appliances

Household Appliances	Baby belling, counter top cooker	30
Household Appliances	Cooker, electric	60
Household Appliances	Cooker, gas	45
Household Appliances	Dishwasher	50
Household Appliances	Fan (electric)	10
Household Appliances	Food mixer	3
Household Appliances	Freezer, chest	30
Household Appliances	Fridge/freezer, under counter or free standing	28
Household Appliances	Fridge-Freezer	45
Household Appliances	Hair & Beauty Elec	1
Household Appliances	Heater / Fire, small / medium	7
Household Appliances	Heater / Radiator, large	15
Household Appliances	Hi-fi, including speakers	10



Household Appliances	Lamp	5
Household Appliances	Microwave	17
Household Appliances	Radio	2
Household Appliances	Small elec - kettle, toaster, clock	1
Household Appliances	Spin-Dryer	12
Household Appliances	Tumble-Dryer	35
Household Appliances	TV	20
Household Appliances	Twin-tub	43
Household Appliances	Vacuum	12
Household Appliances	Video	11
Household Appliances	Washing Machine	75

House clearances

SMALL CLEARANCE / LIST	377
MEDIUM CLEARANCE / LIST	527
LARGE CLEARANCE / LIST	620

Bathroom

Bathroom Items	Bath (metal)	40
Bathroom Items	Bath (non-metal)	25
Bathroom Items	Bathroom Cabinet	8
Bathroom Items	Bathroom Suite (toilet, sink, bath)	75
Bathroom Items	Cistern	15
Bathroom Items	Shower equipment/tray	15
Bathroom Items	Sink (ceramic)	20
Bathroom Items	Sink (metal)	20
Bathroom Items	Toilet	30
Bathroom Items	Vanity Unit, including sink	25

Garden

Garden	BBQ	15
Garden	Chairs	7
Garden	Fence panels (wood)	20
Garden	Garage door	40
Garden	Garden waste (bags)	11
Garden	Gates (metal)	30
Garden	Lawnmower	15
Garden	Lounger	15
Garden	Patios doors	30
Garden	Rotary Drier	15
Garden	Sheds (dismantled)	50
Garden	Strimmer	10
Garden	Table (garden)	20
Garden	Trees and shrubs	20
Garden	Wheelbarrow	15



Office

Office Appliances	Computer Base Units	9.7
Office Appliances	Computer, complete average	28
Office Appliances	CRT-Monitor <14"	7
Office Appliances	CRT-Monitor 14"	11
Office Appliances	CRT-Monitor 15"	12.6
Office Appliances	CRT-Monitor 17"	17.6
Office Appliances	CRT-Monitor 19"	23.4
Office Appliances	CRT-Monitor 21"	31.4
Office Appliances	Keyboard	1
Office Appliances	Photocopier	50
Office Appliances	Printer, standard inkjet	6
Office Appliances	Scanner	10
Office Furniture	Cabinets	70
Office Furniture	Filing cabinet, large	50
Office Furniture	Office Chair	12
Office Furniture	Office Desk	25
Office Furniture	Partitions	25

Material loads

Bulk load of material	Aggregate	70
Bulk load of material	Cardboard	11
Bulk load of material	Foam	10
Bulk load of material	Garden waste (up to 6 bags)	50
Bulk load of material	Glass	20
Bulk load of material	Laminate	25
Bulk load of material	Metal	40
Bulk load of material	Paint	7
Bulk load of material	Plastic	20
Bulk load of material	Wood	40
Bulk load of material	Wood bundles	25

Other bulky waste

Other bulky waste	Boiler	20
Other bulky waste	Cupboard (kitchen)	15
Other bulky waste	Curtain pole (wood)	5
Other bulky waste	Doors (wood)	25
Other bulky waste	Fireplace	30
Other bulky waste	Gate (wood)	15
Other bulky waste	Ladder	7
Other bulky waste	Light fitting	10
Other bulky waste	Shelves (wood)	35
Other bulky waste	Sunbed	35
Other bulky waste	Tiles (ceramic)	40
Other bulky waste	Water tank	40
Other bulky waste	Window frames (wood)	15
Other bulky waste	Window frames with glass	20
Other bulky waste	Worktop (kitchen)	12