

**Notice of a public meeting of  
Cabinet**

- To:** Councillors Alexander (Chair), Crisp, Cunningham-Cross, Levene, Looker, Merrett, Simpson-Laing (Vice-Chair) and Williams
- Date:** Tuesday, 7 October 2014
- Time:** 5.30 pm
- Venue:** The George Hudson Board Room - 1st Floor West Offices (F045)

**A G E N D A**

**Notice to Members - Calling In:**

Members are reminded that, should they wish to call in any item\* on this agenda, notice must be given to Democracy Support Group by **4:00 pm on Thursday 9 October 2014.**

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

**1. Declarations of Interest**

At this point, Members are asked to declare:

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

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

**2. Minutes**

(Pages 1 - 16)

To approve and sign the minutes of the Cabinet meeting held on 9 September 2014.

### **3. Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. The deadline for registering is **5.00pm on Monday 6 October 2014**. Members of the public can speak on agenda items or matters within the remit of the committee.

To register to speak please contact the Democracy Officer for the meeting, on the details at the foot of the agenda.

#### **Filming, Recording or Webcasting Meetings**

*“Please note this meeting will be filmed and webcast and that includes any registered public speakers, who have given their permission. This broadcast can be viewed at <http://www.york.gov.uk/webcasts>.*

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

*The Council’s protocol on Webcasting, Filming & Recording of Meetings ensures that these practices are carried out in a manner both respectful to the conduct of the meeting and all those present. It can be viewed at [http://www.york.gov.uk/downloads/download/3130/protocol\\_for\\_webcasting\\_filming\\_and\\_recording\\_of\\_council\\_meetings](http://www.york.gov.uk/downloads/download/3130/protocol_for_webcasting_filming_and_recording_of_council_meetings)*

### **4. Forward Plan**

(Pages 17 - 20)

To receive details of those items that are listed on the Forward Plan for the next two Cabinet meetings.

### **5. Domestic Waste Recycling Scrutiny Review Final Report**

(Pages 21 - 106)

This report presents the final report from the Domestic Waste Recycling Scrutiny Review and asks Cabinet to approve the recommendations arising from the review. Councillor Healey as Chair of the Task Group will be attending the meeting to present the report.

**6. Proposed expansion of Fulford Secondary School**  
(Pages 107 - 124)

This report sets out proposals to provide additional accommodation at Fulford Secondary School to meet demand from within the school's catchment area, and seeks approval for the required capital expenditure.

**7. River Safety Update** (Pages 125 - 130)

This report provides an update on the work that Council is undertaking to address issues around river safety, how it is working in partnership and requests the release of capital funding to support physical improvements to reduce the risks associated with the rivers in York.

**8. Rewiring Public Services: Business Case for Children's Services** (Pages 131 - 190)

This report focuses on the engagement process and proposals for Children's Services as part of the Rewiring of Public Services programme and makes recommendations in relation to the Services.

**9. Delivering Marketing, Culture, Tourism and Business Development – Stage 3** (Pages 191 - 200)

This report follows earlier reports to Cabinet regarding a new approach to delivering marketing, culture, tourism and business development in the city. The report asks Cabinet to agree the outline of the draft business plan and updates Members on progress made to date.

**10. The Punch Bowl Public House, Lowther Street, York - Article 4 Direction** (Pages 201 - 216)

This report relates to a request from the York Branch of CAMRA that the Council make a make an immediate Article 4 Direction of the Town and Country Planning (General Permitted Development) Order 1995 to remove permitted development rights for the change of use of The Punch Bowl public house, Lowther Street, York from its existing use as a public house (Class A4) to a shop (Class A1).

## 11. Maximising the Opportunities from the Green Deal in York (Pages 217 - 240)

This report details progress made to date with the procurement of the Leeds City Region Green Deal and Energy Company, including the benefits of the scheme, and seeks approval to delegate authority to officers to negotiate the finer details and to call off from the Framework Agreement.

## 12. Urgent Business

Any other business which the Chair considers urgent under the Local Government Act 1972.

### Democracy Officer:

Name: Jill Pickering

Contact details:

- Telephone – (01904) 552061
- E-mail – jill.pickering@york.gov.uk

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

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

Contact details are set out above.

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

**我們也用您們的語言提供這個信息 (Cantonese)**

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

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

**Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)**

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

** (01904) 551550**

City of York Council

Committee Minutes

---

Meeting	Cabinet
Date	9 September 2014
Present	Councillors Alexander (Chair), Crisp, Cunningham-Cross, Levene, Looker, Merrett and Simpson-Laing (Vice-Chair)
In attendance	Councillors D'Agorne, Healey, Warters, Watson
Apologies	Councillor Williams

---

## **PART A - MATTERS DEALT WITH UNDER DELEGATED POWERS**

### **24. Declarations of Interest**

Members were asked to declare, at this point in the meeting, any personal interests, not included on the Register of Interests, or any prejudicial or disclosable pecuniary interests they may have in respect of business on the agenda.

Councillor Merrett declared a prejudicial interest in relation to Agenda item 10 (Financial Close for the Long Term Waste Management Service Contract) as an employee of Amey Consulting, part of a wider group of AmeyCespa a separate part and he left the room and took no part in the discussion or voting in relation to this item.

Councillor Merrett also declared a personal non prejudicial interest in relation to Agenda item 9 (Community Stadium and Leisure Facilities Update) in relation to the swimming content of the facilities, as his daughter used Yearsley Pool as a member of the York City Baths Club.

Councillor Simpson-Laing declared a personal non prejudicial interest in relation to Agenda item 9 (Community Stadium and Leisure Facilities Update) as her daughter was a member of York Athletics Club. She also noted that as a member of the main Planning Committee involved in approval of the outline application she was supporting the principle of a Community Stadium and that she would be considering any subsequent planning application on its own merits.

Councillor Cunningham Cross declared a personal non prejudicial interest in relation to Agenda item 9 (Community Stadium and Leisure Facilities Update) also as a member of the main Planning Committee and as she would be supporting the principle of a Community Stadium and would be considering any subsequent planning application on its merits.

Councillor Crisp declared a personal non prejudicial interest in relation to Agenda item 9 (Community Stadium and Leisure Facilities Update) and confirmed, as the relevant Cabinet Member, that she would not be taking part at the Planning Committee meeting when the application was considered.

Councillor Looker declared a personal non prejudicial interest in relation to Agenda item 9 (Community Stadium and Leisure Facilities Update) confirming that whilst not previously being a member of the Planning Committee for the outline application, as a current member of the main Planning Committee she confirmed that she would be considering any subsequent planning application on its merits.

**25. Minutes**

Resolved: That the minutes of the last meeting of Cabinet held on 6 May 2014 be approved and signed by the Chair as a correct record.

**26. Public Participation**

It was reported that there had been four registrations to speak at the meeting under the Council's Public Participation Scheme, and that three Members of Council had also requested to speak on items, details of which are set out below:

York Flood Risk Management Strategy

Peter Richardson, a local resident, spoke to refer to figures published in the local press regarding flood defence costs. He pointed out that in reality flooding could be alleviated at little cost by dredging at Naburn Lock to reduce water levels further upstream.

Councillor D'Agorne spoke to welcome the new Flood Risk Management Strategy. He did however express concerns at the effects of new housing developments on drainage and asked for this to be reflected in Local Plan planning policies. He also

made reference to areas where increased rainfall caused surface water problems and to the need to invest and alleviate these problem areas.

### Community Stadium and Leisure Facilities Update

Fiona Evans spoke, as a representative of the Yearsley Pool Action Group, expressing their concerns at the procurement process in relation to the new Community Stadium and in particular the threat to the Yearsley Pool. She referred to the damage closure of the pool would have on water sports and fitness swimming in the city and to the lack of consultation with York City Baths Club and pool users. She referred to previous commitments made in relation to Yearsley Pool and asked Cabinet to reconsider the outcome and preserve the pool for future generations.

Fiona Williams spoke as Chief Executive at Explore York Libraries and Archives, confirming her pleasure in being part of the new Stadium project. She referred to the Explore Library space proposed at the Stadium aimed at accessing new users and groups to engage with libraries.

Councillor Healey confirmed that Fiona Evans, the earlier speaker had covered many of his points in relation to the possible closure of Yearsley Pool. He referred to the increase in costs from the inception of the first proposals for the Stadium and questioned the value for money from current proposals. He acknowledged that it was difficult to see how retention of the Yearsley Pool would fit in with the provision of a new Stadium and he asked Cabinet to ensure that current proposals still met the original proposals for a Stadium.

Councillor Watson spoke to express his concerns regarding proposals for the new Stadium and to question a number of risks he had identified in relation to the project. These included risks in relation to the different types of pools, failure of the cinema/restaurants, planning, library, Yearsley Pool, if the development was not profitable and if the costs were not agreed by full Council.

Financial Close for the Long Term Waste Management Service Contract

Richard Lane spoke, on behalf of York and Ryedale Friends of the Earth, an organisation which had campaigned against the incinerator for York since the plans emerged in 2002. He expressed their concerns at the financial outlay, lack of consultation and questioning the proposed savings and as to whether the waste volumes required this facility. He also referred to the lack of alternative options and the costs of leaving the contract.

Councillor D'Agorne spoke to endorse the earlier speaker's comments and concerns in relation to the long term waste contact.

The Chair thanked the speakers for their comments, confirming that these would be taken into account when consideration was given to the reports later in the meeting.

**27. Forward Plan**

Members received and noted details of those items on the Forward Plan for the next two Cabinet meetings, at the time the agenda was published.

**28. 2014/15 Finance Monitor 1**

Consideration was given to a report which presented details of the Council's financial position for the period covering 1 April to 30 June 2014 and provided an assessment of performance against budgets.

It was noted that financial pressures were forecast at £2,924k, compared to £3,722k at the same time last year and that it was proposed to allocate £600k of contingency to known Health and Wellbeing pressures, bringing the overall position down to £2,324k.

The Leader gave an overview of the forecast on a directorate basis as shown in Table 1 and detailed some of the main variations as reported in paragraphs 8 to 26. He confirmed that following the industrial action in July, that the one off saving of around £10k would be donated to support the work of the food



bank charity with the remainder going to assist Health and Wellbeing pressures.

Resolved: That Cabinet agree to:

- (i) Note the current financial position of the Council, as set out in the report;
- (ii) Allocate £600k of contingency to meet pressures in Health & Wellbeing, as set out at paragraph 23 of the report;
- (iii) Invest £40k in the municipal bonds agency, as set out at paragraphs 31 and 32 of the report;
- (iv) The virement of internal payments made between Health & Wellbeing and CANS as set out at paragraph 15 of the report;
- (v) Donate £10k of the strike savings to support the work of food banks and the remaining saving to Health & Wellbeing, as set out at paragraph 29 of the report;
- (vi) A traveller's rent increase, as set out in paragraphs 16 to 18 of the report.

Reason: To ensure expenditure is kept within the approved budget.

Action Required

1. Implement the agreed allocation, investment, virement, donation and increase detailed in the report.

DM

**29. Capital Programme Monitor One 2014/15**

*[See also Part B minute]*

Members considered a report which set out details of the Council's projected capital programme outturn position for 2014/15, including any under/over spends and adjustments, together with requests to re-profile budgets to/from current and future years.

It was noted that the current 2014/15 capital programme, as approved by Council and updated in July was £83m, with current monitor showing a decrease of £6.912m resulting in a revised capital programme of £76.319m, the majority of which was attributable to the re-profiling to future years budgets and the remainder to a reduction in government grants.

The variances in each portfolio were shown at Table 1 of the report and a summary of the key exceptions and implications on the capital programme reported in paragraphs 8 to 26. Revisions to the 5 year programme were also reported together with details of funding for future years to 2018/19.

The Leader highlighted work proposed on the city's War Memorials and to the extensive capital works set out in Annex A to the report. Members also referred to the demographic pressures on local schools and the need for good sustainable planning for the future needs of children in the city.

Resolved: That Cabinet agree to:

- (i) Note the 2014/15 revised budget of £76.319m as set out at paragraph 5 and Table 1 of the report.
- (ii) Note the restated capital programme for 2014/15 – 2018/19 as set out at paragraph 28, Table 2 and detailed in Annex A of the report.

Reason: To enable the effective management and monitoring of the Council's capital programme.

### **30. 2014/15 Performance Monitor Quarter 1**

Consideration was given to the York Monitor which provided details of the Council's activities and achievements from 1 April to 30 June 2014, showing progress on achieving the Council Plan priorities.

The Leader highlighted the significant growth in the economy, whilst there were issues with income levels in the city and he confirmed the need to attract higher value jobs to the city. Other Members referred to the need to break down the barriers to ensure that women received the skills, training and education to ensure equal access to jobs.

It was noted that a current scrutiny review was already examining attracting more productive and higher value jobs to the city on behalf of the Economic & City Development Overview & Scrutiny Committee.

Resolved: That Cabinet agree to note the Council's current performance against its key priorities for the period covering 1 April to 30 June 2014.

Reason: To update Cabinet on the Council's performance against key themes for the last quarter.

**31. Review Housing Revenue Account Business Plan 2013 to 2043**

Members considered a report which provided an overview of the revised Housing Revenue Account business plan for the next 30 years and details of the key priorities for the next five years, which included investment fund proposals to support the delivery of more affordable homes.

The Cabinet Member highlighted that the Council's housing stock had been rated within the top quartile across the authorities and of improvements made to the housing stock.

Consideration was then given to the following options:

Option one – To adopt the revised plan set out at Annex one

Option two – To ask officers to revise the document

Resolved: That Cabinet agree Option One to adopt the Housing Revenue Account Business Plan as set out at Annex A of the report.<sup>1</sup>

Reason: The plan sets out the priorities for the housing revenue account for the next 5 years and gives clear messages as to the commitment to continue to invest in the council's existing stock, the local communities and build new much needed social rented housing.

Action Required

1. Implement the Plan.

TB

**32. Community Stadium and Leisure Facilities Update**

*[See also Part B minute]*

Consideration was given to a report which updated Cabinet on the progress of the procurement for the Community Stadium and City Leisure Facilities contract. Since approval of the business case, in March 2012 it was reported that the scope of the project had expanded with the inclusion of the city's leisure facilities.

With the final stage bid now complete, Greenwich Leisure Ltd had been selected as the preferred bidder and were proposing to create a new Stadium Leisure Complex, comprising an 8000 all-seat community stadium, leisure and sports centre, NHS Training and Development Centre, community hub and commercial retail/ digital cinema and restaurants/bars.

It was noted that, whilst the scheme would increase the city's sport and leisure offer, the total direct cost of the project would be c.£37m, which would require c.£8m of CYC funding, requiring Council approval. Further information on the financial implications and associated risks of proceeding with the project up to contract award were reported.

Officers referred to points raised by earlier speakers confirming that the original scheme for a smaller stadium had not included any commercial income streams which were required to make the scheme commercially viable. Work had been undertaken to bring forward a sustainable solution which included a number of commercial properties. Officers acknowledged the risks, although they confirmed operators would take on many of the risks once any commercial deals were agreed. With regard to Yearsley Pool it was confirmed that a number of options had been explored and, if the Pool was to have a long term future, further work was required.

Members expressed their support for the Stadium scheme which would provide facilities of both regional and national significance. They confirmed that a wide range of options had been explored but pointed out that it was the authority's duty to obtain the optimum from the site.

Officers were thanked for the comprehensive report and it was confirmed that the Cabinet Members for Transport and Leisure,

Culture and Tourism were keeping a watching brief on the proposals as they progressed.

Following further lengthy discussion it was

Resolved: That Cabinet agree to:

- (i) Proceed with the procurement on the basis of the proposals set out in the report, to deliver the 'New Stadium Leisure Complex' and the estimated project timetable set out in Table 3.
- (ii) Note that Greenwich Leisure Ltd have been nominated as the Preferred Bidder following the Competitive Dialogue procurement exercise.
- (iii) Note the overall financial position and programme management arrangements as presented noting the financial risks and potential resultant liabilities that may arise as a result of proceeding with the scheme through the detailed planning submission and construction phases.
- (iv) Proceed with the submission of a detailed planning application on behalf of the Council by the preferred bidder seeking approval for the proposals for the New Stadium Leisure Complex.
- (v) The appropriation of the proposed stadium complex and leisure facilities site to planning purposes under S.122 of the Local Government Act 1972 and Section 226 of the Town and Country Planning Act 1990 on the basis that the appropriation will facilitate the carrying out of development, re-development or improvement works on the land which will contribute to the promotion or improvement of the economic, environmental or social well-being of the Council's area.
- (vi) Work with relevant stakeholders in looking at community management options for Yearsley

Pool as set out in paragraph 35 of the report should the operator not take up the option to operate the pool at no additional cost.

- (vii) Note the position of the project partners and the implications of proceeding and any potential delays.
- (viii) Note the progress of the off-site facilities and their associated issues, risks and timetable for financial close.
- (ix) Note, and accept, the risks set out in the risk management section of the report, and the financial implications section.<sup>1</sup>

Reason: To update Members on the procurement of the New Stadium Leisure Complex and in order to progress the scheme to provide a landmark leisure destination for the City.

Action Required

1. Await decision of CSMC (Calling-In) meeting. TA

**33. York Flood Risk Management Strategy**

Consideration was given to a report which set out a draft Flood Risk Strategy for York. This had been prepared following the introduction of legislation that gave the City of York Council major new responsibilities, as the Lead Local Flood Authority for its area. This including the development, maintenance, application and monitoring of a strategy for local flood risk management.

Members were asked to approve the Strategies content and the proposals for consultation both with partners and internally, prior to public consultation. It was noted that it was proposed to publish the full strategy in 2015 with a review in line with the six year Flood Risk Regulations cycle.

The Cabinet Member referred to the new responsibilities arising from the Flood and Water Management Act 2010 and to the nature and variety of the different bodies and individuals involved. He confirmed that the Strategy would be a partnership approach, with statutory responsibilities but limited funds.

In answer to earlier questions from speakers, he referred to the two proposed policies in the Local Plan, mentioned at 7.2 of the Strategy, which detailed flood risks and drainage. Also to the issues of hotspots and to the approach being undertaken to relieve these, including the use of Flood Wardens.

The Leader also referred to the issues at Naburn, referred to by a speaker, he confirmed that a more comprehensive examination was required of the issues involved as he believed that dredging would not have the desired result in reducing river levels upstream.

Following further discussion it was

Resolved: That Cabinet approve York's Flood Risk Management Strategy at Annex 1 of the report.  
1.

Reason: To ensure the Council is compliant with its duties in the Flood and Water Management Act (2010) and to ensure that we have a Local Flood Risk Management Strategy that can drive future flood risk investment needs.

Action Required

1. Proceed with necessary consultation.

SW

## **PART B - MATTERS REFERRED TO COUNCIL**

### **34. Capital Programme Monitor One 2014/15**

*[See also Part A minute]*

Members considered a report which set out details of the Council's projected capital programme outturn position for 2014/15, including any under/over spends and adjustments, together with requests to re-profile budgets to/from current and future years.

It was noted that the current 2014/15 capital programme, as approved by Council and updated in July was £83m, with current monitor showing a decrease of £6.912m resulting in a revised capital programme of £76.319m, the majority of which

was attributable to the re-profiling to future years budgets and the remainder to a reduction in government grants.

The variances in each portfolio were shown at Table 1 of the report and a summary of the key exceptions and implications on the capital programme reported in paragraphs 8 to 26. Revisions to the 5 year programme were also reported together with details of funding for future years to 2018/19.

The Leader highlighted work proposed on the city's War Memorials and to the extensive capital works set out in Annex A to the report. Members also referred to the demographic pressures on local schools and the need for good sustainable planning for the future needs of children in the city.

Recommended: That Council agree to:

- (i) The adjustments in the Capital programme of a decrease of £6.912m in 2014/15 as detailed in the report and contained in Annex A.
- (ii) The use of £75k Contingency for works in relation to the War Memorial sites as set out at paragraph 16 of the report. <sup>1</sup>.

Reason: To enable the effective management and monitoring of the Council's capital programme

Action Required

1. Refer to Council.

JP

**35. Community Stadium and Leisure Facilities Update**

*[See also Part A minute]*

Consideration was given to a report which updated Cabinet on the progress of the procurement for the Community Stadium and City Leisure Facilities contract. Since approval of the business case, in March 2012 it was reported that the scope of the project had expanded with the inclusion of the city's leisure facilities.

With the final stage bid now complete, Greenwich Leisure Ltd had been selected as the preferred bidder and were proposing



to create a new Stadium Leisure Complex, comprising an 8000 all-seat community stadium, leisure and sports centre, NHS Training and Development Centre, community hub and commercial retail/ digital cinema and restaurants/bars.

It was noted that, whilst the scheme would increase the city's sport and leisure offer, the total direct cost of the project would be c.£37m, which would require c.£8m of CYC funding, requiring Council approval. Further information on the financial implications and associated risks of proceeding with the project up to contract award were reported.

Officers referred to points raised by earlier speakers confirming that the original scheme for a smaller stadium had not included any commercial income streams which were required to make the scheme commercially viable. Work had been undertaken to bring forward a sustainable solution which included a number of commercial properties. Officers acknowledged the risks, although they confirmed operators would take on many of the risks once any commercial deals were agreed. With regard to Yearsley Pool it was confirmed that a number of options had been explored and, if the Pool was to have a long term future, further work was required.

Members expressed their support for the Stadium scheme which would provide facilities of both regional and national significance. They confirmed that a wide range of options had been explored but pointed out that it was the authority's duty to obtain the optimum from the site.

Officers were thanked for the comprehensive report and it was confirmed that the Cabinet Members for Transport and Leisure, Culture and Tourism were keeping a watching brief on the proposals as they progressed.

Following further lengthy discussion it was

Recommended: That Council approve £4m Prudential Borrowing for the capital investment in the replacement leisure facilities (as shown in the tables at paragraph 22 of the report). The associated revenue costs of the borrowing will be c£360k per annum and will be shown as growth in the treasury management budget from 2016/17. <sup>1</sup>.

Reason: To update Members on the procurement of the New Stadium Leisure Complex and in order to progress the scheme to provide a landmark leisure destination for the City.

Action Required

1. Refer to Council.

JP

**36. Financial Close for the Long Term Waste Management Service Contract**

Consideration was given to a report which updated Cabinet on progress of the Long Term Waste Service Contract with AmeyCespa for the provision of a waste treatment service at Allerton Quarry, Knaresborough.

The City Council had agreed in December 2010 to enter into a Joint Waste Management Agreement with North Yorkshire County Council for the provision of a Long Term Waste Management Service, as a long term sustainable alternative to landfill for the treatment of residual municipal waste.

Details of the significant key changes affecting the proposals which had taken place since December 2010, including receipt of planning permission, changes in technology and waste tonnage together with funding information for the project, following the Government's withdrawal of PFI credit support, were also reported in detail and in Annexes 1 to 4 in the report. Following consideration of all aspects of the proposals Cabinet were asked to decide whether the long term waste treatment project should progress to Financial Close within the approved affordability envelope.

The Leader confirmed that North Yorkshire County Council had, earlier in the day, approved the recommendations put to their Council as detailed in the report at paragraphs 206 to 215.

Members acknowledged that whilst this was not a perfect solution, the project was preferable to the landfill option available. Officers confirmed that Financial Close took place following the October Council meeting and highlighted changes that could occur in e.g. the Euro which could affect financial aspects of the project and to the costs which could be incurred if either authority withdrew from the contract.

Following further discussion it was

Recommended: That Council be asked to confirm:

- (i) The City Council is supportive of the County Councils recommendation to proceed to Financial Close for the Long Term Waste Treatment Service contract given the revised environmental and financial assessments carried out and detailed in this report given the positive long term benefits; subject to the final terms within the Value for Money Envelope set out at paragraph 146 of the report.
- (ii) That delegated authority be given to the Director of Customer and Business Support Services (acting in consultation with the Director of City and Environmental Services and the Assistant Director (Governance & ICT) to amend the Joint Waste Management Agreement and to agree any other documents necessary to give effect to this project.
- (iii) That the Director of Customer and Business Support Services, is authorised to issue the certificates under the Local Government (Contracts) Act 1997 to confirm the City Council's powers to enter into the contracts referred to above;
- (iv) That an indemnity be given by the City Council to the Director of Customer and Business Support Services, against any claim that may arise out of or in connection with the issue of the certificates under the Local Government (Contracts) Act 1997.
- (v) That all the Executive Decisions recommended above will not be implemented unless and until Full City Council agrees to the recommendation to proceed to Financial Close and

Financial Close can be delivered within the Value for Money Envelope set out at paragraph 146 of the report. <sup>1</sup>.

Reason: In order for Full Council to determine whether to enter into a long term waste management contract.

Action Required

1. Refer to Council.

JP

**37. Urgent Business - Scottish Referendum**

Cllr Alexander confirmed that, following contact from Ed Miliband MP, Leader of the Labour Party and discussions with York Group Leaders it had been agreed to fly the Scottish flag, the Saltire, from the Mansion House to acknowledge Scotland's forthcoming referendum asking whether Scotland should be an independent country.

Cllr J Alexander, Chair

[The Meeting started at 5.30 pm and finished at 7.20 pm].

**FORWARD PLAN**

***Table 1: Items scheduled on the Forward Plan for the Cabinet Meeting on 4 November 2014***

Title & Description	Author	Portfolio Holder
<p><b>York Guildhall and Riverside creating a Digital Media and Arts Centre</b></p> <p>Purpose of Report: To ask Cabinet to approve the procurement of a commercial partner to facilitate the creation of a digital media and arts centre in the Guildhall complex.</p> <p>Members are asked to note the progress made in developing the project to date, following Cabinet approval of the development fund 16 July 2013, and to approve the procurement of a commercial partner to work alongside the Council in further developing and delivering the project.</p>	<p>David Warburton</p>	<p>Cabinet Member for Finance &amp; Performance</p>
<p><b>City of York, North Yorkshire County Council and North York Moors National Park Minerals and Waste Joint Plan - Additional and Revised Sites</b></p> <p>Purpose of Report: As a Waste and Minerals Planning Authority, it is our statutory duty to address these issues in York. City of York Council is producing a Joint Plan with North Yorkshire County Council and North York Moors National Park as the minerals and waste issues are cross boundary and it makes financial sense to share the costly process of plan preparation including an examination. This additional and revised sites document follows on from the issues and options stage.</p> <p>Cabinet Members will be asked to approve the Joint Plan Additional and Revised Sites document for public consultation in November 2014 or January 2015 as appropriate.</p>	<p>Rebecca Harrison</p>	<p>Cabinet Member for Environmental Services, Planning &amp; Sustainability</p>

**Table 2: Items scheduled on the Forward Plan for the Cabinet Meeting on 2 December 2014**

Title & Description	Author	Portfolio Holder
<p><b>York Equality Scheme</b></p> <p>Purpose of Report: To inform Members of the priorities within the Single Equality Scheme.</p> <p>Members are asked to approve the Single Equality Scheme.</p>	Sharon Brown	Cabinet Member for Health & Communities and Cabinet Member for Leisure, Culture & Tourism
<p><b>Charging Policy Framework - Care Bill</b></p> <p>Purpose of Report: To put in place the policy framework required for April 2015 in relation to the Care Bill including:</p> <ul style="list-style-type: none"> <li>• Deferred Payment Policy</li> <li>• Direct Payment Policy</li> <li>• Updated Charging Policy</li> </ul> <p>Customers need to be notified in advance of April and the Deferred Payment Policy comes into affect 12 weeks prior to 1st April 2015.</p> <p>Members are asked to consider and approve the revised policies.</p>	David Walker	Cabinet Member for Finance & Performance

**Table 3: Items slipped on the Forward Plan**

Title & Description	Author	Portfolio Holder	Original Date	Revised Date	Reason for Slippage
<p><b>York Equality Scheme</b>            Purpose of Report: To inform Members of the priorities within the Single Equality Scheme.</p> <p>Members are asked to approve the Single Equality Scheme.</p>	<p>Sharon Brown</p>	<p>Cabinet Member for Health &amp; Community Engagement</p>	<p>Nov 14</p>	<p>Dec 14</p>	<p>Following discussions with the Corporate and Scrutiny Management Committee this item has been moved to the December Cabinet to allow officers to consult with all the Scrutiny Committees.</p>
<p><b>York Guildhall and Riverside creating a Digital Media and Arts Centre</b>            Purpose of Report: To ask Cabinet to approve the procurement of a commercial partner to facilitate the creation of a digital media and arts centre in the Guildhall complex.</p> <p>Members are asked to note the progress made in developing the project to date, following Cabinet approval of the development fund 16 July 2013, and to approve the procurement of a commercial partner to work alongside the Council in further developing and delivering the project.</p> <p>This item has been slipped to the July Cabinet to allow further discussions in respect of the development and delivery of the project.</p>	<p>David Warburton</p>	<p>Cabinet Member for Finance &amp; Performance</p>	<p>June 14</p>	<p>Nov 14</p>	<p>To enable the proposals to respond to the most recent feasibility thinking and updated funding context.</p>

<p>This item has been slipped to the September Cabinet to allow further work and discussions on the proposals.</p> <p>This decision has been deferred until October Cabinet due to an announcement from the national funding body about the award of a grant not being received on the date anticipated.</p>					
<p><b>Mental Health Joint Commissioning</b>  Purpose of Report: This report presents the proposal to jointly commission of some of our mental health provision with the Vale of York Clinical Commissioning Group (CCG), and include these services currently provided by CYC within the mental health tender that the CCG will be releasing in November 2014. This will include having a pooled budget arrangement and transferring affected staff to the organisation of the successful tender bidder.</p>	<p>Kirsteen Murray,  Assistant Director,  Adult Social Care</p>	<p>Cabinet Member for Health &amp; Community Engagement</p>	<p>Oct 14</p>	<p>Nov 14</p>	<p>To enable further work to be undertaken prior to presentation to Cabinet</p>





---

**Cabinet****7 October 2014**

Report from the Community Safety Overview &amp; Scrutiny Committee

**Domestic Waste Recycling Scrutiny Review Final Report - Cover Report****Introduction**

1. This cover report presents the final report from the Domestic Waste Recycling Scrutiny Review and asks Cabinet to approve the recommendations arising from the review.

**Background to Review**

2. In July 2012, the Community Safety Overview & Scrutiny Committee considered a scrutiny topic submitted by Cllr Healey on Domestic Waste Recycling. In an effort to reduce domestic waste and increase recycling, his topic proposed:
  - making collection and recycling methods more user-friendly;
  - Identifying prohibitive factors in hotspots where recycling levels were low;
  - Identifying multiple approaches to increasing recycling in hotspots i.e. education, support, improved resources, incentives and enforcement
3. In coming to a decision to review the topic, the Committee set up a Task Group made up of the following members to carry out the review on their behalf and agreed a remit for the review:

**Task Group Members:**

- Cllr Paul Healey
- Cllr Keith Orrell
- Cllr Brian Watson (later replaced by Cllr Ken King)

**Review Remit:**

Aim: To identify future improvements in CYC's working methods in order to increase domestic waste recycling

Objectives:

- i. To consider best practice from exemplar Local Authorities including incentive schemes
- ii. To consider the views of CYC waste operatives
- iii. To gather evidence on the effectiveness of the initiatives scheduled for this financial year.

**Review Findings**

4. Having consider best practice information from elsewhere and information on CYC's promotional initiatives planned for 2012/13, the Task Group agreed to focus their work in support of their third objective on the council's 'Recycle More' initiative, which was one of the themes in the Zero Waste York Challenge work planned for 2012/2013 and 2013/2014.
5. That campaign work led to the following:
  - Overall levels of recycling and the number of residents participating in the kerbside collection service increased in the test area, leading to an average increase of 0.42kg of recyclables collected per household (equivalent to increase of 6.9%).
  - In the control area there was a significant reduction in the amount of recyclables collected in April 2014 compared to November 2013. This was primarily due to a change of collection times and householders not putting recyclables out early enough for collection. There was an increased tonnage for a collection made at the beginning of July 2014, however, so it was anticipated that normal performance levels would soon be restored.
  - The waste prevention work carried out had the following impact:
    - Home Composting - 13 compost bins sold. This will help divert 12 tonnes of waste from landfill over 5 years. Following the experience of the one day sale held during the project it is now considered that this type of campaign work is more suited and cost effective in a larger area with more households.
    - Junk Mail - 202 households subscribed. This will help divert 3 tonnes of waste from landfill over 5 years. Easy and simple campaign to deliver making it suitable for a campaign involving a small number of households.

- Reuse collection - 2 tonnes of items picked up by one off collection. Easy and inexpensive campaign to deliver and worthwhile repeating on a regular basis.
- Lack of staffing resources restricted opportunities to liaise with established local voluntary groups and community organisations to establish actions with shared goals. For example, In the Clifton area work is ongoing with local community projects such as St Joseph's church which has developed a green agenda with the first 'Eco congregation' with waste reduction highlighted as a priority. In terms of longer term behavioural change and action in the area, the campaign would have greatly benefitted from additional resources.
- Offering financial incentives to residents was effective but not the sole contributing factor to improved participation in the kerbside recycling service and waste prevention activities. The role of financial incentives in encouraging greater levels of participation was tested during the 'Return to Sender' incentive where only half the residents involved in the incentive were informed about a prize draw. The results demonstrated that participation was consistent amongst residents entered in to the prize draw and those that were not. However a financial incentive was offered to residents for return of the postal survey. A high response rate from residents with over 75% requesting to be entered in to the prize draw suggests that a financial incentive was in this instance effective.

## **Review Conclusions**

6. As a result of the Campaign work used in support of the review, the Task Group concluded that:
  - From the range of activities undertaken, it was not possible to analyse which individual activities were most cost effective.
  - Using specific areas rather than full rounds for the test and control areas led to an increase in the cost of collecting the monitoring information, as the part rounds needed to be weighed separately.
  - It was easier to identify specific needs and solutions in the smaller areas, than it would have been if the campaigns had been city-wide e.g. barriers to using kerbside recycling service, access to bulky waste items collection service.

- The various financial and non financial incentive schemes used all encouraged good levels of participation, but their individual cost-effectiveness could not be evidenced.
- For a total expenditure of £10,304, a 5-year saving of £5,500 would indicate that this campaign failed from a financial perspective.

### **Review Recommendations**

7. In terms of future campaign work and development, the Task Group identified the following recommendations, which were subsequently endorsed by the full Community Safety Overview & Scrutiny Committee in September 2014:
  - i. Future area based project work should use whole daily collection rounds where practical to facilitate more efficient data collection, analysis and reporting.
  - ii. The branding should be developed, and bespoke and consistent campaign communications should be produced.
  - iii. Future door step surveys should be carried out in-house or by other lower cost methods rather than be an external company.
  - iv. Where practical, project work should be developed in conjunction with our local higher education establishments to give added value to the process and reduce the costs.
  - v. Future campaigns should follow the example of this review by strictly measuring costs against benefits.
  - vi. The level of savings expected to be achieved with project work should be identified, to establish a base against which all future campaigns can be measured.
  - vii. Sufficient resources and capacity be maintained to enable the continuation of work at a community level and to allow officers time to establish measures that may foster longer term behavioural change and sustained levels of participation.
  - viii. Future campaigns to include working with parish councils, residents' associations and schools.

### **Council Plan 2011-15**

8. Protecting the Environment - The review supports the Council's aim to be one of the best performing areas in the country for waste services; producing less waste overall and re-using, recycling and composting more household waste.

## Options

9. Having considered the final report at Appendix 1 and its associated annexes, Cabinet may choose to amend and/or approve, or reject the recommendations arising from the review as set out in paragraph 7 of this report.

## Implications & Risk Management

10. The implications and risks associated with the recommendations above are detailed in paragraphs 37-41 of the review final report at Appendix 1.

## Recommendations

11. Having considered the final report and its annexes, the Cabinet is recommended to:
  - i. Approve the recommendations shown in paragraphs 7 above.

Reason: To conclude the Scrutiny Review in line with CYC Scrutiny procedures and protocols.

## Contact Details

### Author:

Melanie Carr  
Scrutiny Officer  
Scrutiny Services  
Tel No.01904 552054

### Chief Officer Responsible for the report:

Andrew Docherty  
AD ICT & Governance

**Report Approved**  **Date** 11 September 2014

### Specialist Implications Officer(s)

Financial Implications:  
Patrick Looker  
CYC Finance Manager

Legal Implications: None

### Wards Affected:

All

For further information please contact the author of the report

**Background Papers:** None

### Annexes:

**Appendix 1** – Domestic Waste Recycling Scrutiny Review Final Report

This page is intentionally left blank



---

## Community Safety Overview & Scrutiny Committee 3 September 2014

### Domestic Waste Recycling Scrutiny Review - Final Report

#### Background

1. In June 2012 the Community Services Overview & Scrutiny Committee met to consider a number of possible topics for scrutiny review during the 2012/13 municipal year. They also received information on a number of planned service reviews by Directorates for areas within the committee's remit, which included:
  - The rationalisation of waste rounds (including consideration of a move away from the policy on same day waste collection arrangements)
  - Policies at household waste sites
  - Green waste collection
  - Commercial waste/recycling/incinerator
2. Discussion took place regarding a proposed topic on commercial waste. Officers provided information as to why commercial waste income targets were not being achieved and the charging structure, together with an update on the waste incinerator plan and the alternative arrangements that might be put in place depending on the outcome of an ongoing planning application.
3. In view of the planned service review of commercial waste, the Committee agreed that it would not be appropriate to carry out a scrutiny review on that topic at that time. However, they agreed there were aspects of domestic recycling that merited review e.g. the disparity between rates of recycling within different parts of the community and comparisons with other local authorities.
4. At a meeting in July 2012, the Community Safety Overview & Scrutiny Committee considered an associated scrutiny topic submitted by Cllr Healey on Domestic Waste Recycling.
5. In coming to a decision to review the topic, the Community Safety Overview & Scrutiny Committee set up a Task Group to carry out the review on their behalf and agreed the following remit:

Remit - To identify future improvements in CYC's working methods in order to increase domestic waste recycling

Key Objectives:

- i. To consider best practice from exemplar Local Authorities including incentive schemes
- ii. To consider the views of CYC waste operatives
- iii. To gather evidence on the effectiveness of the initiatives scheduled for this financial year.

## Information Gathered & Analysis

### 6. Objective i - To consider best practice from exemplar Local Authorities including incentive schemes

The Task Group carried out an analysis of the 20 top performing Local Authorities (LAs) in terms of recycling rates recorded in 2010/11 – see table in Annex A. Of the 20 LAs looked at, 2 were Unitary Authorities and 18 were Waste Collection Authorities (WCA). The highest recycling rate recorded was by Rochford District Council, a WCA with a recycling rate of 66%.

### 7. Residual Waste

- 1 WCA had a weekly collection of residual waste in a 140L wheeled bin.
- 18 LA's had an alternate week collection of residual waste and recycling
- 1 LA had a fortnightly collection of residual waste and a weekly collection of recycling.
- 2 x LA's collected residual waste in 240L wheeled bins
- 3 x LA's collected residual waste in 180L wheeled bins
- 1 x LA collected residual waste in a 140L wheeled bin.
- 1 x LA collected residual waste in black sacks.
- 13 x LA stated wheeled bins but size was unspecified
- 19 LA's specified a 'No side waste policy'
- 1 LA allowed residents to purchase additional sacks for residual waste to be placed alongside their wheeled bin. (£12 for roll of 15 sacks)

### 8. Dry Recycling

- 19 LA's had a fortnightly collection of recycling
- 1 LA has a weekly collection of recycling

9. <u>Materials collected</u>	<u>% of LA's that collect at the kerbside</u>
Paper	95%
Cardboard	85%



Aluminium tins and cans	95%
Foil	50%
Aerosols	55%
Plastic bottles	85%
Mixed plastic packaging	65%
Plastic film and bubble wrap	25%
Tetra packs	45%
Glass	85%
Textiles	5%
Shoes	5%
Books	10%
Batteries	10%
Mobile phones	5%
Printer cartridges	5%

#### 10. Garden Waste

- 100% of the Local authorities have some kind of Garden waste collection service available for residents
- 2 x LA's have a weekly service
- 18 x LA's have a fortnightly service
- Of the 18 LA's with a fortnightly service, 5 have a chargeable subscription system (prices range from £30-£47 per bin per year)
- None of the LA's that charge for garden waste suspend the collection over the winter period.
- Of the 15 free collections from LA's, 4 reduced the garden waste service over the winter months.

#### 11. Food Waste

- 16 LA's have a food waste collection.
- 8 of these LA's have a weekly collection and 8 have a fortnightly collection
- All 8 LA's that have a fortnightly collection co-mingle the food waste with a fortnightly garden waste collection
- All 8 LA's with a weekly collection collect food waste separately in a food waste caddy.

#### 12. Household Waste Recycling Centres (HWRC) & Trade Waste

A common theme throughout was the non acceptance of trade waste at nearby HWRC's. In addition, many LAs had stringent permit schemes in place at HWRC, including not allowing any construction waste or trailers entry and only allowing vans if they are the only registered vehicle at the property.

13. Bournemouth Borough Council had a 64% recycling rate despite no food waste collection and a subscription based garden waste collection. However, they did have dedicated garden waste bring sites which may explain their high recycling rate.
14. Waste Prevention  
Waste prevention campaigns and information varied widely between Local Authorities. Most WCA that had food waste and garden waste collections had limited waste prevention information available for the public.
15. Whereas, those Local Authorities that did not have food waste collections, or charged for garden waste collections or collected a limited number of dry recycling materials, provided comprehensive waste prevention information.
16. The Task Group looked in detail at the following four 20 top performing LAs from 2010-11, in an effort to better understand their recycling rates (see Annex B). They noted that:
  - Rochford District Council provides a simple and instructive bin schedule and detailed lists of the widest ranges of recyclables collected nationally.
  - South Oxfordshire District Council provides in depth information via their website about what can and cannot be recycled. Also information on where else / other ways things can be recycled.
  - Bournemouth Borough Council runs 'big' bin / 'little' bin scheme. Bin provided for landfill rubbish is smaller than recycle / garden waste bins. Comprehensive website including waste strategy and schemes.
  - Stratford upon Avon District Council
  - 3 out of 4 of the above LAs:
    - Collect household waste and garden waste fortnightly – Bournemouth Borough Council collects household waste weekly and Rochford District Council collects garden waste weekly
    - Collect garden waste all year round with the exception of South Oxfordshire District Council which offers a year round 'opt in' service with a charge per bin (see paragraph 16 below)
    - Runs a food waste service and offers a kitchen caddy to those who want one, with Bournemouth Borough Council being the exception.
  - All use one mingled bin
  - All have very detailed lists and guidance
17. The Task Group noted the charges made by South Oxfordshire District Council for the collection of garden waste and bulky items; £34.00 a year

for a 240 litre wheeled bin emptied fortnightly, and a minimum charge for bulky waste collection of £21.00 for up to 3 items and a further £6.67 for each additional item (service limited to a maximum of 6 items per collection day).

18. The Task Group also looked in detail at four of the 20 top performing LAs from 2010-11 (see Annex C). They noted that Vale of White Horse District Council runs an app named 'BINFO' that helps users find out when their next collection is due and which bin needs to be out. Residents can also register online for their garden waste scheme. It also provides homes and flats unsuitable for wheeled / shared bins with pink sacks for rubbish and green sacks for recycling, which are collected fortnightly (rubbish one week and recycling the next).
19. The Task Group also considered information on recycling by other LAs considered similar to York i.e. within the same family group. Information and waste statistics for those LAs for the periods 2010-11 & 2011-12 are shown at Annex D.
20. The Task Group also considered the pros and cons of 'Co-mingling' i.e. the collection of materials in a single compartment vehicle with the sorting of these materials occurring at a Materials Recovery Facility. They considered a Waste & Resources Action Programme (WRAP)<sup>1</sup> document called 'Choosing the Right Recycling Collection System' which addressed the issue of which recycling collection system was best and in particular whether kerbside sort systems or co-mingled collections were to be preferred. – see copy attached at Annex E.
21. Customer Insight Study on Residents' Recycling Behaviour & Communication Preferences  
The Task Group considered the findings from a study of resident's behaviour carried out by Southampton City Council & its Partners. The project was undertaken in an effort to tackle waste management & recycling issues, and enable a more direct targeting of customers who did not recycle or who contaminated their bins, thereby reducing the need for the Council's more generic campaigns. See a summary of the work undertaken and the finding from the study at Annex F.

---

<sup>1</sup> WRAP UK was set up in 2000 to help recycling take off in the UK and to create a market for recycled materials. Over the last decade, they have helped and continue to help local governments devise strategies to deal with those issues through their expertise, research and practical advice.

22. The Task Group were particularly interested in the results from the socio-demographic profiling undertaken as part of the study, and noted that Southampton City Council had used those findings to help focus their behaviour change campaigns and achieve better value for money.
23. The Task Group agreed that where those same profile groups existed in York, similar achievements could be made if the propensity of each group to change its behaviour, and each group's communication preference was taken into consideration. The level of achievement possible would be based on the population volumes of each of those profile groups.
24. **Objective (ii) - The views of CYC waste operatives**  
Whilst the task group did not meet directly with waste collection staff, those staff were involved with selecting the geographic areas in which to carry out the comparison work undertaken in support of objective (iii) of this review. Their experience and local knowledge was used to help identify the most appropriate areas to work. They also provided valuable insight to help frame the content of the initial customer survey questionnaire.
25. **Objective iii. - To gather evidence on the effectiveness of the initiatives/campaigns scheduled for this financial year.**  
The Task Group received information on the promotional initiatives planned for 2012/13, and agreed to focus their work in support of their third objective on the council's 'Recycle More' initiative, which was one of the themes in the Zero Waste York Challenge work plans for 2012/2013 and 2013/2014.
26. 'Recycle More' included promotion of kerbside recycling to boost participation, capture rates and quality of material collected, which the task group agreed would support the aim of their scrutiny review. The Scrutiny Task Group therefore sought the agreement of the appropriate Cabinet Member for a number of rounds to be used as control rounds during the implementation of the 'Recycle More' initiative in 2012/13. The Task Group planned to use the data gathered to carry out a comparison of the results from the control rounds with that of the remaining rounds of a similar type.
27. The Task Group learnt that for each basic area subject to review, the following key elements would be included:

- Background - Identify demographics of area, current and proposed services, waste data and targets, research, funding and support.
- Situational Analysis - analyse current position, outline where we need to be.
- Aims & Objectives - Define aims and objectives (**S**pecific / **M**easurable / **A**chievable / **R**ealistic / **T**imebound).
- Target Audience - Identify audience i.e. all householders, internal and external groups, specific groups, hard to reach and engage, lifestyle characteristics.
- Branding & Messaging - Developing communications i.e. visual identity, tone of voice, type of message.
- Strategy & Communications Methods - Develop overall approach, methods to support services, methods to reach audiences, impact of each method, and distribution methods.
- Campaign Activities - Develop individual campaign aims and objectives, communications tactics, agree measuring and evaluation mechanisms - such as participation, tonnages, recycling rate, website hits etc.
- Planning Activities - Scheduling and costs linking with service provision and national events. Schedule campaign activities, outline indicative costs, and include contingencies.
- Monitoring & Evaluation - Evaluate whether overall aims and objectives achieved, and individual campaign aims and objectives achieved. Review impact of campaign activities and determine future activities.

28. An example of how the approach would be utilised was provided i.e.:

Comparing block of flats A and B that are of similar size, have same recycling service and similar recycling performance.

Block of flats A

- Identify recycling performance and customer satisfaction.
- Make no changes to services.
- Do not promote services.
- Review recycling performance.

Block of flats B

- Identify recycling performance and customer satisfaction.
- Review service that is provided to ensure that there are sufficient communal recycling containers on site. If not, arrange for additional containers to be provided.

- Consult with residents to identify any issues and barriers to using recycling service. Try to resolve any reasonable and affordable service issue(s).
- Promote recycling service to ensure that residents know what is available and how to use it (leaflets, posters, door to door canvassing etc.). Also take the opportunity to inform residents about what other services are available from the council or other organisations.
- Try to recruit a local person to help monitor the recycling service so that problems can be identified and resolved as soon as possible.
- Assess opportunity to introduce additional recycling facilities in the area (for example at a local meeting hall or school).
- At the end of the trial period quantify the outcome of the work, e.g. expenditure, impact on recycling performance, customer satisfaction etc.

#### Compare block of flats A with block of flats B

- Compare recycling performance and customer satisfaction at both locations to establish if the work undertaken provides value for money and could be rolled out to other similar locations.

29. It was agreed that the comparison work would focus on the actions and participation levels of residents living within areas predominantly consisting of semi detached housing and a high density of council owned housing. The comparison project ran from October 2013 to March 2014 and focussed on the Kingsway North and Monkton Road areas.

- Test area - Kingsway North & streets surrounding (629 properties)
- Control area - Monkton Road & streets surrounding (604 properties)

30. The streets included in the test and control areas are listed in Table 1 at Annex G.

31. For the purposes of comparison, both areas were monitored and evaluated at the beginning and end of the project, but only one area (test area) was targeted with a bespoke campaign, whilst the other experienced no changes (control area). At the Task Group's request, data was collected again in June 2014 in an effort to track any sustained benefits from the campaign work. To ensure consistency of approach the same methodology for monitoring and evaluation was carried out in both areas. The work was carried out in a number of phases:

Phase 1 – Monitoring & Evaluation - October to December 2013

Phase 2 – Planning, project work and area based communications –  
January to March 2014

Phase 3 - Monitoring, evaluation and recommendations

A detailed breakdown of the work carried out in each phase is shown at Annex G.

### 32. Cost Evaluation

Details of expenditure incurred and impact of the project are shown below. Costs are split between kerbside recycling and waste prevention activities.

Action	Kerbside Recycling £	Waste Prevention £
<b>Expenditure</b>		
Doorstep survey (using private company)	1,500	800
Survey prize draw (vouchers)	25	
Vehicle and crew for tonnage monitoring	900	
Smarter York Challenge brochure print	200	
'No Junk Mail' letters – print		100
'No Junk Mail' stickers – print		42
'No Junk Mail' scheme prize draw (vouchers)		100
'StreetbyStreet' recycling incentive stickers – print	485	
'StreetbyStreet' recycling incentive prizes (£5 voucher per household)	350	
'StreetbyStreet' recycling incentive – Letter print	168	
Reuse collection flyer print		150
Drop in sessions (room hire)	56	
Second survey printing	150	
Compost Bin one day sale – Friends Of St Nicholas Fields		1,618
Staff time (also refer to note below table)	2,370	1,290
<b>Total Expenditure</b>	<b>£6,204</b>	<b>£4,100</b>
<b>Pay Back Tonnages Needed To Cover Expenditure</b>		
<b>Savings: Kerbside Recycling - £110 per tonne / Waste Prevention - £100 per tonne</b>	57 tonnes	41 tonnes
<b>Campaign Impact Diverting Waste From</b>		

<b>Landfill Over 5 Year Period</b>		
<b>Tonnages</b>	34.5 tonnes	17 tonnes
<b>Financial Savings</b>		
<b>Kerbside Recycling</b> - Increase of 0.42kg of recyclables per household (equivalent to 6.9% increase). This could generate an increase of 6.9 tonnes of recyclables per annum or 34.5 tonnes over 5 years.	£3,800	
<b>Waste Prevention</b>		
Home Composting - 13 compost bins sold. This could divert 12 tonnes of waste from landfill over 5 year period.		£1,200
Junk Mail – 202 households subscribed to scheme. This could divert 3 tonnes of waste from landfill over 5 years.		£300
Reuse Collection - 2 tonnes of items picked up by one off collection.		£200
<b>Total Savings</b>	<b>£3,800</b>	<b>£1,700</b>

33. The project attracted interest from University students and graduates, which helped to secure a free of charge staffing resource of almost 300 hours. An Environmental Science student also used the project as the basis of a dissertation.

### Comparison Work Findings

34. The campaign work led to the following:
- Overall levels of recycling and the number of residents participating in the kerbside collection service increased in test area. There was an average increase of 0.42kg of recyclables collected per household (equivalent to increase of 6.9%). This could generate an increase of 6.9 tonnes of recyclables collected per annum in the test area.
  - In the control area there was a significant reduction in the amount of recyclables collected in April 2014 compared to November 2013. This was primarily due to a change of collection times and householders not putting recyclables out early enough for collection. There was an increased tonnage for a collection made at the



beginning of July 2014, however, and it is anticipated that normal performance levels will soon be restored.

- The waste prevention work carried out had the following impact:
  - Home Composting - 13 compost bins sold. This will help divert 12 tonnes of waste from landfill over 5 years. Following the experience of the one day sale held during the project it is now considered that this type of campaign work is more suited and cost effective in a larger area with more households.
  - Junk Mail - 202 households subscribed. This will help divert 3 tonnes of waste from landfill over 5 years. Easy and simple campaign to deliver making it suitable for a campaign involving a small number of households.
  - Reuse collection - 2 tonnes of items picked up by one off collection. Easy and inexpensive campaign to deliver and worthwhile repeating on a regular basis.
- Lack of staffing resources restricted opportunities to liaise with established local voluntary groups and community organisations to establish actions with shared goals. For example, In the Clifton area work is ongoing with local community projects such as St Joseph's church which has developed a green agenda with the first 'Eco congregation' with waste reduction highlighted as a priority. In terms of longer term behavioural change and action in the area, the campaign would have greatly benefitted from additional resources.
- Offering financial incentives to residents was effective but not the sole contributing factor to improved participation in the kerbside recycling service and waste prevention activities. The role of financial incentives in encouraging greater levels of participation was tested during the 'Return to Sender' incentive where only half the residents involved in the incentive were informed about a prize draw. The results demonstrated that participation was consistent amongst residents entered in to the prize draw and those that were not. However a financial incentive was offered to residents for return of the postal survey. A high response rate from residents with over 75% requesting to be entered in to the prize draw suggests that a financial incentive was in this instance effective.

## Review Conclusions

35. As a result of the Campaign work used in support of this review, the Task Group concluded that:
- From the range of activities undertaken, it was not possible to analyse which individual activities were most cost effective.
  - Using specific areas rather than full rounds for the test and control areas led to an increase in the cost of collecting the monitoring information, as the part rounds needed to be weighed separately.
  - It was easier to identify specific needs and solutions in the smaller areas, than it would have been if the campaigns had been city-wide e.g. barriers to using kerbside recycling service, access to bulky waste items collection service.
  - The various financial and non financial incentive schemes used all encouraged good levels of participation, but their individual cost-effectiveness could not be evidenced.
  - For a total expenditure of £10,304, a 5-year saving of £5,500 would indicate that this campaign failed from a financial perspective.

## Review Recommendations

36. In terms of future campaign work and development, the Task Group identified the following draft recommendations:
- i. Future area based project work should use whole daily collection rounds where practical to facilitate more efficient data collection, analysis and reporting.
  - ii. The branding should be developed, and bespoke and consistent campaign communications should be produced.
  - iii. Future door step surveys should be carried out in-house or by other lower cost methods rather than be a external company.
  - iv. Where practical, project work should be developed in conjunction with our local higher education establishments to give added value to the process and reduce the costs.
  - v. Future campaigns should follow the example of this review by strictly measuring costs against benefits.

- vi. The level of savings expected to be achieved with project work should be identified, to establish a base against which all future campaigns can be measured.
- vii. Sufficient resources and capacity be maintained to enable the continuation of work at a community level and to allow officers time to establish measures that may foster longer term behavioural change and sustained levels of participation.
- viii. Future campaigns to include working with parish councils, residents' associations and schools.

### **Associated Implications & Risk**

- 37. Influencing behavioural change is a very important aspect of any project work. This project generated a wider interest and understanding about waste services with residents and the benefits of this are potentially much more wide reaching than just the kerbside recycling service. In particular many residents are now more aware of opportunities for preventing waste and reusing items and materials and this should provide financial benefits in the future with more waste being diverted from landfill.
- 38. **Resources** - All future campaigns and project work will have to be accommodated within existing staffing levels and budgets. This might by necessity limit the scope and ambition of future work undertaken unless additional resources can be obtained.
- 39. **Financial** – The current budget for waste minimisation is £47k. The cost of undertaking project work and campaigns will need to be met from within this budget. The council is facing ongoing budget reductions in future years and Members will need to determine priorities for how where to allocate limited resources as part of future annual budget processes.
- 40. **Legal** – There are no specific legal implications associated with the review recommendations.
- 41. There are no other known implications or risks associated with the recommendations arising from this review.

### **Council Plan 2011-15**

- 42. Protecting the Environment - This review supports the Council's aim to be one of the best performing areas in the country for waste services;

producing less waste overall and re-using, recycling and composting more household waste.

## Contact Details

### Author:

Melanie Carr  
Scrutiny Officer  
Tel No. 01904 552054  
e: [melanie.carr@york.gov.uk](mailto:melanie.carr@york.gov.uk)

### Chief Officer Responsible for the report:

Andrew Docherty  
AD ITT & Governance

Report Approved



Date

22 August 2014

Wards Affected:

All



**Financial Implications** – Patrick Looker, CYC Finance Manager

**Legal Implications** – Andrew Docherty, AD ITT & Governance

**For further information please contact the author of the report**

**Background Papers:** N/A

### Annexes:

**Annex A** – Analysis of the 20 top performing Local Authorities (LAs) in terms of recycling rates recorded in 2010/11

**Annex B** – Breakdown on 4 of the top performing LAs in 2010/11

**Annex C** – Breakdown on 4 of the top performing LAs in 2011/12

**Annex D** – Information on LAs in York Family Group

**Annex E** – Supporting information on Choosing the Right Recycling Collection System

**Annex F** – Customer Insight Study on Residents' Recycling Behaviour & Communication Preferences

**Annex G** – Detailed Feedback on Campaign Work Carried Out in Support of Objective (iii)

### Report Abbreviations:

**CYC** – City of York Council

**HWRC** – Household Waste Recycling Centre

**LA** – Local Authority

**WCA** – Waste Collection Authority

Local Authority	Type of Authority	Base recycling rate	Residual waste collection frequency	Residual waste container options	Residual waste side waste policy	Recycling collection frequency	Comingled or kerbside sort	Recycling container options	Materials collected at the kerbside	Garden waste collection Y/N	Garden waste collection frequency	Garden waste container options	Chargeable service Y/N	Details
Rochford District Council	WCA	66%	Fortnightly	Wheeled bin only	Do not collect any side waste	Fortnightly	Co mingled	180L wheeled bin only - upgrade to 240L allowed	Paper, cardboard, tin cans, glass, foil, mixed plastics, tetrapacks, carrier bags.	Y	Weekly	180L wheeled bin only. Upgrade to 240L allowed	N	n/a
South Oxfordshire district council	WCA	65%	Fortnightly	Wheeled bin only	Do not collect any side waste	Fortnightly	Co mingled	Wheeled bin only	Paper, cardboard, tin cans, glass, plastic bottles, tubs and pots.	Y	Fortnightly	240L wheeled bin	Y	£34 p/a charge for service. Bin remains property of council.
Surrey Heath borough council	WCA	65%				Fortnightly	Co mingled	Wheeled bin only	Glass bottles and jars, tin cans, aerosols, foil, plastic bottles, mixed plastic, tetra packs, paper, cardboard.	Y	Fortnightly	240L wheeled bin	Y	Different payment options available, rolling subscriptions 12, 24 or 36 month contracts. Monthly payment option available.
Bournemouth borough council	Unitary	64%	Weekly	Wheeled bin (Big bin little bin scheme - Refuse =140L)	Do not collect any side waste	Fortnightly	Co mingled	240L wheeled bin	Glass bottles and jars, plastic bottles, mixed plastics, paper, cardboard, tins and cans, tetrapacks.	Y	Fortnightly	140L wheeled bin	N	Opt in service not available to all residents. Specific garden waste bring sites avail Apr-Nov
Cotswolds district council	WCA	60%	Fortnightly	180L Wheeled bin or beige sacks. 100 per annum per residence	No side waste collected but residents can buy additional beige sacks for excess waste - £12 for a roll of 15.	Fortnightly	Kerbside sort	Up to 3 x 55L box and a blue bag for cardboard	Paper, glass, tins and cans in the box. Cardboard only in the bag.	Y	Fortnightly	240L bin or sacks	Y	£30 p/a

<i>Local Authority</i>	<i>Type of Authority</i>	<i>Base recycling rate</i>	<i>Residual waste collection frequency</i>	<i>Residual waste container options</i>	<i>Residual waste side waste policy</i>	<i>Recycling collection frequency</i>	<i>Comingled or kerbside sort</i>	<i>Recycling container options</i>	<i>Materials collected at the kerbside</i>	<i>Garden waste collection Y/N</i>	<i>Garden waste collection frequency</i>	<i>Garden waste container options</i>	<i>Chargeable service Y/N</i>	<i>Details</i>
Staffordshire moorlands district council	WCA	60%	Fortnightly	Wheeled bin	Do not collect any side waste.	Fortnightly	Co mingled	Wheeled bin only, plus a sack for paper & sack for textile recycling	Glass bottles and jars, tins and cans, plastic bottles, mixed plastic, foil, aerosol cans, tetra packs, cardboard.	Y	Fortnightly	Wheeled bin	N	n/a
Stratford on Avon district council	WCA	59%	Fortnightly	Wheeled bin	Do not collect any side waste	Fortnightly	Co mingled	Wheeled bin	Paper, cardboard, Cans, Glass, Plastic bottles, mixed plastics, aerosols, foil, tetra packs	Y	Fortnightly	Wheeled bin	N	n/a
Epping forest borough council	WCA	59%	Fortnightly	180L wheeled bin	Will collect recycling side waste but no side waste		Kerbside sort	55L box for glass & kerbside sack for paper, card & plastic	Paper, cardboard, Cans, Glass, Plastic bottles, mixed plastics, aerosols, foil.	Y	Weekly	180L wheeled bin	N	n/a
Harborough district council	WCA	58%	Fortnightly	Wheeled bin	unknown - no information. Website says bins must be closed.	Weekly	Kerbside sort	2 x 55L recycling boxes	Box for glass, foil, food trays, aerosols, tins and cans. Box 2 for paper only. No plastic collected at kerbside. Card composted with green waste	Y	Fortnightly	Wheeled bin	N	n/a
Huntingdonshire district council	WCA	58%	Fortnightly	Wheeled bin	Do not collect any side waste	Fortnightly	Co mingled	Wheeled bin	Glass, paper, cardboard, tins, cans, tetra packs, plastic bottles.	Y	Fortnightly	Wheeled bin	N	n/a
Cherwell district council	WCA	57%	Fortnightly	Wheeled bin		Fortnightly	Co mingled	Wheeled bin / 55L recycling boxes (residents choice)	Tins and cans, plastic bottles, paper, cardboard, aerosols, tetrapacks.	Y	Fortnightly	Wheeled bin	N	n/a

<i>Local Authority</i>	<i>Type of Authority</i>	<i>Base recycling rate</i>	<i>Residual waste collection frequency</i>	<i>Residual waste container options</i>	<i>Residual waste side waste policy</i>	<i>Recycling collection frequency</i>	<i>Comingled or kerbside sort</i>	<i>Recycling container options</i>	<i>Materials collected at the kerbside</i>	<i>Garden waste collection Y/N</i>	<i>Garden waste collection frequency</i>	<i>Garden waste container options</i>	<i>Chargeable service Y/N</i>	<i>Details</i>
Teighbridge district council	WCA	57%	Fortnightly	Wheeled bin	Do not collect any side waste	Fortnightly	Kerbside sort	2 x 55L recycling boxes	Green box for plastic bottles, glass bottles and jars, printer cartridges, mobile phones, batteries. Black box for paper and food and drinks cans. Cardboard composted via garden waste bins.	Y	Fortnightly	Wheeled bin	N	n/a
Rutland county council	Unitary	57%	Fortnightly	Wheeled bin	Do not collect any side waste	Fortnightly	Co mingled	Wheeled bin	Glass, paper, cardboard, tins, cans, tetra packs, aerosols, foil, batteries, mixed plastic packaging.	Y	Fortnightly	Wheeled bin	N	Reduced collection service Dec-Feb (monthly)
Lichfield district council	WCA	57%	Fortnightly	240L wheeled bin	Do not collect any side waste	Fortnightly	Co mingled	Wheeled bin	Glass, paper, cardboard, tins, cans, tetra packs, foil, plastic bottles, plastic packaging.	Y	Fortnightly	Wheeled bin	N	n/a
South Cambridgeshire district council	WCA	56%		240L wheeled bin	Do not collect any side waste Additional bin can be supplied to households if they meet certain criteria - cost £63.50.	Fortnightly	Co mingled	240L wheeled bin	Aerosols, bubble wrap, cardboard, tetra packs, foil and food trays, plastic packaging, film and bottles, glass bottles and jars.	Y	Fortnightly	Wheeled bin	N	n/a
West Lindsey district council	WCA	56%	Fortnightly	180L wheeled bin	Do not collect side waste	Fortnightly	Co mingled	180L wheeled bin	paper, cardboard, tins, cans aerosols, foil, glass, plastic bottles and ready meal trays.	Y	Fortnightly	Wheeled bin	N	Reduced frequent over the winter months.

<i>Local Authority</i>	<i>Type of Authority</i>	<i>Base recycling rate</i>	<i>Residual waste collection frequency</i>	<i>Residual waste container options</i>	<i>Residual waste side waste policy</i>	<i>Recycling collection frequency</i>	<i>Comingled or kerbside sort</i>	<i>Recycling container options</i>	<i>Materials collected at the kerbside</i>	<i>Garden waste collection Y/N</i>	<i>Garden waste collection frequency</i>	<i>Garden waste container options</i>	<i>Chargeable service Y/N</i>	<i>Details</i>
Mole Valley district council	WCA	55%	Fortnightly	Wheeled bin	Do not collect side waste	Fortnightly	Co mingled	Wheeled bin	Paper, cardboard, tins, cans and plastic bottles.	Y	Fortnightly	Wheeled bin	Y	£47 per hire of bin per year. Residents can hire up to 3 bins for garden waste disposal.
Utlesford district council	WCA	55%	Fortnightly	Wheeled bin	Do not collect side waste	Fortnightly	Co mingled	Wheeled bin	Paper, cardboard, tins, cans, plastic bottles, mixed plastics (including bubble wrap etc), textiles, shoes (paired), glass.	Y	Fortnightly	Wheeled bin	Y	£20 for the bin, £40 per year for the service.
East Lindsey district council	WCA	55%	Fortnightly	Wheeled bin or sacks	Do not collect side waste	Fortnightly	Co mingled	Wheeled bin or sacks	Paper, cardboard, tins, cans, plastic bottles, mixed plastics, glass	Y	Fortnightly	Wheeled bin	N	Service only available Easter-Nov. No service at all in the winter months.
South Hams district council	WCA	55%	Fortnightly	Wheeled bin	Do not collect side waste	Fortnightly	Kerbside sort	Sacks	Sacks (1 for paper and card only, 1 for plastic bottles, tins and cans, aerosols etc)	Y	Fortnightly	Wheeled bin	N	



<i>Local Authority</i>	<i>Food waste collection Y/N</i>	<i>Food waste collection frequency</i>	<i>Food waste collection container options</i>	<i>Co-mingled with garden waste collection Y/N</i>	<i>Number of Household waste sites</i>	<i>Allows trade waste? /Permit scheme?</i>	<i>Notes</i>	<i>Communications campaigns and events</i>	<i>Dedicated waste prevention website/pages</i>	<i>Social networking</i>	<i>Website usability &amp; design</i>	<i>Website rating 1-5 (1=poor, 5 = excellent)</i>	<i>Other</i>
Rochford District Council	Y	Weekly	180L wheeled bin - upgrade to 240L allowed (garden waste comingled)	Y			Garden waste and food waste collected together in wheeled bin, the council collects all types of food waste comingled in this collection.	Info saying recycling team happy to visit existing events. 'Maximise recycling' scheme designed to eliminate contamination & increase amount of comingled recycling successfully processed	N	N	n/a	n/a	
South Oxfordshire district council	Y	Weekly	Small lockable container	N				None	Pages on Council website	Twitter (Council main not WP)	Good	2	Binfo' Iphone app reminds people of refuse/recycling collection days. Text reminder service also available.
Surrey Heath borough council	Y	Weekly	23L outdoor caddy	N			Garden waste club' operated completely seperately to other waste collections and is a subscription only service.						
Bournemouth borough council	N	n/a	n/a	n/a	2	Permit scheme in place. Vans only allowed on to site if registered for domestic use only and is the only vehicle residents have.	1 of the HWRC is a dedicated garden waste bring site.	Variety of WP communication campaigns running includ; Give and take days, Junk mail, Home composting, Love food hate waste, packaging reduction, Real nappies.	Pages on Council website	Facebook and Twitter	Good	3	
Cotswolds district council	Y	Weekly	10L caddy (up to 3 caddys per household)	n/a									

<i>Local Authority</i>	<i>Food waste collection Y/N</i>	<i>Food waste collection frequency</i>	<i>Food waste collection container options</i>	<i>Co-mingled with garden waste collection Y/N</i>	<i>Number of Household waste sites</i>	<i>Allows trade waste? /Permit scheme?</i>	<i>Notes</i>	<i>Communications campaigns and events</i>	<i>Dedicated waste prevention website/pages</i>	<i>Social networking</i>	<i>Website usability &amp; design</i>	<i>Website rating 1-5 (1=poor, 5 = excellent)</i>	<i>Other</i>
Staffordshire moorlands district council	Y	Fortnightly	Wheeled bin	Y	3	No trade waste allowed on sites - residents in a van or trade marked vehicle have load inspected.	Garden waste and food waste comingled in wheeled bin and collected fortnightly.	None	N	N	Poor	1	
Stratford on Avon district council	Y	Fortnightly	Wheeled bin	Y	4	Trade waste allowed at some sites. Residents Permit scheme in operation for those with only a van.							
Epping forest borough council	Y	Weekly	180L wheeled bin	Y									
Harborough district council	Y	Weekly	Outdoor food waste caddy. (23L)	N									
Huntingdonshire district council	Y	Fortnightly	Wheeled bin - comingled with garden waste	Y	3	No		Waste prevention campaigns & roadshows. Link with work on climate change. Promote swishing parties locally & host swap & sell website.	External reuse pages and page on Council website	Twitter and facebook (council main)	Very Good	4	
Cherwell district council	Y	Fortnightly	Wheeled bin - comingled with garden waste	Y	7 (in County area)	Y Permit scheme similar to CoYC		Website includes pages with information on home composting, recycling in schools and reasons to recycle.	Y Pages on Council website	N	Good	3	Council using QR codes on posters and communications about refuse and recycling to make the service much more user friendly.

Local Authority	Food waste collection Y/N	Food waste collection frequency	Food waste collection container options	Co-mingled with garden waste collection Y/N	Number of Household waste sites	Allows trade waste? /Permit scheme?	Notes	Communications campaigns and events	Dedicated waste prevention website/pages	Social networking	Website usability & design	Website rating 1-5 (1=poor, 5 = excellent)	Other
Teighbridge district council	Y	Fortnightly	Wheeled bin - comingled with garden waste	Y				Comprehensive info on website & variety of campaigns inc: LFHW, reuse, home composting, real nappies, smart shopping, junk mail. Offer free real nappy trial kits. Schools education programme. Dedicated recycling and waste reduction magazine / newsletter	Y	Y	Very Good	4	
Rutland county council	N	n/a	n/a	n/a	2	No. All householders must have a valid permit to use the site.		Some communication campaigns & events. Info on website about ways residents can reduce, reuse and recycle effectively. Waste Strategy & Action Plans detailing specific WP campaigns	Y Pages on Council website	N	OK	3	
Lichfield district council	Y	Fortnightly	Wheeled bin - comingled with garden waste	Y	4 (in County area)	Y A limited amount - chargeable							
South Cambridgeshire district council	Y	Fortnightly	Wheeled bin - comingled with garden waste	Y	2	N							
West Lindsey district council	N	n/a	n/a	N	7 (in County area)			Specific waste reduction pages with campaign info inc: LFHW, reducing packaging, charities, real nappies & furniture reuse	Pages on Council website	N	Rubbish	2	

<i>Local Authority</i>	<i>Food waste collection Y/N</i>	<i>Food waste collection frequency</i>	<i>Food waste collection container options</i>	<i>Co-mingled with garden waste collection Y/N</i>	<i>Number of Household waste sites</i>	<i>Allows trade waste? /Permit scheme?</i>	<i>Notes</i>	<i>Communications campaigns and events</i>	<i>Dedicated waste prevention website/pages</i>	<i>Social networking</i>	<i>Website usability &amp; design</i>	<i>Website rating 1-5 (1=poor, 5 = excellent)</i>	<i>Other</i>
Mole Valley district council	Y	Weekly	Outdoor food waste caddy. (23L)	N	15 (in county area)	N Electronic permit scheme in place - unique Ref No. matched to reg No. Waste & recycling brought on site is monitored. No construction waste allowed on site.		None - promotion of recycling and current recycling performance but no specific waste prevention.	N	N	n/a	n/a	
Uttlesford district council	Y	Weekly	Outdoor food waste caddy. (23L)	N	1	No trade waste allowed. No permit scheme in place, height barriers used to control vehicles entering site.		Information on the website re the 3 R's and contact details of organisations that may be able to help.	N	N	OK	3	
East Lindsey district council	N	n/a	n/a	n/a				Nothing on the website	N	N			
South Hams district council	Y	Fortnightly	Wheeled bin - comingled with garden waste	Y				Very good WP info and campaigns inc: home compost bin subsidy, community composting, waste reduction, schools recycling, LFHW, & top tips for reducing waste.	Y pages on the website	N	Good	4	

Top Performing Councils 2010-11

Authority	Bournemouth Borough Council	Rochford District Council	South Oxfordshire District Council	Stratford on Avon District Council
Authority Type	Unitary	Collection	Collection	Collection
Region	South West	Eastern	South East	West Midlands
Waste Collection - Frequency & Containers	<b>Weekly</b> - 'small' grey wheelie bin	<b>Fortnightly</b> - Black wheelie bin	<b>Fortnightly</b> - Grey wheelie bin	<b>Fortnightly</b> - Grey wheelie bin
Kerbside Recycling Collection - System (Kerbside Sort / Co-mingled) & Frequency	<b>Fortnightly</b> - 1 x mingled 'big' bin	<b>Fortnightly</b> - Grey mingled wheelie bin	<b>Fortnightly</b> - Green wheelie bin	<b>Fortnightly</b> - Mingled Green Wheelie bin
Kerbside Recycling Collection - Materials	Paper (including newspaper, office paper, catalogues, phone directories, windowed envelopes) Cans (including drinks cans and household aerosols) Glass (including bottles of all colours) Cardboard (including packaging, toilet roll tubes) Plastic bottles and food containers (including milk containers, fizzy drinks bottles, shampoo, cleaning products, meat trays, yoghurt pots, fruit punnets, margarine tubs and also bottle tops) Food and drink cartons (including fruit juice containers, fresh soup cartons, milk products etc)	Newspapers and Magazines, Junk mail, Office paper, Telephone directories, Shredded paper, Catalogues, Yellow Pages, Envelopes (with and without windows) Cardboard, Greetings cards, Cardboard food packaging, Cardboard boxes, Glass jars and bottles, Perfume bottles, Broken glass jars and bottles, Jam jars, sauce jars, Spirit, wine and beer bottles, Food and drink cans, Food and drink cans and tins (clean) Aerosol cans, Foil (clean) Tin lids, Aluminium food containers (clean), Biscuit and sweet tins, Plastic bottles, Soft drinks bottles, Plastic milk bottles, Shampoo and other plastic toiletry bottles, Fabric conditioner and other cleaning products, Plastic bottle lids, Plastic food packaging, Fruit and vegetable punnets, Meat trays, Margarine tubs, Yoghurt pots, Ice cream containers, Plastic tubs, Ready meal and food trays, Plastic take away food containers, Party platters, Plastic cups, Sandwich packs, Loose plastic carrier bags, Liquid food and drinks cartons (tetra paks)	Books, Catalogues, Cereal boxes, Corrugated cardboard, Envelopes (including envelopes with windows) Greeting cards, Junk mail, Magazines, Newspapers, Phone, directories (including the Yellow Pages) Shredded paper (in a paper bag) Tissue boxes, Toilet roll tubes, Window envelopes, Writing paper, Glass, Mixed glass bottles and jars - any colour (and bottle tops) All plastic packaging (with the exception of cling film), including: Carrier bags, Detergent bottles, Drinks bottles, Food and drink cartons (Tetra Paks) Food trays, General plastic packaging (e.g. salad bags) Ice cream tubs, Margarine tubs, Plastic plant pots, Plastic milk cartons and bottles, Shampoo bottles, Yoghurt pots, We can accept plastic wrapping from newspapers and magazines, but please remove this from the magazine before placing it in the recycling bin. Metal, Aerosols, Foil, Food tins, Steel and aluminium food and drink cans (please wash and squash them first) All these can go in your bin together and should be loose (no bagged materials). We prefer all materials to be clean and the labels removed. <b>extra recycling can be put out in either clear or opaque sacks, carrier bags or cardboard boxes.</b> Household batteries, such as 6v batteries, 9v batteries (transistor batteries), D, C AA, AAA and button batteries (watch batteries) as well as mobile phone batteries, laptop batteries and lithium batteries with tape across the terminals should be placed into a small, clear plastic bag and placed on top of your green bin on recycling week.	Newspapers, magazines, scrap paper, envelopes, catalogues & directories and shredded paper (ideally contained in an envelop/newspaper/cardboard box) Cardboard Greetings cards, boxes packaging material and corrugated cardboard (broken up to fit in the bin) Glass Bottles and jars, Tins and Cans Food tins, drink cans, biscuit tins, Plastic Packaging Bottles, yoghurt pots, margarine / ice cream tubs, fruit punnets, microwave meal trays, Aerosols Deodorant cans, hair spray cans, Aluminium foil Clean kitchen foil, cake and pie trays, Cartons Drinks cartons, soup cartons and tetrapak
Garden Waste Collection - Frequency & Containers	<b>Fortnightly</b> April - November. Green Wheelie bin	<b>Weekly</b> - Mingled wheelie bin for garden & food waste combined	<b>Fortnightly</b> year round 'opt in' service £34 for a bin	<b>Fortnightly</b> Green wheelie bin - mingled kitchen & green waste
Food Waste Collection - Frequency & Containers	<b>No Service</b>	<b>Weekly</b> - Kitchen caddy & Mingled wheelie bin for garden & food waste combined	<b>Weekly</b> Kitchen caddy & Larger outdoor bin (liners not provided)	<b>Fortnightly</b> Green wheelie bin - mingled kitchen & green waste. Kitchen caddy available to those who want one - not rolled out as standard though

Top Performing Councils 2010-11

Authority			Bournemouth Borough Council	Rochford District Council	South Oxfordshire District Council	Stratford on Avon District Council
2010/2011	% of house hold waste sent for reuse, recycling or composting (Ex NI192)	Dry	41.81%	28.52%	37.02%	27.16%
		Green / Food	21.98%	35.23%	29.70%	32.14%
		Total	63.79%	27.16%	32.14%	59.13%
2011/2012	Residual household waste per household (kg/household) (Ex NI191)		444.23	303.85	274.85	404.50
	% of household waste sent for reuse, recycling or composting (Ex NI192)	Dry	30.07%	28.87%	36.95%	27.33%
		Green / Food	22.08%	38.32%	30.81%	29.93%
		Total	52.15%	67.19%	67.76%	57.26%
	% of municipal waste sent to landfill (Ex NI193)		19.10%	-	-	-
Collected household waste per person (kg) (Ex BVPI 84a)		480	385	369	432	
Weekly Collection Support Scheme For Serice Development	Description	Enhanced existing fortnightly co-mingled recycling collection; drove down amount of waste produced per resident; introduced incentivised 'opt-in' weekly food waste collection, + supported weekly residual waste collections.	Constructed a strategic waste facility to process the range of co-mingled recyclable materials collected by partnering authorities, whilst supporting a weekly collection of residual waste.	Supporting weekly residual waste and kitchen waste collections.		
	Amount	£7,104,837	£14,225,000	£600,000		
	No. of Households	86,170	86,170	3,100		

27.16%

32.14%

59.30%

Authority	South Oxfordshire District Council	Rochford District Council	Vale of White Horse District Council	Surrey Heath Borough Council
Authority Type	Collection	Collection	Collection	Collection
Region				
Waste Collection - Frequency & Containers			Fortnightly - Grey wheelie bin	Fortnightly - Grey wheelie bin
Kerbside Recycling Collection - System (Kerbside Sort / Co-mingled) & Frequency			Fortnightly - Mingled green wheelie bin (extra recycling can be left in a clear bag at the side)	Fortnightly - Mingled green wheelie bin (extra recycling can be left in a clear bag at the side). <b>Electricals Carrier bag:</b> small electrical items can be left in a normal carrier bag with recycling collections
Kerbside Recycling Collection - Materials	Refer to details in 'Top Performing 2010.2011' worksheet.	Refer to details in 'Top Performing 2010.2011' worksheet.	Books, Catalogues, Cereal boxes Mixed glass bottles and jars - any colour (and bottle tops) Carrier bags, Aerosols, Foil, Food tins such as takeaway or pie tins, Steel and aluminium food and drink cans, Detergent bottles, Drinks bottles (and tops) Food and drink cartons (Tetra Paks) Food trays, General plastic packaging (e.g. salad bags) Ice cream tubs, Margarine tubs, Plastic plant pots, Plastic milk cartons and bottles, Shampoo bottles, Yoghurt pots, Corrugated cardboard, Envelopes (including envelopes with windows) Greeting cards, Junk mail, Magazines, Newspapers, Phone directories (including the Yellow Pages) Shredded paper, Tissue boxes Toilet roll tubes, Window envelopes, Writing paper	<b>Green Wheelie bin:</b> Aerosols, Aluminium Foil, Cans, Cardboard (waxed/plastic coated) Cardboard boxes, tubes, Cards (birthday/Christmas etc) Cartons (juice, milk etc) Cereal boxes, Catalogues, Detergent/washing power boxes, Directories, Egg Cartons (plastic or cardboard) Envelopes, Foil-lined cartons (TetraPak) Glass bottles/jars, Junk Mail, Magazines, Margarine tubs, Newspapers, Paper bags, Paper (plain) Paper plates, Phone books, Plastic bottles tops can remain on (including PVC) Plastic egg cartons, Plastic containers (includes all polymers and attached film) (includes triangular plastic sandwich boxes) Plastic carrier bags Shredded paper (loose) Telephone directories, Toilet roll tube, Yellow Pages, Yoghurt pots <b>Normal Carrier bag:</b> Alarm clock, Answer phones, Batteries, Battery operated toys, Bedside lamps (remove light bulb) Cables (including computer leads) Calculators, Carbon Monoxide detector, Cassette player, CD player Chargers, Clocks, Convection heater, Dictaphone, Digiboxes, Electric can opener, Electric toothbrushes, Electronic toys, Food mixer/blender, Games consoles, Hair dryers, Hair tongs/straighteners, Hairdryers, Hand held Power tools, Hand held vacuum cleaners, Household batteries (A,AA,AAA, C & D), Irons, Kettles, Laptop, batteries, Mobile phone batteries, Mobile phone charger, Phones, Radio, Remote controls, Sandwich toaster, Shavers, Small DIY tools, Small kitchen appliances, Smoke alarm, Telephones, Toasters, Torch (battery powered) Video recorders
Garden Waste Collection - Frequency & Containers			Fortnightly - Brown Wheelie Bin. (This is an 'opt in' scheme and costs £37 per year)	Monthly - Green Wheelie bin. 'Opt in' Monthly service: 24 Months £89.91 (10% discount). 36 Months – 119.88 (20% discount). (or Pay Monthly 'DD' £4.16)
Food Waste Collection - Frequency & Containers			Weekly - Green Kitchen caddy & mingled brown wheelie bin (compostable liners not provided by council)	Weekly - Silver Kitchen Caddy / green outdoor larger food only bin (compostable liners not provided)

Top Performing Council 2011-12

Authority		South Oxfordshire District Council	Rochford District Council	Vale of White Horse District Council	Surrey Heath Borough Council	
2011/2012	Residual household waste per household (kg/household) (Ex NI191)	Refer to details in 'Top Performing 2010.2011' worksheet.	Refer to details in 'Top Performing 2010.2011' worksheet.	238.01	278.55	
	% of household waste sent for reuse, recycling or composting			Dry	68.7%	65.0%
				Green / Food		
				Total		
	% of municipal waste sent to landfill (Ex NI193)			-	-	
Collected household waste per person (kg) (Ex BVPI 84a)	324	329				



Information Statistics on LAs in Family Group with York's Family Group

Authority	Authority Type	Region	Waste Collection - Frequency & Containers	Kerbside Recycling Collection - System (Kerbside Sort / Co-mingled) & Frequency	Kerbside Recycling Collection - Materials Collected	Garden Waste Collection - Frequency & Containers	Food Waste Collection - Frequency & Containers
<b>Bath and North East Somerset Council</b>	Unitary	South West	<b>Weekly</b> Black bin bags	<b>Weekly</b> Mingled Green Box / Blue bag	<b>Green box recycling collection</b> – weekly collection for paper, cans and aerosols, plastic packaging (*Plastic pots, tubs, trays and bottles only. glass bottles and jars, foil, textiles including clothes, shoes, towels and sheets, batteries, mobile phones, ink cartridges, spectacles, car batteries, engine oil, small electrical items (from 18/02/13). <b>Blue bag cardboard collection</b> – weekly collection for cardboard, brown paper and drinks cartons (Tetrapaks)	<b>Fortnightly</b> £ 'opt in' scheme - complex charges for wheelie bins. Garden waste sacks £1.50 each but a minimum of 20 sacks must be ordered .	<b>Weekly</b> Black Kitchen caddy and larger outdoor bin
<b>Bedford</b>	Unitary	Eastern	<b>Weekly</b> Black Wheelie bin - Waste sent to MBT plant	<b>Fortnightly</b> Orange lidded mingled wheelie bin	Paper / Cardboard / Cartons / Plastic Bottles & Packaging / Tins & Cans / Aluminium Foil & Trays / Aerosols / Textiles	<b>Fortnightly</b> Green lidded wheelie bin or sacks for properties that can't accomodate	<b>No service</b>
<b>Bury MBC</b>	Collection	North West (Greater Manchester)	<b>Fortnightly</b> Grey Wheelie bin	<b>Monthly</b> Blue bin Green bin	<b>Blue Bin:</b> Glass bottles and jars / plastic bottles / aluminium & steel food and drinks can / empty aerosal cans / aluminium foil <b>Green Bag:</b> Newspapers, magazines and junk mail, Catalogues and phone directories, Paper and shredded paper, Cardboard boxes and packaging, Clean cardboard food packaging, Wrapping paper, greetings cards and envelopes, Cardboard milk and drink cartons.	<b>Fortnightly</b> - Brown bin: food / garden bin	<b>Fortnightly</b> - Brown bin: food / garden bin
<b>Calderdale MBC</b>	Unitary	Yorkshire and Humber	<b>Fortnightly</b> Grey wheelie bin	<b>Weekly</b> Recycling box, green bag for paper, a white sack for plastic bottles	<b>Green box</b> :Any food and drinks cans, Drinks bottles, sauce and food jars and any clear, green, brown or blue glass bottles and containers, <b>White sack:</b> Any plastic bottle which held a liquid, eg Milk bottles, drinks bottles, detergent bottles, cleaning fluid bottles, shampoo bottles. <b>Green bag:</b> Newspapers, magazines, brochures, office paper, junk mail, telephone directories, catalogues, thin card. <b>Unwanted textiles;</b> clothes, blankets, bedding, shoes curtains, etc can be left in a tied plastic carrier bag	<b>No Service</b> Garden waste must be taken by the householder to one of 5 local recycling centres	<b>Weekly</b> - Two food waste caddies (one small 7 litre caddy for indoors and a larger 25 litre caddy for outdoors) provided with compostable liners.

Information Statistics on LAs in Family Group with York's Family Group

Authority	Authority Type	Region	Waste Collection - Frequency & Containers	Kerbside Recycling Collection - System (Kerbside Sort / Co-mingled) & Frequency	Kerbside Recycling Collection - Materials Collected	Garden Waste Collection - Frequency & Containers	Food Waste Collection - Frequency & Containers
<b>Cheshire East</b>	Unitary	North West	<b>Fortnightly</b> Black Wheelie bin	<b>Fortnightly</b> Mingled Silver wheelie bin	Food tins, Drinks cans, Sweet/biscuit tins, Metal lids Glass bottles, Glass jars, Drinks bottles, Milk/juicebottles, Detergent and fabric conditioner bottles, Cleaning/ bleach bottles and toiletry bottles, Yoghurt pots, Margarine/ice cream tubs, Fruit/vegetable punnets, Cream/custard pots, Plastic trays e.g meat/fish/cake trays, Soup/sauce pots, egg boxes, Plastic cups, All empty plastic bags, carrier bags and film, Newspapers/magazines, Telephone directories Yellow pages, Catalogues/brochures, Junk mail/leaflets, White and coloured office paper, Greetings cards, Envelopes including window type, Wrapping paper and clean paper bags, Shredded paper, Cereal boxes, Ready meal boxes, Corrugated/Thick Cardboard, Egg boxes, Kitchen/toilet roll tubes, Waxed paper coffee/tea cups, Milk/juice/smoothie cartons, Fabric conditioner cartons, Soup/chopped tomatoes cartons, Custard cartons, Clean aluminium foil, Clean foil trays, Hairspray, Deodorant, Shaving foam, Carpet cleaner	<b>Fortnightly</b> Green Wheelie bin	<b>No service</b>
<b>Cheshire West and Chester</b>	Unitary	North West	<b>Fortnightly</b> Black wheelie bin	<b>Weekly</b> Green & Grey Recycle boxes	Plastic bottles (lids may be left on but please squash the bottle first)Household plastic pots, tubs and trays, Food and drinks cans and lids, Aerosols and foilPaper and envelopes (all colours), Cardboard (all colours) Food and drink cartons (eg tetrapaks) Telephone directories and magazines, Glass bottles and jars, Clothes and shoes, Batteries (place car batteries beside the box), Cooking oil and engine oil (in a sealed container), Small electrical items (smaller than a toaster) Spectacles, Empty printer cartridges, Mobile phones	<b>Fortnightly</b> Green Wheelie bin	<b>Weekly</b> - Brown Food bin & Kitchen caddy with compostible liners

Information Statistics on LAs in Family Group with York's Family Group

Authority	Authority Type	Region	Waste Collection - Frequency & Containers	Kerbside Recycling Collection - System (Kerbside Sort / Co-mingled) & Frequency	Kerbside Recycling Collection - Materials Collected	Garden Waste Collection - Frequency & Containers	Food Waste Collection - Frequency & Containers
<b>City of York Council</b>	Unitary	Yorkshire and Humber	<b>Fortnightly</b> Grey Wheelie bin	<b>Fortnightly</b> Kerbside sorted boxes x3	Magazines and newspapers, Junk mail, Catalogues and brochures , White office paper and shredded paper, Directories and Yellow Pages, Envelopes without windows, All types of flattened cardboard packaging, Greeting and Christmas cards and non-metallic wrapping paper (please remove bows and ribbon) All plastic bottles for example detergent, fizzy drinks, shampoo, yoghurt drinks, toiletry and milk bottles. We can accept all colours, sizes and shapes of plastic bottles along with their lids and tops. Food tins, Drinks cans , Metal biscuit/cake/sweet tins, Empty aerosols All colours and sizes of glass bottles and jars	<b>Fortnightly</b> Green Wheelie bin	<b>No service</b>
<b>Darlington Borough Council</b>	Unitary	North East	<b>Weekly</b> Black Bin bags - Wheelie bins from June 2013	<b>Fortnightly</b> Green Box / Blue bag	Glass in green box, paper and card in blue bag	<b>No Service £</b> charges £7.60 to collect up to ten bags (treated as bulky waste)	<b>No service</b>
<b>Derby City Council</b>	Unitary	E Midlands	<b>Fortnightly</b> black wheelie bin	<b>Fortnightly</b> Blue bag, Red bag, Orange bag, Blue wheelie bin	<b>Blue Bag:</b> for papers, magazines and junk mail <b>Red bag:</b> Textiles <b>Orange bag:</b> Cardboard <b>Blue wheelie bin:</b> mixed recyclables (glass, cans, plastic, drinks cartons, aerosols)	<b>Fortnightly</b> Brown Wheelie bin	<b>Fortnightly</b> Brown Wheelie bin
<b>Dudley MBC</b>	Unitary	W Midlands	<b>Weekly</b> Black bin bags	<b>Fortnightly</b> 1 mingled Black box	Glass (bottles and jars), cans (food and drinks), newspapers, magazines, junk mail, catalogues, phone directories (including Yellow Pages), printer paper and shredded paper (placed in a sealed envelope; paper bag; or in a piece of crumpled-up newspaper). <b>(no plastic recycling)</b>	<b>Fortnightly</b> Green wheelie bin	<b>No service</b>

Information Statistics on LAs in Family Group with York's Family Group

Authority	Authority Type	Region	Waste Collection - Frequency & Containers	Kerbside Recycling Collection - System (Kerbside Sort / Co-mingled) & Frequency	Kerbside Recycling Collection - Materials Collected	Garden Waste Collection - Frequency & Containers	Food Waste Collection - Frequency & Containers
<b>Solihull MBC</b>	Unitary	W Midlands	<b>Weekly</b> Grey wheelie bin	<b>Fortnightly</b> Green Box, White Sack, Black box	<p><b>Green Box:</b> Corrugated card, Newspapers, Directories (including Yellow Pages), Catalogues, Magazines, Junk, mail, Envelopes, Greetings cards, Shredded paper, Cereal boxes, Card tubes (e.g. toilet roll tubes) Card sleeves from food packaging, Tissue boxes, Egg boxes</p> <p><b>Black box:</b> All glass bottles, Glass jars</p> <p><b>White Sack:</b> Food trays (e.g. fruit punnets, trays from microwave meals) Food tubs (e.g. margarine, ice cream) Yoghurt pots, Food cans/tins Drinks cans/tins, Metal caps and lids, Aluminium food trays, Plastic milk bottles, Pop bottles, Washing up liquid bottles, Make-up cleanser bottles, Shampoo and conditioner bottles, Household cleaning bottles, Squash bottles</p>	<b>Fortnightly (April to Dec only)</b> Green Wheelie bin	<b>No Service</b>
<b>South Gl'stershire Council</b>	Unitary	South West	<b>Fortnightly</b> Black Wheelie bin	<b>Fortnightly</b> Green box, White bag	<p><b>Green box:</b> glass bottles and jars, food and drink cans, empty aerosol cans, aluminium foil, clothes and textiles, shoes, car batteries, household batteries, engine oil (in a sealed container (1 gallon max) next to the box) newspapers and magazines, all envelopes</p> <p><b>white bag:</b> plastic bottles</p> <p><b>White bag:</b> paper/ cardboard, newspapers and magazines (including those with glossy covers) junk mail and leaflets (taken out of plastic wrappers and envelopes) white office paper, catalogues and brochures (made from paper that doesn't have plastic or metal bindings) Yellow Pages and directories, envelopes with the plastic windows removed</p>	<b>Fortnightly</b> Green Wheelie bin	<b>Weekly</b> 5 litre caddy & 25 litre kerbside food waste bin.

Information Statistics on LAs in Family Group with York's Family Group

Authority	Authority Type	Region	Waste Collection - Frequency & Containers	Kerbside Recycling Collection - System (Kerbside Sort / Co-mingled) & Frequency	Kerbside Recycling Collection - Materials Collected	Garden Waste Collection - Frequency & Containers	Food Waste Collection - Frequency & Containers
<b>Stockport MBC</b>	Collection	North West	<b>Fortnightly</b> Grey wheelie bin	<b>fortnightly / Monthly</b> Brown Wheelie bin / black box. Blue Wheelie bin / white sack	<b>Brown Wheelie bin or black box: (collected monthly)</b> Glass bottles, Glass jars, Food tins, Drinks cans, Empty aerosols, Plastic bottles, Aluminium foil and foil trays <b>Blue Wheelie bin or white sack (collected fortnightly)</b> Newspapers, Magazines, Junk mail, Catalogues, Envelopes, Shredded paper, Wrapping paper (no foil wrapping paper), All types of cardboard, Telephone directories, Yellow Pages, Greetings cards, Cardboard milk, juice and drink cartons	<b>Fortnightly</b> Green Wheelie bin	<b>Weekly</b> Green Kitchen caddy / green wheelie bin
<b>Swindon Borough Council</b>	Unitary	South West	<b>Fortnightly:</b> wheelie bin <b>Weekly:</b> blue sack <b>(depending on which borough you live in)</b>	<b>Weekly</b> - One mingled orange box <b>Fortnightly</b> - White or clear bag Plastics (bought by resident - not provided by council)	<b>Orange Box:</b> Mixed paper and card, glass, Food and drink cans, Foil, Aerosols, Mixed Textiles and Clothes (placed in a plastic bag) <b>Plastic bag:</b> Plastic bottles, Margarine tubs, Ice cream tubs, Yoghurt pots, Plastic bags, Cling film and other plastic food wrapping film, Biscuit trays, Cake trays, Meat trays, Fruit and vegetable trays, Plastic take-away tubs	<b>Fortnightly</b> £ residents must use green waste bags bought from anywhere and they must be tied not open - bags not provided by the council	<b>No service</b>
<b>Trafford MBC</b>	Collection	North West	<b>Weekly</b> Grey Wheelie bin	<b>Monthly</b> Mingled Blue wheelie bin	Paper, Newspapers, Magazines, Pamphlets, Junk mail, Catalogues, Brochures, Telephone directories, Envelopes, Card/Cardboard, Drinks cartons, Yellow Pages, Wrapping paper, Greetings cards, Paperback and hardback books (plastic covers removed)	<b>Fortnightly</b> Green Wheelie bin	<b>Fortnightly</b> Green Wheelie bin Mingled in with green waste: (kitchen caddy and compostable liners are not provided though - residents are given advice on what / where to buy)

Information Statistics on LAs in Family Group with York's Family Group

Authority	Authority Type	Region	Waste Collection - Frequency & Containers	Kerbside Recycling Collection - System (Kerbside Sort / Co-mingled) & Frequency	Kerbside Recycling Collection - Materials Collected	Garden Waste Collection - Frequency & Containers	Food Waste Collection - Frequency & Containers				
<b>Warrington Borough Council</b>	Unitary	North West	<b>Weekly</b> Grey wheelie bin	<b>fortnightly</b> Mingled Blue Wheelie bin	Plastic yoghurt pots, margarine tubs and plastic cups, Plastic food trays - clean, Shredded paper, Tetra Pak & drinks cartons, Tin foil and foil trays - clean, Aerosols - empty, Steel / aluminium cans and tins, Cardboard boxes and packaging, Glass bottles and jars (all colours) Newspapers, magazines, envelopes, junk mail, Plastic bottles - juice, water, milk bottles, also shampoo and household cleaner plastic bottles, Yellow Pages, Christmas cards	<b>Fortnightly</b> Green Wheelie bin (Only collected between 5th Feb - 30th Nov)	<b>No service</b>				
								7/ 16 coll weekly	7/ 16 Mingle recycling	12/ 16 Run a free fortnightly service	08/ 16 Run a food waste service
								9/ 16 coll Fortnightly	9/ 16 Use separate boxes	02/ 16 Run a fortnightly / charged for service	03/ 08 combine with green waste and collect
								3/ 16 still use bin bags	3/ 16 coll weekly	01/ 16 Treats green waste as bulky waste (one off)	05/ 08 Use kitchen caddy system and collect
								13/ 16 use wheelie bins	9/ 16 coll fortnightly	01 / 16 Runs no service at all (must be taken to local sites)	
									2/ 16 coll weekly & fortnightly 2/ 16 collect monthly only	02/12 free services! do not run in winter	

Information Statistics on LAs in Family Group with York's Family Group

Authority	2010/2011			Weekly Collection Support Scheme For Service Development			2011/2012					
	% of household waste sent for reuse, recycling or composting (Ex NI192)						Residual household waste per household (kg/household) (Ex NI191)	% of household waste sent for reuse, recycling or composting (Ex NI192)			% of municipal waste sent to landfill (Ex NI193)	Collected household waste per person (kg) (Ex BVPI 84a)
	Dry	Green / Food	Total	Description	Amount	No. of Households		Dry	Green / Food	Total		
<b>Bath and North East Somerset Council</b>	29.04%	16.86%	45.90%	Supporting weekly residual waste and recycling collections, whilst rewarding environmental improvements in communities and increasing recycling levels.	£2,185,082	73,993	467.62	29.96%	22.06%	52.02%	39.80%	416
<b>Bedford</b>	22.34%	16.73%	39.07%	Supporting weekly residual waste collections whilst encouraging residents to recycle more, for example through introducing a recycling	£3,137,983	67,690	662.24	22.17%	15.97%	38.14%	53.19%	450
<b>Bury MBC</b>	15.88%	8.38%	24.26%	N/A			538.92	19.46%	16.84%	36.30%	-	376
<b>Calderdale MBC</b>	24.80%	16.27%	41.07%	N/A			465.82	27.85%	15.85%	43.70%	49.15%	380

Information Statistics on LAs in Family Group with York's Family Group

Authority	2010/2011			Weekly Collection Support Scheme For Service Development			2011/2012					
	% of household waste sent for reuse, recycling or composting (Ex NI192)						Residual household waste per household (kg/household) (Ex NI191)	% of household waste sent for reuse, recycling or composting (Ex NI192)			% of municipal waste sent to landfill (Ex NI193)	Collected household waste per person (kg) (Ex BVPI 84a)
	Dry	Green / Food	Total	Description	Amount	No. of Households		Dry	Green / Food	Total		
<b>Cheshire East</b>	25.47%	23.29%	48.76%	N/A			505.87	28.11%	24.52%	52.63%	43.53%	487
<b>Cheshire West and Chester</b>	25.06%	22.66%	47.72%	N/A			551.18	26.19%	23.03%	49.22%	48.21%	491



Information Statistics on LAs in Family Group with York's Family Group

Authority	2010/2011			Weekly Collection Support Scheme For Service Development			2011/2012					
	% of household waste sent for reuse, recycling or composting (Ex NI192)						Residual household waste per household (kg/household) (Ex NI191)	% of household waste sent for reuse, recycling or composting (Ex NI192)			% of municipal waste sent to landfill (Ex NI193)	Collected household waste per person (kg) (Ex BVPI 84a)
	Dry	Green / Food	Total	Description	Amount	No. of Households		Dry	Green / Food	Total		
<b>City of York Council</b>	26.44%	18.45%	44.89%	N/A			563.75	27.08%	19.16%	46.24%	52.92%	443
<b>Darlington Borough Council</b>	34.08%	7.70%	41.78%	N/A			540.59	36.94%	7.76%	44.70%	38.39%	469
<b>Derby City Council</b>	22.03%	25.31%	47.34%	N/A	N/A	N/A	517.81	21.58%	24.69%	46.27%	49.84%	417
<b>Dudley MBC</b>	16.65%	17.67%	34.32%	Introduced plastic bottles and cardboard recycling, a free-of-charge recycling collection for schools, and a recycling rewards scheme, whilst supporting weekly residual waste collections.	£1,807,792	134,500	574.95	17.35%	17.75%	35.10%	9.12%	387

Information Statistics on LAs in Family Group with York's Family Group

Authority	2010/2011			Weekly Collection Support Scheme For Service Development			2011/2012					
	% of household waste sent for reuse, recycling or composting (Ex NI192)						Residual household waste per household (kg/household) (Ex NI191)	% of household waste sent for reuse, recycling or composting (Ex NI192)			% of municipal waste sent to landfill (Ex NI193)	Collected household waste per person (kg) (Ex BVPI 84a)
	Dry	Green / Food	Total	Description	Amount	No. of Households		Dry	Green / Food	Total		
<b>Solihull MBC</b>	23.12%	21.25%	44.37%	Supporting a weekly residual waste collection and moving from a fortnightly kerbside sort to a fortnightly co-mingled collection for recyclable materials. This will expand the range of recycling collected and reduce the number of receptacles needed for householders.	£2,959,038	88,790	551.92	27.14%	18.94%	46.08%	8.11%	441
<b>South Gl'stershire Council</b>	23.66%	21.48%	45.14%	N/A			520.07	27.18%	26.15%	53.33%	25.97%	461

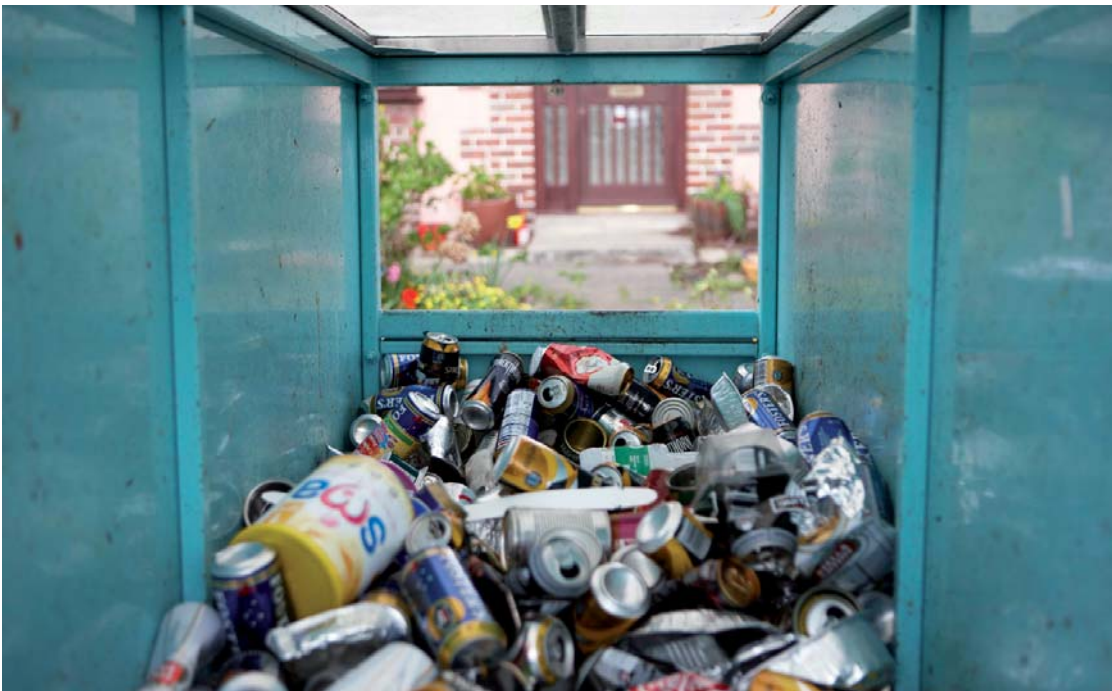
Information Statistics on LAs in Family Group with York's Family Group

Authority	2010/2011			Weekly Collection Support Scheme For Service Development			2011/2012					
	% of household waste sent for reuse, recycling or composting (Ex NI192)						Residual household waste per household (kg/household) (Ex NI191)	% of household waste sent for reuse, recycling or composting (Ex NI192)			% of municipal waste sent to landfill (Ex NI193)	Collected household waste per person (kg) (Ex BVPI 84a)
	Dry	Green / Food	Total	Description	Amount	No. of Households		Dry	Green / Food	Total		
<b>Stockport MBC</b>	27.35%	21.97%	49.32%	N/A			300.73	27.37%	35.24%	62.61%	-	356
<b>Swindon Borough Council</b>	32.69%	17.01%	49.70%				477.87	33.33%	14.90%	48.23%	52.11%	416
<b>Trafford MBC</b>	25.98%	14.81%	40.79%	Supporting a weekly residual waste collection and increased frequency of food/garden waste collections from fortnightly to weekly for all properties in the borough. Introduced service into flats / terraced properties).	£6,386,244	96,750	440.35	26.43%	22.77%	49.20%	-	386

Information Statistics on LAs in Family Group with York's Family Group

Authority	2010/2011			Weekly Collection Support Scheme For Service Development			2011/2012					
	% of household waste sent for reuse, recycling or composting (Ex NI192)						Residual household waste per household (kg/household) (Ex NI191)	% of household waste sent for reuse, recycling or composting (Ex NI192)			% of municipal waste sent to landfill (Ex NI193)	Collected household waste per person (kg) (Ex BVPI 84a)
	Dry	Green / Food	Total	Description	Amount	No. of Households		Dry	Green / Food	Total		
<b>Warrington Borough Council</b>	23.55%	19.14%	42.69%	N/A			589.22	24.22%	18.90%	43.12%	53.45%	464

# Choosing the right recycling collection system



**WRAP's role in relation to the design of recycling systems is to help practitioners by gathering and sharing knowledge and understanding about the relevant operational principles. This leaflet addresses a question which WRAP (Waste & Resources Action Programme) is often asked: which collection system is the best, in particular whether kerbside sort systems or co-mingled collections are to be preferred?**

There is no simple answer, and certainly no one-size-fits-all solution. Local authorities have to make choices that are right for their local circumstances. Provision for recycling needs to be considered alongside requirements for refuse, garden and increasingly food waste and taking account of factors such as the physical characteristics of collection areas and property types.

Recognising that experience and knowledge is increasing all the time WRAP has identified some underlying principles which we believe should guide decision making.

## **Kerbside collection systems**

**Kerbside sort** – involves the sorting of materials at kerbside into different compartments of a specialist collection vehicle.

**Single stream co-mingled** – involves the collection of materials in a single compartment vehicle with the sorting of these materials occurring at a MRF (Materials Recovery Facility).

**Two stream co-mingled** – residents are provided with two recycling containers and are asked to place different materials in each container, typically paper/card (fibre) in one and plastics, glass and cans (containers) in the other. These materials are kept separate but collected on one vehicle which has two chambers.

In WRAP's view, the choice of collection system should be based on:

- quality of material;
- cost efficiency;
- cost effectiveness; and
- public acceptability.

Whichever system local authorities choose they have a duty to ensure that it is operated safely. The collection of materials for recycling is a physically demanding activity carried out in a hazardous environment. In respect of the principle categories of accidents reported – slips, trips and falls and moving vehicle injuries – the exposure to risk is likely to be similar for all systems. There are some risk categories where there are differences between the systems but no system is believed to carry risks which cannot be practically managed.

### Health & safety

In 2006 an ergonomic study by the Health and Safety Laboratory (HSL/2006/25) concluded that the likelihood of muscular skeletal disorders could be greater for box and sack based systems and recommended the use of wheeled bins. A later report from Centre for Health and Environment Research and Expertise (*A Health and Safety Study of Kerbside Recycling Schemes Using Boxes and Bags*) concluded that there were no significant risks in kerbside sort systems that could not be managed or controlled. For co-mingled collections there are the safety implications of sorting materials at MRFs to take into account when making decisions. In making decisions authorities can consult the latest HSE/WISH guidance: *Safe Waste and Recycling Collection Services* and may also wish to use the *Risk Comparator Tool (RSU/RA/07/01)* on the HSE website.

### Quality

Recycling has to be done for a purpose and it is clear from the national waste strategies that recycling should be viewed as more than simply an alternative to traditional waste disposal practices.

Recycling is an integral part of the vision for the UK's Low Carbon Industrial Strategy designed to bring financial benefits for business, economic growth and job creation through improved resource efficiency. Recycling reduces the use of virgin materials and much of the energy required to extract and process raw materials.



Generally the greatest benefit is achieved by closed loop recycling where materials are put back into the same or equivalent application substituting for virgin materials. These benefits can only be achieved if the collection system delivers recyclates of sufficient quality.

Lower quality recyclates can generally only be used for lower value open loop applications. One example is container glass that has to be used as aggregate with little environmental, resource or financial benefit because it is not of a quality suitable for re-melt applications.

### What is quality?

Quality means consistently delivering materials to the market place that are:

- effectively separated to meet reprocessor and end market requirements;
- in the required volumes and with security of supply; and
- at a price that sustains the market.

It is well known that the UK has become very dependent on export markets for its collected recyclates. It is less well known that in key areas e.g. paper, aluminium and certain types of glass, UK reprocessors are importing materials because sufficient material of the required quality is not available on the UK market.

WRAP believes that a healthy international market for recyclates is helpful to resource efficiency and increases the chances of closed loop recycling. However, we know that some material, which would not be of sufficient quality for UK reprocessors, finds export markets in countries where low labour costs allow further sorting before the material can be reprocessed. Where this is managed badly, media coverage of the activity has posed a significant threat to the positive perception of recycling among the public and is one of the identified barriers to recycling.

WRAP has maintained for more than two years now that kerbside sort systems which allow contamination to be filtered out at the point of collection gives the most reliable stream of quality materials.

Co-mingled collections – particularly single stream collections – face quality problems from three sources: householders putting the ‘wrong’ materials into the collection, compaction of the waste which breaks glass into small pieces and tends to bind materials together, and the technical and physical capacity of the MRF to separate materials in the volumes delivered to them.

Two stream co-mingled collections can reduce some of these problems by keeping fibres separate from containers and reducing the potential for materials to bind together.

WRAP is working with MRF operators to improve the quality of materials recovered by UK MRFs. Whilst it is true that considerable success is being achieved by some newer MRFs, even they are unable to deliver the levels of quality achieved by kerbside sort systems.



**MRF reject rates**

Reject rates for kerbside sort schemes typically are <1%.

Reports of MRF reject rates vary:

- The Environment Agency (2008) considers **10.8%** to be a typical average reject rate.
- Waste Data Flow 2007/08 reports total MRF rejects at **7%** (of total input by weight).
- Residue rates at MRFs involved in a WRAP study (2006) ranged widely with average reject rates in the range **12% to 15%** (of total input by weight) and those for the most efficient MRFs in the range **2% to 5%**.

However, these reject rates reflect only the residual material sent for disposal. Reports from UK reprocessors suggest that they send a further fraction to landfill reflecting contaminants in the material supplied to them.

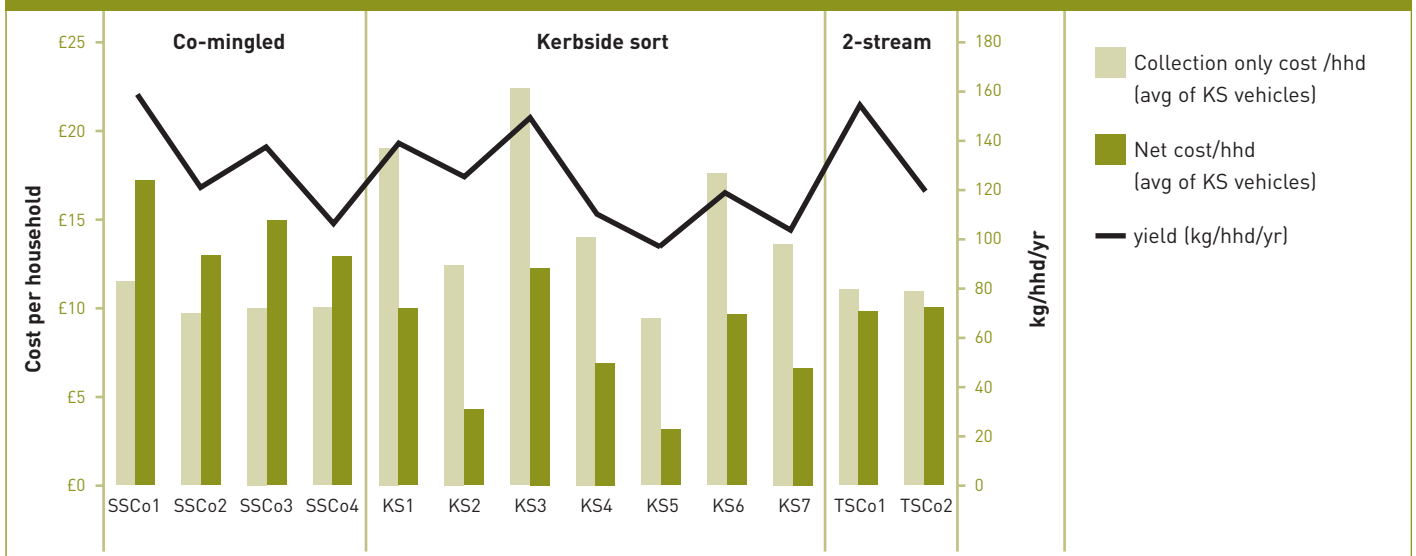
**Cost efficiency**

Local authorities are rightly concerned about the cost to the council taxpayer of recycling services. But it is important in comparing options that the full cost of the service should be taken into account and options are compared on a like for like basis. Kerbside sort collections often appear more expensive but the comparison should be made with co-mingled collections plus the cost of the MRF gate fee.

WRAP has modelled collection costs for different systems and the results are summarised in the graph below.

The graph shows that on a like for like basis kerbside sort systems have lower net costs than co-mingled systems. This reflects the effect of MRF gate fees and the opportunity for kerbside sort collections to sell materials direct to reprocessors. Two stream co-mingled systems have lower net costs than single stream systems reflecting lower MRF requirements and the opportunity to sell fibre streams direct to reprocessors.

**Collection only cost and net cost per household**







In practice the prices charged for services will not be the same as the modelled cost. The differences will reflect the appropriateness of the system specification and the effectiveness of the procurement process. The modelled costs, however, provide a better benchmark than the cost of an existing service which may be inefficient or less effective than what is now desired.

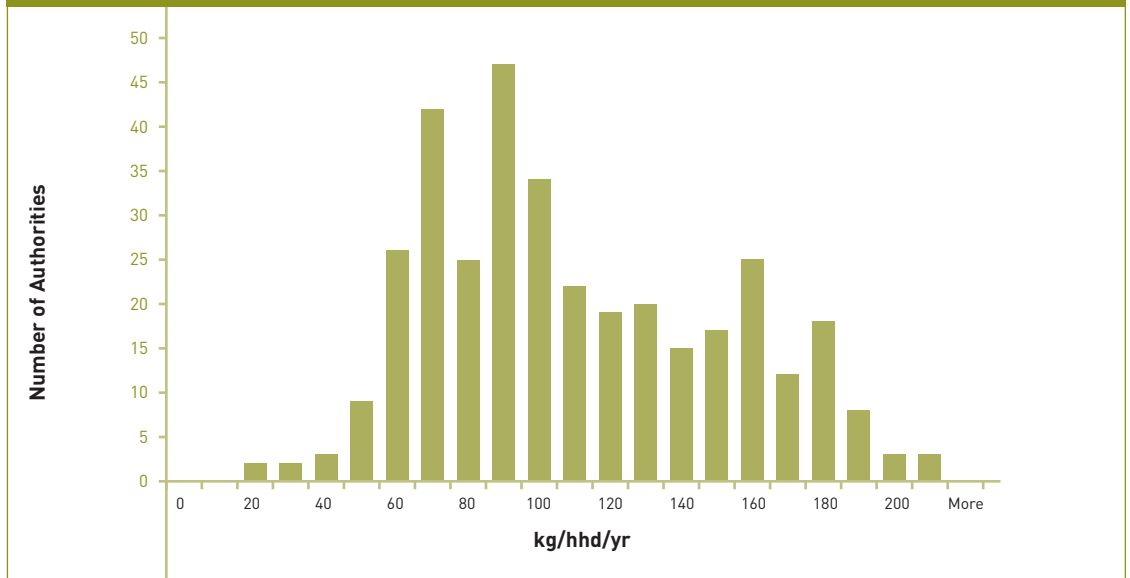
### Cost effectiveness

There have been significant investments made by local authorities in recycling systems, however they are not all performing as well as they should in capturing recyclable materials. It is widely perceived that co-mingled collections are more effective at capturing material than kerbside sort schemes. A number of local authorities have reported that their recycling rates have increased dramatically following introduction of a co-mingled system. On the surface, WRAP's analysis of local authorities' WasteDataFlow returns suggests that on average co-mingled collections do attract around 36kg per household more material – most of which is paper and card. But these figures make no allowance for rejects from either the MRF or the reprocessor of wrongly sorted material.

However, local authority experiences of increased capture rates with co-mingled systems often reflect the contrast between kerbside sort systems using standard 55 litre boxes and co-mingled collections using 240 litre wheeled bins. Closer inspection of the data suggests that it is the amount of space provided for recycling and the frequency of collection of both recycling and residual waste which determines the amount of material collected. There is evidence that by providing additional containers or by more frequent collections, kerbside sort schemes can have the same effective volume for recyclates as co-mingled collections and achieve similar results.

In fact variations in the capture of materials are greater between authorities running the same types of collection than between different collection systems. This reflects a need for greater attention to performance benchmarking.

### Distribution of yields for paper & card collected for recycling via kerbside schemes, England 2007/08 (352 of 354 LAs collect this material)



#### Public acceptability

Engaging the public in their local recycling scheme has been shown to be essential to the success of a scheme. Whichever scheme is chosen it is important that it is designed to fit the needs of the local population and the houses they live in. The type and sizes of containers can be central to this.



#### Separating materials

All collection systems require residents to separate their recyclables from their residual waste and place each in a designated container (box, bin or sack) and to present the container for collection on the specified collection day. Some kerbside sort and co-mingled schemes provide residents with more than one container and ask that people put different materials into each container for collection on the same day or on alternate weeks. Contrary to perception, WRAP's research indicates that the requirement to sort materials into different containers is not of great concern to householders – 87% of respondents who have to separate out different materials indicated that they do not mind that task – and all systems can be designed to limit the amount of sorting done by householders.

Householders do care about having a scheme which is understandable and properly explained. Half of households say they withhold material which may be recyclable if they are not sure about it and a third say they include material which may not be recyclable if they think it ought to be recyclable or is recycled elsewhere. Kerbside sort schemes are better able to deal with contaminants and explain errors to householders.

Householders also say that they want to know where their materials go for reprocessing to give them assurance that recycling is actually taking place. This is something which should be possible with any collection system but where marketing of the material is managed by a waste company or MRF operator provision for this should be included in contracts.

### Conclusion

Ultimately, the choice of collection system remains a matter for local authorities to decide. The purpose of this leaflet is to help local authorities in making these choices by indicating what evidence is available and the conclusions we have drawn from it.

On the evidence available to WRAP, our view is that kerbside sort systems offer reliable material quality and lower net costs for council taxpayers. They are also capable of capturing the same volume of material as co-mingled schemes. There is no evidence that their operation – properly explained and justified – is unacceptable to householders and the physical evidence of sorting of materials happening at the kerbside is reassuring to sceptical residents. There appear to be no unmanageable health and safety considerations. Because of our priority for quality materials as a way to improve resource efficiency, WRAP believes that kerbside sort collections should be preferred where they are practical and should be in the majority of local authority areas.

Where there are practical and operational barriers to kerbside sorting, two stream co-mingled collections have significant advantages over single stream collections, mainly through improved material quality and value as a result of keeping paper and card separate from other materials, particularly glass.

Single stream co-mingled collections may be appropriate in circumstances where the other options are impractical. These might be the densest urban areas where on-street parking and heavy traffic require fast loading without the need to return containers to the point of collection or for high density flats, transient areas and multi-occupied properties.

WRAP will of course continue to work to improve the quality of materials achieved from mechanical sorting for both single and two stream collections.

If you have any comments on the content of this leaflet, or ideas for areas of further work, please contact us at [LGS@wrap.org.uk](mailto:LGS@wrap.org.uk)

While steps have been taken to ensure its accuracy, WRAP cannot accept responsibility or be held liable to any person for any loss or damage arising out of or in connection with this information being inaccurate, incomplete or misleading. This material is copyrighted. It may be reproduced free of charge subject to the material being accurate and not used in a misleading context. The source of the material must be identified and the copyright status acknowledged. This material must not be used to endorse or used to suggest WRAP's endorsement of a commercial product or service. For more details, please refer to our Terms & Conditions on our website – [www.wrap.org.uk](http://www.wrap.org.uk)

---

**Waste & Resources  
Action Programme**

The Old Academy  
21 Horse Fair  
Banbury, Oxon  
OX16 0AH

Tel: 01295 819 900  
Fax: 01295 819 911  
E-mail: [info@wrap.org.uk](mailto:info@wrap.org.uk)

Helpline freephone  
0808 100 2040

[www.wrap.org.uk/la](http://www.wrap.org.uk/la)

## Summary of Customer Insight Case Study

### Carried out Summer 2010 by Southampton City Council & Partners

The project used customer insight to tackle waste management & recycling issues, as well as collaboration between practitioners in those two areas.

#### Project Objective

By developing insight into and understanding of residents' behaviour with regard to recycling, the partners hoped to remove the barriers and issues that residents experience. Specifically, the insight enabled a more direct targeting of customers who did not recycle or who contaminated their bins, thereby reducing the need for more generic campaigns.

The insight also helped shape more relevant and accessible communication, both in terms of methods of contact, and the content of the message.

#### Project Outcomes

- **Household waste:** Between April 2010 and April 2012, household waste sent for disposal was reduced by 18%, or 17,000 tonnes.
- **Waste disposal:** By reducing household waste by 9,426 tonnes between 2010 and 2011, and by a further 7,154 the following year, the partners saved a total of £546,708 and £486,472 respectively each year in waste disposal costs.
- **CO<sub>2</sub> Emissions** reduced by 2,272 tonnes, vastly exceeding the projects original target of 150 tonnes.
- **Contamination of recycling** reduced by 3 – 5%

#### Project Method

The project proceeded through the following steps and phases:

- Socio demographic profiling
- Focus groups with users
- A 'Behaviour change' campaign
- Monitoring and evaluation.

##### 1. Socio Demographic Profiling

The project combined a customised set of socio-demographic profiles that had been developed based on Mosaic UK<sup>1</sup> with existing waste management data, and was cross-referenced with information concerning environmental behaviour.

The analysis indicated the specific geographical areas of each authority that most needed to improve recycling, and highlighted customer segments that were strong recyclers versus poor recyclers.

The project also cross-referenced their existing social demographic profiles against Experian's 'Green Segments'<sup>2</sup>, which classifies every UK individual and household into ten distinct groups according to both attitude to, and understanding of the environment and climate change. Each segment is mapped at individual, household and postcode level.

The Ten Green Segments are:

- i. Eco-evangelists (people most likely to support 'green' causes and who believe in the power of consumer action to make a difference to climate change)
- ii. Convinced consumers
- iii. Green but doubtful
- iv. Confused but well-behaved
- v. Doing their best
- vi. Sceptical libertarians
- vii. Too busy to change
- viii. Why should I bother?
- ix. Constrained by price
- x. Wasteful and unconvinced (people who have no interest in changing lifestyles and are more wasteful as a result).

As part of the project, the percentage of each of the socio demographic profiles was identified against their attitudinal traits.

Decisions regarding where to focus the behaviour change campaign were based on the population volumes of each group and the propensity of each group to change its behaviour.

---

<sup>1</sup> A unique consumer classification based on in-depth demographic data – see [www.experian.co.uk/business-strategies/mosaic-uk.html](http://www.experian.co.uk/business-strategies/mosaic-uk.html)

<sup>2</sup> Originally developed in collaboration with the Stockholm Environment Institute and available as part of Experian's 'Green Aware' product.

Based on an analysis of the cross-referencing, it was concluded that socio demographic groups with a high number of residents in the Green Segmentation described as 'Eco-Evangelists' (characteristic of profiles such as C 'Wealthy people in the most sought after neighbourhood' and D 'Successful professionals') were already likely to be conscientious recyclers and thus were not targeted by the campaigns.

It was also concluded that those groups described as 'Wasteful and unconvinced' or 'Constrained by Price' were unlikely to be receptive to the Partnership's message. These included the groups:

- Lower income workers in urban terraces.
- Young people renting flats in high demand social housing.
- Families in low rise social housing with high levels of benefit need.

The campaigning resources were therefore focused on low to medium recyclers described in the Green Segmentation as:

- green but doubtful – despite being well informed they remain unconvinced about green issues, although they are surprisingly responsible with their behaviours.
- confused but well behaved – these have an extreme concern for climate change and are willing to demonstrate green behaviours, but are held back by a lack of information.
- doing their best – these are concerned about environmental issues despite a lack of information.

Socio-demographic profiling also indicated the various customer segments' preferred communication channels for interacting with local public services (see table shown at Annex B1). The project also mapped the socio-demographic profile to the waste and recycling collection day routes in order to facilitate a face-to-face campaign (see 'Doorstepping' below).

## **2. Focus Groups**

The project used focus groups to explore and understand the experiences, motivations and requirements of the target population. The focus groups comprised 8 to 12 people. Five group sessions were held. Each lasted for up to an hour and a half and was led by a trained facilitator using a topic guide.

Participants were recruited based on mosaic segmentation and invited by post to attend the groups. To supplement the numbers recruited in this way,

Southampton City Council deployed officers to local shopping precincts with the aim of recruiting residents directly.

Focus groups followed the following structure:

- An introductory discussion of participants' perspectives on waste and recycling
- A brief discussion on participants' motivations and barriers to recycling
- An open discussion based on the 'Twin Bin Game', whereby the facilitator held up a selection of materials with the group having to decide which items could be recycled and which could not
- Participants were then invited to offer feedback on the council's current approach to communication
- Participants were also invited to volunteer ideas on how the council could help them to recycle more effectively, e.g. would incentives make a difference?
- The closing exercise was a roundtable discussion where participants were posed the question "If you could give the council one message regarding waste and/or recycling, what would it be?"

## **Focus Groups Findings**

### Recycling Knowledge

During each session, participants' knowledge of recycling was tested and themes emerging from the sessions were compared.

### Motivations & Barriers to Recycling

Social conditioning, convenience and information were felt to be the biggest drivers to recycling, with the absence of the latter two constituting a significant de-motivating factor. Participants were more likely to recycle if they both understood the rationale for doing so and if the process could be undertaken, without making a specific effort.

Parents attending felt that their children provided the main motivator for them to recycle. Having learnt about recycling at school, they brought their knowledge and enthusiasm home with them.

Lack of information was also seen as a significant barrier to good recycling habits. When information was displayed in close proximity to sites where waste was sorted, residents would be more likely not only to recycle but also to recycle the correct things.

### Effective Communication



Having considered a range of communication materials, participants concluded that the most effective aide memoir tools were those that could be displayed conveniently, referred to easily and absorbed quickly. For this reason, fridge magnets were by far the preferred option (being both durable and straightforward to display) followed by flyers which advertised their message on one side only (the other being out of view if/when pinned up). Stickers displayed on bins were seen as another good example of an effective method of delivering a message both quickly and clearly.

Participants felt that the Council produced too many leaflets that essentially displayed the same or similar messages. What they actually wanted was one or two durable items that contained key points. They felt pictures worked best, as they could be understood by everyone (including young children and residents who speak little English) and their message is easily relayed via only a quick glance. Long, wordy leaflets, whilst useful in communicating the rationale and practicalities behind recycling, were of no value as a quick reference guide. It was felt that most people would not take the time to read them.

One of the findings that came out of the focus groups was that residents in Southampton who lived in flats did not like the blue bag that they were provided with for recycling. Respondents in the focus groups commented that the blue bag looked tacky, and had a tendency to tip over. "If you're very proud of your kitchen, you don't want some old tacky bag stuck in the corner!" As a result, Southampton City Council now offers a more aesthetically pleasing bag that more reliably stands upright.

The student focus group also remarked that flyers posted through the door tended to get lost within a pile of junk mail and therefore ignored. They suggested communication materials placed in an envelope, branded with the Council logo, would be more likely to actually receive their attention, and make them take note.

All the groups also felt that there should be more consideration of when communication is undertaken – with once or twice a year being the stated preference. For example, the Christmas period was viewed by residents as a profitable time, as people are creating more waste. Similarly the early autumn term for students, preferably at a juncture when they are already aware of local 'rules', but not so early that the message gets lost amongst a wider barrage of information.

### **3. Behaviour Change Campaigns**

### Communications Strategy

The socio-demographic analysis and focus groups helped Southampton City Council and partners to develop a rich understanding of current behaviours and barriers, and shaped the messages and tactics for a communications campaign.

Based on these insights a communication strategy was developed which focused on specific groups (summarised in the table shown in Annex B2). A mix of different media including a radio campaign, and a number of door-stepping campaigns focused on specific groups, was used in order to encourage an increase in recycling.

### Radio & Mail

Southampton ran a radio advertising campaign to promote recycling, and undertook a direct mail campaign to 31,000 households, using mosaic analysis. The campaign focused on residents who did recycle but who were classified as confused or doubtful regarding some aspects of it. These residents were known to be more receptive to information received by post. The direct mail was a letter, with recycling information carried on the back.

### Doorstepping

A number of 'doorstepping' campaigns were carried out. These were based on a consideration of the mosaic profile at postcode level - and what these profiles indicated in terms of residents preferred communication channels - namely information by face to face contact – coupled with the mapping of social demographic data to the waste and recycling collection routes.

The Recycling Advisors (Council Officers) attended a doorstepper training day and were given an induction and health and safety briefing. The advisors were given the rounds list, area map and told which roads were to receive a leaflet and which were to be directly spoken to but were left to work out their own route to minimise officer time spent on the project.

The doorsteppers spoke directly to up to 30 per cent of residents in the target group – largely through knocking on people's doors. This provided an opportunity for advisors to explain more fully what recycling means and to emphasise the importance of keeping residual waste out of recycling bins. By splitting roads according to location reference, doorsteppers did not spend time visiting properties that were unlikely to respond to door stepping tactics.

The Advisors were made aware of specific issues in the target area but were not given a script. This allowed the advisors to tackle the most common issues but also gave the residents a chance to steer the conversation in

another direction if they needed to. The Advisors recorded comments and complaints from each household to be analysed for commonalities.

177 streets across the city were targeted and 8,850 households visited and took approximately 120 staff hours to complete, including travel and reporting time. The hours worked were also flexible to allow for poor weather and other commitments. They were therefore able to work 4 hours on one day but 6 hours on another so they made up for the time, as long as both agreed to it. This led to good morale in the advisors and the success rate did not seem to change from one time of day to another.

### Feedback from the Doorstepping Campaigns

The doorsteppers provided the following feedback on what residents identified as the key issues:

- Mixed plastics is the key issue (plastic packaging) – people feel that plastic is plastic
- People are confused when items state on their packaging that they can be recycled, when in fact they can't e.g. tetrapaks. This confusion is compounded by awareness that other areas recycle a wider range of materials e.g. mixed plastics Messages about what can/can't be recycled and why are quite technical/in-depth in nature – It was found however that residents do want to know exactly why things cannot be recycled On the whole people are receptive to the recycling message and do wish to do the right thing
- Residents were very keen to see glass recycling collections, particularly as a number of glass banks have been removed. Collections would also assist residents without a car who find this a major barrier to the recycling of glass
- Glass and textiles in recycling bins was not really found to be a problem
- There were some misconceptions/mistrust regarding what happens to recycling and a belief amongst some that it all ends up being incinerated or dumped 'in the sea'. We were able to disprove/allay these fears.

Following the doorstepping, SCC conducted a small visual audit of seven roads to check how messages had been received from face to face contact and the information left with residents. Out of 68 properties visited, 20 households had continued to contaminate their recycling bin. However, the remaining households (71%) had made changes to their recycling behaviours. Although this is a small sample, it did appear that the strategy had proved successful.

### Calling Card Campaign

## YOUR RECYCLING BIN



✓ YES PLEASE

 paper	 cardboard	 food items, drink cans & aerosols	 plastic bottles
--	--	--	--

Please place your recycling clean and loose in the bin provided – no carrier bags or black sacks.

✗ NO THANKS

 plastic packaging	 shredded paper	 gift wrap	 drinks cartons
--	---	--	---

## Recycling - let's get it sorted!

Hello,

We called today to talk to you about recycling. We know recycling can seem confusing but it's really important that you put the right things in your recycling bin. Sorting out the wrong items wastes time and money and can sometimes prevent the right things from being recycled.

We've produced a handy guide explaining what to put in your recycling bin on the back of this card which we hope you'll find useful.

Did you know it takes just 7 days to recycle your old newspaper into a new one!



Gosport currently recycles nearly 26% of household waste, and with your help, we know we can do more!



For more information, please call the Streetscene team on 08000 198 598 or visit [www.gosport.gov.uk/recycling](http://www.gosport.gov.uk/recycling)



For more information, please call the Streetscene team on 08000 198 598 or visit [www.gosport.gov.uk/recycling](http://www.gosport.gov.uk/recycling)

The roads targeted were based on mosaic analysis and the key focus was medium recyclers whose preferred communication channel was 'face to face'. The mosaic segments used were 1, 2 & 3. These were:

- financially secure older couples living in owner occupied properties
- elderly singles with low mobility, reliant on public services for support
- low income older couples approaching retirement, living in low rise council housing.

The project found the main contamination items to be carrier bags and plastic packaging such as pots, tubs, trays and wrappers. Each interaction was recorded and all properties in 155 roads were visited if they had contaminated recycling bins. Contamination was defined as incorrect materials being placed in the recycling bins, e.g. bags of rubbish, plastic bags, glass, textiles, wood, 'wrong' plastics etc.

Where residents were at home, the team spoke to them about the 'wrong' items in their recycling bin. This was recorded and information cards were left at the property (a recycling card). In cases where residents were not available, the type of contamination was again noted and a recycling card put through the door, with the appropriate 'wrong' item circled on the card. A sticker was also placed on contaminated bins, which highlighted that plastic bags and sacks should not be placed in recycling bins.

### Schools recycling pack

Given the potential role of 'Pester Power' in influencing the behaviour of some of the target segments – particularly families with young children, SCC created a recycling pack comprising teachers notes, an interactive presentation, postcards and a recycling letter given to children to take home to their parents explaining what they had learnt.

### Postcards

This was another idea generated by the focus groups, aimed to act as a reminder of what could and couldn't be recycled– highlighting aerosols, cans and plastic bags. On the reverse was an explanation of what happens to recycling – again focusing on the main messages from the focus groups.

### Fridge magnets

5000 'reminder' A6 fridge magnets were provided during October as students moved into new properties. These highlighted what could and couldn't be recycled along with collection day information. These could also be useful for low recyclers who are confused about recycling collection days. This tactic was requested by green credentials focus groups as a good reminder – for keeping the issue at the top of their mind.

### Guide to Recycling for Students

One of the findings of the focus groups was that students were already inundated with leaflets from pubs, clubs and takeaways - and consequently a leaflet from the Council would be highly likely be lost or ignored. A number of student attendees to the focus groups highlighted that if relevant information was presented in the form of a mini guidebook and enclosed in an envelope it would be much more likely to be looked at and read.

Southampton Solent University produced the guide which can be viewed at:

<http://portal.solent.ac.uk/support/policies-andprocedures/student-handbook/resources/student-survival-guide-2011.pdf>

This page is intentionally left blank

**Table of Key Characteristics of Relevant Mosaic Groups & Their Communication Preferences**

Mosaic Groups	Characteristics		Communication Preferences
<p>Group B Residents of small and mid-sized towns with strong local roots</p>	<ul style="list-style-type: none"> <li>* Strong roots</li> <li>* Lower incomes</li> <li>* Varying ages</li> <li>* Home improvement</li> <li>* Mixed housing</li> </ul> <p>They are aware of green issues but are generally sceptical and do not go out of their way to reduce their environmental impact.</p>	<ul style="list-style-type: none"> <li>* Small towns</li> <li>* Traditional</li> <li>* Mid-market papers</li> <li>* Grandchildren</li> </ul>	<p>Prefer:</p> <ul style="list-style-type: none"> <li>* Face to face</li> <li>* Local newspapers</li> <li>* Magazines</li> </ul> <p>Dislike:</p> <ul style="list-style-type: none"> <li>* National newspapers</li> <li>* SMS text</li> </ul>
<p>Group D Successful professionals living in suburban or semi-rural homes</p>	<ul style="list-style-type: none"> <li>* Suburban or semi-rural</li> <li>* Executives and managers</li> <li>* Small businesses</li> <li>* Senior positions</li> <li>* Significant equity</li> </ul> <p>Despite being aware of environmental issues, this group aren't convinced about the influence of man and continue to live as their income allows.</p>	<ul style="list-style-type: none"> <li>* Married with children</li> <li>* Good education</li> <li>* Theatre / arts</li> <li>* Car ownership</li> </ul>	<p>Prefer:</p> <ul style="list-style-type: none"> <li>* Telephone</li> <li>* Internet</li> <li>* Post</li> <li>* Magazines</li> </ul> <p>Dislike:</p> <ul style="list-style-type: none"> <li>* Face to Face</li> <li>* Local newspapers</li> <li>* National newspapers</li> </ul>
<p>Group K Residents with sufficient incomes in right-to-buy social housing</p>	<ul style="list-style-type: none"> <li>* Council tenants</li> <li>* Right to buy</li> <li>* Comfortable lifestyles</li> <li>* Few qualifications</li> <li>* Hard workers</li> </ul> <p>Though not well-informed about green issues, this group tends to live a more eco-friendly lifestyle through financial constraint.</p>	<ul style="list-style-type: none"> <li>* Self reliant</li> <li>* Little anti-social behaviour</li> <li>* Value for money</li> <li>* Catalogue mail order</li> </ul>	<p>Prefers:</p> <ul style="list-style-type: none"> <li>* Face to face</li> <li>* Local newspapers</li> <li>* SMS text</li> </ul> <p>Dislikes:</p> <ul style="list-style-type: none"> <li>* Post</li> <li>* Magazines</li> <li>* Mobile phone</li> </ul>

Mosaic Groups	Characteristics	Communication Preferences
<p>Group M Elderly people reliant on state support</p>	<ul style="list-style-type: none"> <li>* Older people</li> <li>* Retired</li> <li>* Public rented</li> <li>* Nursing homes</li> <li>* Grandchildren</li> </ul> <p>Generally unaware of green issues, these residents have little environmental impact through financial and physical constraints.</p>	<p>Prefer:</p> <ul style="list-style-type: none"> <li>* Face to face</li> <li>* Local newspapers</li> <li>* National newspapers</li> </ul> <p>Dislikes:</p> <ul style="list-style-type: none"> <li>* Internet</li> <li>* Telephone</li> <li>* Mobile phone* Post</li> <li>* SMS text</li> </ul>



<b>Who</b>	<b>Message</b>	<b>Tactic</b>
<p><b>Low recyclers (LR)</b>            Motivate &amp; educate, make recycling easy to increase recycling rates</p>	<p>Simple motivating messages            How to recycle            What can and can't be recycled            What happens to recyclables            Highlight common excuses why people do not recycle, and the solution</p>	<p>PR: street rubbish challenge            Recycling bags            Fridge magnets            Wave 105 promotion            App</p>
<p><b>Medium recyclers (MR)</b>            Encourage those already motivated to recycle, to recycle more, and to improve quality i.e. to decrease contamination</p>	<p>More complex message.            Aerosols can now be recycled            Plastic bottles only            Glass to recycling bank            "Please place your recycling clean and loose in the blue lidded bin"            Textiles            No Tetra packs            Other types of recycling - Waste Electrical and Electronic Equipment.</p>	<p>DM pack to mosaic groups (see above)            Press release and sell in to all local print and broadcast media.            Postcard – what to recycle</p>
<p><b>Future recyclers (FR)</b>            Primary &amp; Secondary Schools            'Pester power' (81 schools)</p>	<p>Benefits of recycling            What can and can't be recycled            What happens to recyclables</p>	<p>Cardboard cut-outs of Rat with DVD            Banners for schools – pride            Wave 105 promotion            Schools recycling pack to include:           <ul style="list-style-type: none"> <li>• Teachers pack</li> <li>• Letter home to parents with questionnaire</li> <li>• Rat video.</li> </ul> </p>

This page is intentionally left blank

## Domestic Waste Scrutiny Review – Comparison Work

### Phase 1 - Monitoring & Evaluation - October to December 2013

#### Resident door step survey

A doorstep survey was carried out with residents in both the test and control areas to establish what barriers there are to residents fully participating in the kerbside recycling service and waste reduction activities generally. Questions were also asked to discover what activities and facilities would encourage residents to participate more, which would then inform the project work.

Your Local Link were commissioned to complete the survey work and asked to post surveys through the letterbox at properties where they were unable to speak directly with residents. A freepost envelope was included with the survey along with details of a prize draw for £25 worth of shopping vouchers to act as an incentive to participate in the survey.

228 surveys were returned in total (including both postal returns and door step interviews) which equates to an 18.5% response rate overall.

#### Type of respondents headline figures:

- Both areas responded to the survey in fairly equal measures;
  - YO30 Control area = 16.9%
  - YO31 Test area = 14.1%
  - Didn't supply postcode = 3%
- 30% of the respondents were male, 66% female and 4% did not specify.
- Age range in area/that responded to survey
  - 16-24 = 1.8%
  - 25-34 = 11%
  - 35-44 = 18.9%
  - 45-54 = 21.5%
  - 55-64 = 14%
  - 65-74 = 17.1%
  - 75+ = 9.6%
  - Prefer not to say / No age specified = 6.1%
- 94.7% of respondents classed themselves as 'White British'. 1.8% specified 'Asian or Asian British' and 3.5% classed themselves as 'Other' and specified nationalities including; Chinese, French, German, Indian, Irish, Polish and Turkish.

- 36% of respondents were married, 25% single, 7% cohabiting and the remaining 32% were in a civil partnership, widowed or preferred not to say.
- 78.5% of respondents asked to be entered in to the prize draw.

#### Evaluation of 'Type of respondent':

The survey results establish a lot about the residents to be targeted as part of the bespoke campaign. Many residents that responded are single or cohabiting without children, and there is also a large elderly community within both areas. Although targeting project work in schools was an option, it is clear from the survey results it is important to also target other community venues.

The prize draw acted as a positive incentive to residents to complete the survey suggesting financial incentives may be effective within the area as part of the project work.

There was a wide range in the age of respondents suggesting it may be necessary to have varied activities available for different residents to participate in.

#### Current waste disposal and recycling habits headline figures

- Facilities used in the last 6 months
  - Rubbish bin = 100%
  - Recycling boxes = 97%
  - HWRC = 46%
  - Recycling banks = 32%
  - Other = 6% (specified answers included; Charity shops, freecycle, green bin, rag and bone man, skips)
- Common reasons cited for not using recycling boxes
  - 'Can't afford replacement boxes'
  - 'Boxes too heavy'
  - 'Crew doesn't always empty'
  - 'Use other facilities' (banks at the local community centre etc)
  - 'Boxes unsuitable' (too small, difficult to store etc.)
- Reasons for not using HWRC
  - Don't have a car = 50%
  - Don't know the opening hours = 7.4%
  - Don't need to use it = 37.7%
  - Don't know what I can take to site = 4.1%

- Other = 0.8% (Reasons included; 'Don't want to pay to tip', 'Can't find it', 'Costs', 'Just leave things out for CYC to remove', 'Rag and bone man').
- Knowledge of what can be recycled at the kerbside
  - Full knowledge = 88%
  - Some knowledge = 9%
  - No knowledge = 2%
  - No answer = 1%
- Would benefit from more information about recycling
  - Yes = 46%
  - No = 42%
  - Don't know = 9%
  - No answer = 3%

#### Evaluation of Current waste disposal and recycling habits headline figures

Most residents across a wide age and gender range have full knowledge of what they can recycle at the kerbside and use the boxes regularly to do so. The small amount of residents that don't use the recycling boxes cited various reasons with the most common being not wanting to pay to replace boxes that have been lost.

Despite the fact that 98% of residents claimed to have full or some knowledge of what can be recycled at the kerbside, 55% of residents also said that they felt they would or might benefit from more information about what they could recycle. This suggests that residents would like to know more about recycling outside of the kerbside service.

54% of respondents do not use the HWRCs. Of these respondents 50% said that this was because they didn't have a car. Of this number when asked how they would dispose of larger items of furniture and electrical items the majority (49%) stated they would pay someone to remove it and 42% said they would donate it to charity. This suggests that putting a reuse scheme/collection service in place may be welcome to residents without transportation.

The costs of replacing boxes or disposing of some materials at the HWRC featured in many of the comments of those residents that stated that they did not use these facilities. However this was a relatively small number of residents within the survey area.

#### Waste prevention, reuse and other recycling headline figures

- Other items recycled by residents;

- Batteries = 39%
  - Carrier bags = 43%
  - Cartons = 17%
  - Music/textiles = 18%
  - Other items included; clothes, foil, light bulbs, plastic, paint tins, printer cartridges, shoes.
- Extra recycling put out in bags
    - Yes = 27%
    - No = 51%
    - Sometimes = 16%
    - No answer = 6%
- How would you dispose of furniture and electrical items that you no longer use?
    - Rubbish bin = 9%
    - Sell or pass on = 47%
    - HWRC = 45%
    - Charity = 50%
    - Pay for removal = 27%
    - Other included; Gypsies, Rag and bone man, Skips.
- Washable nappies?
    - Yes = 2%
    - No = 27%
    - Maybe in the future = 6.5%
    - Not applicable = 64.5%
- Mailing preference service?
    - Yes = 16%
    - No = 77%
    - n/a = 7%

#### Evaluation of waste prevention, reuse and other recycling habits

Residents were keen to recycle other items and high percentages claimed to recycle other materials at recycling banks or collection points such as carrier bags and batteries. It would be interesting to look at facilities available in the area for the items that were not as widely recycled such as textiles and tetra packs.

There was little interest across the board in using washable nappies. For many it was not applicable but for those residents for whom it did apply most stated that they 'did not use them and never would'. Promoting this waste

prevention activity within the test area may be fruitless as there is so little interest from residents and a campaign may not achieve much impact or tonnage reduction.

The mailing preference service was not very well used overall but very popular with residents with many comments that they would like to sign up to the service or find out additional ways that they can reduce the amount of junk mail delivered to their property. This suggested a Junk Mail waste prevention campaign in the test area may be effective in reducing waste overall at very little cost to the Council.

### **Participation monitoring**

An exercise has been taking place in both the control and test areas to establish current participation and set out rates in the kerbside recycling service.

To monitor participation and set out rates, all properties were monitored over 4 consecutive recycling collections (period of 8 weeks) and information gathered about how often residents set recycling out for collection, how many boxes they present and what materials are presented. It was then possible to work out a percentage participation rate by street and overall by area.

Current projections from the participation monitoring work show that participation vastly varies ranges from street to street. In some streets only 42.5% of residents regularly present their recycling boxes for collection, whereas in neighbouring streets participation is as high as 75%. It is important to look at the factors that affect poorer levels of participation, particularly when it is on a street by street basis. What this data does suggest is that localised work (potentially even targeting a single street for a campaign) may be beneficial in terms of increasing participation rates.

In some parts of both areas participation levels are relatively high, although this does not necessarily reflect a high capture rate of recyclable materials. It may be that participation in the service is high but tonnages remain low due to a lack of awareness of the materials that can and cannot be recycled.

### **Recycling tonnage monitoring**

To assess whether there has been any increase in the amount of material collected it is important to look at the tonnages of recycling collected from each area. To do this a separate crew was sent out to complete one

recycling collection per area and returned tonnage figures by type of material.

On average York residents produced around 6.53kg of recyclables per household per collection in the 2012/2013 financial year. In November 2013 the amounts measured per household per collection in the test and control areas were 6.07kg and 7.12kg respectively.

Within the test area the amount of recycling collected per household was significantly lower than the average across the city which gives positive scope for improvement.

### **Phase 2 - Planning, project work and area based communications – January to March 2014**

#### **Implications of monitoring work on planning**

The results from the period of monitoring and evaluation were important in planning the project work and bespoke communications as the results offered an insight in to current behaviours and attitudes.

78% of respondents to the doorstep survey asked to be entered in to the prize draw demonstrating that this may have acted as an incentive to participate.

Specific project work carried out in the test area has been influenced by the results of the monitoring work. For example; Over half of respondents to the survey claimed that they did not use the HWRC, and over half of this number stated that this was because they did not have a car. Because of this a community reuse collection of bulky items was arranged to give residents without transport access to an important waste collection service.

#### **Smarter York Challenge Brochure**

A brochure was developed specific to the test area and delivered to residents at the start of the project. The brochure was designed to engage with residents in the test area, raise awareness of waste prevention and create interest in planned activities. Further campaign specific communications were developed throughout the project with the same bespoke branding.

A copy of the brochure is attached in Appendix A.

#### **Incentive scheme 1 – ‘Return to Sender’ campaign**

The ‘Return to Sender’ campaign was developed in response to the results of the doorstep survey where 77% of respondents stated that they had not



signed up to the Mailing preference service and still received junk mail. Qualitative data collected from the survey work suggested that residents would be interested in joining the service or finding out how they could avoid junk mail.

The 'Return to Sender' incentive scheme was designed to help and encourage residents to take practical steps to avoid junk mail, preventing waste at source and reducing the amount of waste sent to landfill. Residents were sent a letter inviting them to take part in the incentive scheme. A 'No Junk Mail' sticker, embossed with the Smarter York branding was included with the letter. Half of the properties in the test area received a letter simply encouraging them to take part and outlining the environmental benefits of reducing junk mail, whilst the other half of properties in test area received a letter inviting them to take part and informing them that all properties that participated would be entered in to a prize draw with a financial reward. This approach allowed us to engage with all residents in the area, but also offered us the opportunity to test the effectiveness of financial incentives versus encouragement only in improving levels of participation.

### **Communications**

Promoting the prevention of junk mail was a relatively inexpensive yet effective waste prevention activity as it was possible to quantify the results of a campaign by the number of residents that had joined a scheme or were displaying a junk mail sticker etc.. This means that it is possible to understand the effect of communications and accurately measure the effectiveness of a campaign and use this information when directing future resources.

### **Campaign results:**

Residents responded well to the incentive and participation levels were relatively high.

- 202 properties displayed a junk mail sticker which equates to a participation rate of more than 32.2% within the overall test area.
- 95 properties within the area that received encouragement only displayed a junk mail sticker which equates to a 32.09% participation rate.
- 107 properties within the area that were included in the financial incentive displayed a junk mail sticker which equates to a 32.33% participation rate.

## **Evaluation**

There was a high level of response from residents in the test area to this incentive, demonstrating that there is an interest and demand for this type of waste prevention activity. Surprisingly the results showed that in this instance the financial incentive was not a factor in determining levels of participation and residents from the area that simply received encouragement to display their sticker were just as likely to participate in the campaign. This may be in part because very little effort was required to participate with the potential for long term positive benefits (i.e. Display a sticker on one occasion, avoid junk mail for x months). Had the subject of the incentive been focused on different WP activities (for example; reducing the amount of food waste produced over a set period) and had more action on the part of the resident been required there may have been less participation overall and particularly in the streets that were not offered any incentive to participate.

## **Incentive scheme 2 – ‘StreetbyStreet’ campaign**

The StreetbyStreet campaign (SbS) was a campaign specifically designed to increase participation in the kerbside recycling service and to also improve the capture of materials.

The monitoring exercise completed in December 2013 captured street specific data regarding the number households that put out recycling boxes on collection day. A ‘set out’ rate was calculated per street which was based on households presenting at least one box on collection day. ‘Set out’ was monitored over 4 consecutive collections and using the data we were able to calculate participation in the service, based on the average number of properties putting out at least one box against the number of properties in the street.

Prior to the start of the SbS incentive residents were informed that properties in the street with the most improved participation in the recycling collection at the end of the campaign would receive one £5 voucher per household. Street specific stickers embossed with campaign branding were provided to each property to display on their recycling boxes as a reminder and encouragement to other properties in the street to participate. The incentive was also designed to introduce elements of competition and community spirit to determine if these were factors in encouraging increased participation.

## **Campaign results**

- Peter Hill Drive & Court (monitored as one street) won the incentive with an overall increase in participation of 16.18%
- 24% of properties in the test area displayed SbS stickers on their recycling boxes.

### **Evaluation**

Participation levels in this incentive were not as high as the 'Return to Sender' campaign, however more action was required on the part of the resident to participate. Residents were required to display stickers on their recycling boxes and also to regularly present their boxes for collection. It is unclear whether the SbS incentive was successful in fostering community spirit and whether this was a factor in participation levels. Some streets performed very well and a high percentage of properties displayed stickers but this was not always the case in neighbouring streets.

### **Community reuse collection**

A community reuse collection was arranged in partnership with the British Heart Foundation to offer residents in the test area the opportunity to dispose of reusable goods in a sustainable way. Residents were sent a letter advising them of the date of the collection and providing them with details of what would and wouldn't be accepted. The survey work carried out prior to the campaign showed that 54% of residents in the area did not use the HWRCs, and of these residents 50% said that this was because they didn't have a car. When residents were asked how they would dispose of larger items of furniture and electrical items the majority (49%) stated they would pay someone to remove it and 42% said they would donate it to charity. The collection was arranged to meet the needs of these residents.

### **Communications**

# Free collection

Have you got any unwanted furniture, electrical items or bric-a-brac?

Smarter York Challenge!

As part of the Smarter York challenge happening in your area, we are offering residents the opportunity to take advantage of a free collection of good quality furniture, electrical items and bric a brac by the British Heart Foundation. The items must be in good condition, clean and in working order.

**Saturday 22 February from 10am**

**If the weather is dry** - leave the items outside clearly labelled with the enclosed flyer.

**If the weather is wet** - leave the items indoors and display your flyer in your window. We will knock on your door to collect your items.



Smarter York Challenge!

Please take these items to be reused

**Yes please**

- Furniture all kinds and sizes (soft furnishing must have a 1988 Fire Regulations label)
- Large electrical goods including: washing machines, fridges, freezers, microwaves, TVs
- Small electrical goods including: kettles, irons, blenders
- Bric-a-brac including: books, DVDs, ornaments, pictures

**No thanks**

- Broken equipment
- Poor quality items that are not saleable
- Bedding
- Clothing

If 22 February is not convenient for you or you have a large quantity of items to donate, please contact the British Heart Foundation on 0844 2489161 to arrange an alternative collection date.

[ycc@york.gov.uk](mailto:ycc@york.gov.uk)
[01904 551551](tel:01904551551)
[@cycwaste](https://twitter.com/cycwaste)
[CYCwaste](https://www.facebook.com/cycwaste)
[www.york.gov.uk/recycling](http://www.york.gov.uk/recycling)





## Campaign results

There was a poor take up for the community furniture collection and only 10 households took part. The British Heart Foundation (who operated the collection) were pleased to have been involved in the campaign for the opportunity to promote their collection service, and have since received several service requests from households within the test area.

## Compost bin one day sale

A reduced price compost bin sale was arranged within the test area in partnership with the Friends of St Nicolas fields (FOSNF) as the majority of properties in the area receive garden waste collections and have outside space capable of housing composting equipment.

The sale was specifically advertised within the test area with targeted communications at local venues, but also advertised to a wider audience through a press release, updates on the council website and advertising through council social media channels. 13 compost bins were sold on the day.

### Communications

**COMPOST BIN SALE**

**From £12**

Two sizes available  
First come, first served  
CASH SALES ONLY

**Saturday 22 March 11am-3pm**  
Burton Stone Community Centre  
Evelyn Crescent, YO30 6DR

Smarter York  
St Nicholas Fields  
Registered charity no. 1061909  
CITY OF YORK COUNCIL

### Phase 3 - Monitoring, evaluation and recommendations

Following the campaign work a period of monitoring and evaluation has taken place in both the test and control areas. This is to establish whether there have been any significant changes in the behaviour of residents in the area that could be attributed to the campaign work.

Activities followed the same methodology of the pre campaign monitoring exercises and included;

- Resident surveys
- Participation monitoring
- Collection of materials – Tonnage monitoring

### **Participation monitoring**

The participation monitoring followed the same procedure as the pre campaign monitoring exercise. All properties in both the test and control areas were monitored over an 8 week period (4 collections) and the number of times each property presented recycling boxes for collection was recorded along with which materials were presented for collection. The data from the first round of monitoring was used to calculate street specific participation rates and from these make assumptions about participation levels in the area. The second set of data acts as a comparison to establish any change in the number of properties presenting boxes for collection and the levels of participation. The table below demonstrates participation levels before and after the campaign activities had been delivered.

### **Evaluation**

There has been a marked improvement in participation and set out rates in most streets within the test area and any decreases were minimal. Overall there was an increase in participation of 6.18% as detailed in the table on page 21. There was also a noticeable increase in the number of boxes presented by individual households.



<b>TABLE 1</b>	<b>Number of properties</b>	<b>Participation Rate Pre-campaign %</b>	<b>Participation Rate Post Campaign %</b>	<b>Difference +/- %</b>
<b>Street Names</b>				
<b>Test Area</b>				
Kingsway North	148	52.87%	58.70%	5.83%
Water Lane	84	50.89%	50.60%	-0.29%
Spalding Avenue	128	51.95%	60.90%	8.95%
St Philips Grove	64	44.10%	46.80%	2.70%
Burdyke Avenue	52	50.48%	62.02%	11.54%
Peter Hill Drive & Court	59	51.69%	67.87%	16.18%
Sutton Way	10	42.50%	47.50%	5.00%
Burton Green	84	57.10%	56.55%	-0.55%
<b>Average</b>	<b>629</b>	<b>50.21%</b>	<b>56.39%</b>	<b>6.18%</b>
<b>Control Area</b>				
Monkton Road	58	62.60%	68.97%	6.37%
Byland Avenue	90	66.90%	68.33%	1.43%
Kirkham Avenue	54	61.57%	56.48%	-5.09%
Bell farm Avenue	80	59.06%	41.56%	-17.50%
Roche Avenue	56	55.36%	58.04%	2.68%
Middleham Avenue	62	51.21%	48.79%	-2.42%
Lilling Avenue	18	59.72%	66.67%	6.95%
Foston Grove	22	45.45%	44.32%	-1.13%
Healey Grove	18	63.89%	52.78%	-11.11%
Elmfield Avenue	24	64.58%	57.29%	-7.29%
Sefton Avenue	32	73.44%	63.28%	-10.16%
Barfield Road	36	74.31%	53.47%	-20.84%
Thornfield Avenue	22	67.05%	55.68%	-11.37%
Friars Walk	18	65.28%	54.17%	-11.11%
The Crossway	14	75%	64.29%	-10.71%
<b>Average</b>	<b>604</b>	<b>63.03%</b>	<b>56.94%</b>	<b>-6.08%</b>
<b>Control Area - Participation rates recorded in many streets deteriorated over the course of the project. This was due to anomalies created by a change of collection times and householders not putting recyclables out early enough for collection.</b>				

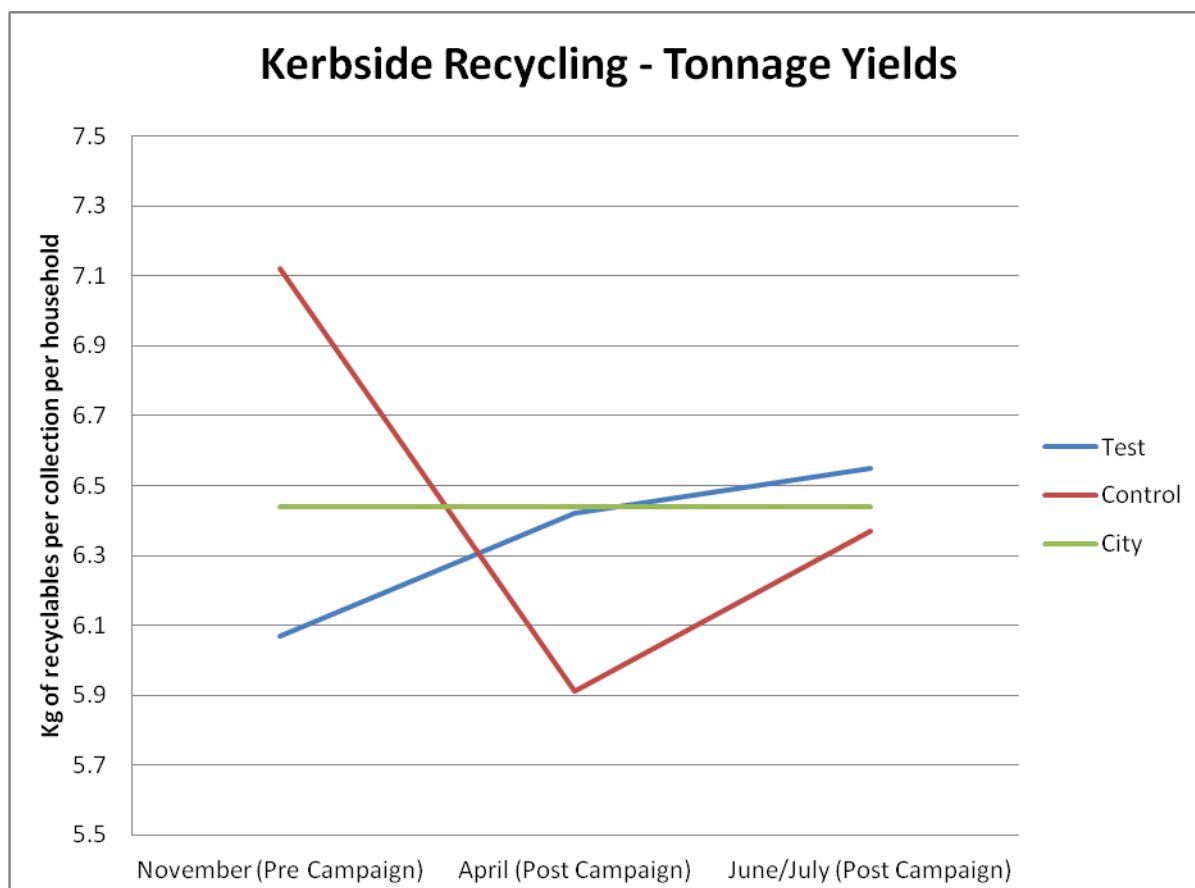
**Tonnage monitoring**

Several dedicated collections of recycling were made in the test and control areas before and after the targeted campaign work to provide a snapshot of the weight and mix of materials being collected. This data is important in affirming any changes recorded through participation monitoring exercises. The table and graph below illustrates the data recorded through these collections.

<b>Test Area - 629 households</b>					
<b>Date</b>	<b>Total recycling collected (kg)</b>	<b>Total glass (kg)</b>	<b>Total plastic/cans (kg)</b>	<b>Total paper/card (kg)</b>	<b>Average recycling per household (kg)</b>
<b>Pre campaign monitoring</b>					
Nov. 2013	3,820	940	1,000	1,880	6.07
<b>Post campaign monitoring</b>					
April 2014	4,040	1,040	1,140	1,860	6.42
June 2014	4,120	1,070	1,150	1,900	6.55
Total	8,160	2,110	2,290	3,760	
Average	4,080	1,055	1,145	1,880	6.49
<b>Analysis</b>					
Difference	260	115	145	-	0.42
% change	6.8%	12.2%	14.5%	-	6.9%

<b>Control Area - 604 households</b>					
<b>Date</b>	<b>Total recycling collected (kg)</b>	<b>Total glass (kg)</b>	<b>Total plastic/cans (kg)</b>	<b>Total paper/card (kg)</b>	<b>Average recycling per household (kg)</b>
<b>Pre campaign monitoring</b>					
Nov. 2013	4,300	1,060	1,130	2,110	7.12
<b>Post campaign monitoring</b>					
April 2014	3,570	920	1,010	1,640	5.91
July 2014	3,850	990	1,090	1,770	6.37
Total	7,420	1,910	2,100	3,410	
Average	3,710	955	1,050	1,705	6.14
<b>Analysis</b>					
Difference	-590	-105	-80	-405	0.98
% change	-13.7%	-9.9%	-7.1%	-19.2%	-13.8%





Following the campaign work in the test area the amount of recycling materials collected per household increased by an average of 0.42kg or 6.9%. This was measured over several collections to provide more robust data. Replicated city wide this could help capture 1,000 tonnes of additional recyclables and thereby save £100,000 per annum in landfill disposal costs at current rates.

The weight of plastic bottles/cans and glass increased whilst paper/card stayed the same. No change in the amount of paper/card being collected could be attributed to changes in behaviour encouraged by the 'No Junk Mail' waste prevention campaign

In the control area there was a significant reduction in the amount of recyclables collected in November 2013 compared to April 2014. This was primarily due to a change of collection times and householders not putting recyclables out early for collection. There was an increased tonnage for a collection made at the beginning of July 2014, however, and it is anticipated that normal performance levels will soon be restored.

**Expenditure**

Action	Cost
Doorstep survey (using private company)	£2,300
Survey prize draw (vouchers)	£25
Vehicle and crew for tonnage monitoring	£900
Smarter York Challenge brochure print	£200
'No Junk Mail' letters – print	£100
'No Junk Mail' stickers – print	£42
'No Junk Mail' scheme prize draw (vouchers)	£100
'StreetbyStreet' recycling incentive stickers – print	£485
'StreetbyStreet' recycling incentive prizes (£5 voucher per household)	£350
'StreetbyStreet' recycling incentive – Letter print	£168
Reuse collection flyer print	£150
Drop in sessions (room hire)	£56
Second survey printing	£150
Compost Bin one day sale - FOSNF	£1,618
Total	£6,644

Expenditure was kept to a minimum by utilising staffing resources for many elements of the project work. Experience of using private company for first survey was not positive and in house delivered second survey delivered comparable results. This indicates it would be more cost effective and beneficial to keep work in house for any future customer survey needs.

Increasing funding would improve the quantity and effectiveness of waste prevention campaigns offered to residents. Further input of resources would allow the team to continue to engage with residents in both the test and control areas. This would help maintain participation and satisfaction levels with kerbside collection services but also provide opportunities to develop other new initiatives.

**Survey results**

A survey was carried out with residents in the test area to establish if any changes were evident following the campaign. Questions were asked to discover which activities residents participated in and facilities they used. This data can then be compared to data from the first survey. 95 surveys were returned in total which equates to a 15.1% response rate overall. The response rate is lower than the original survey however the second survey was completed by post and there were no doorstep interviews. This reduced the cost of completing the survey considerably.

Waste disposal and recycling habits headline figures

- Facilities used in the last 3 months (during campaign)
  - Rubbish bin = 100%
  - Recycling boxes = 96%
  - HWRC = 42%
  - Recycling banks = 29%
  - Other = 12% (specified answers included Charity shops, furniture store, supermarket bag recycling, internet)
- Increased recycling in last 3 months?
  - Yes = 39%
  - No = 52%
  - No answer = 9%
- Knowledge of what can be recycled at the kerbside
  - Full knowledge = 90%
  - Some knowledge = 7%
  - No knowledge = 0%
  - No answer = 3%

From the survey results it appears that the number of residents using recycling boxes has remained the same. This is not reflected in the participation monitoring where a significant increase in participation was noticed. It may be that this has not been fully captured by the survey. The proportion of respondents using recycling boxes is very high at 96%. Actual participation in the test area averaged at 56% post campaign.

However 39% of survey respondents said that they felt they had increased the amount that they recycled despite the fact that the majority were already using recycling boxes.

Despite this, the levels of knowledge of what could be recycled at the kerbside remained constant.

It is likely that the survey results do not fully reflect a wide cross section of residents within the test area. When looking at the survey results it is clear that the respondents appear to be committed recyclers that are already using the services well. The survey results do however give us an indication of how well waste prevention campaigns were received within the area and how effective the communications campaign was.

Waste prevention, reuse and other recycling headline figures

- Awareness of campaign adverts/services in last 3 months
  - Yes = 62%

- No = 34%
- No Answer = 4%
- Usage of advertised services (eg textile bank, reuse collection, junk mail sticker)
  - Yes = 60%
  - No = 36%
  - No answer = 4%
- Other items recycled by residents
  - Batteries = 54%
  - Carrier bags = 59%
  - Cartons = 58%
  - Music/textiles = 26%
  - Other items included; Toys, electricals, books, clothes, furniture, ink cartridges
- How residents have disposed of furniture/electricals in last 3 months
  - Bin = 2%
  - BHF collection = 3%
  - Sold or passed on = 33%
  - HWRC = 34%
  - Charity = 37%
  - Paid someone to remove it = 5%
  - Other = 29%
- How many residents have purchased a home compost bin or started to compost more in the last 3 months
  - Yes = 12 %
  - No = 82%
  - No answer = 6%
- Number of residents signed up the mail preference service
  - Yes = 38%
  - No = 59%
  - No answer = 3%
- Number of residents displaying a 'No Junk mail' sticker = 47.3%

A significant number of residents were aware of the campaign work and became involved in various waste prevention activities demonstrating that the communications campaign was effective and memorable.

The survey results demonstrated a change in behaviour from residents as they have been made aware of alternative disposal methods of various items. Pre campaign the vast majority of residents disposed of furniture and electrical items by selling them or paying someone/the Council to remove the item. Post campaign the proportion of residents

paying someone to remove items had reduced whilst the proportion that disposed of items by donating to charity or using the Household Waste Recycling centres remained high. The proportion of residents that would have disposed of items in the bin or a landfill skip also reduced.

During the 'Return to Sender' campaign residents were provided with a 'No junk mail' sticker and given information about how to reduce junk mail and sign up to the mail preference service. The percentage of residents signed up to the service following the campaign had risen significantly from 16% to 38% suggesting the communication material used during this campaign was very effective.

This page is intentionally left blank



---

**Cabinet****7 October 2014**

Report of the Cabinet Member for Education, Children and Young People

## **Proposed Expansion of Fulford Secondary School**

### **Summary**

1. This report sets out proposals to provide additional accommodation at Fulford Secondary School to meet demand from within the school's catchment area and seeks approval for the required capital expenditure.

### **Background**

2. Fulford School is an outstanding Ofsted rated school which consistently receives more requests for places than the admission limit of the school. This has happened in year 7 every year since 2007/2008.
3. In September 2014 the number of first preferences from within its own catchment was greater than the school's current admission limit of 208. This situation is expected continue for the foreseeable future.
4. A number of large scale housing developments are either expected or are currently being built in the school's catchment area including Hungate, Germany Beck and the Barbican site. These are expected to increase demand for places at the school by around 150 places per year, once occupied.
5. The next nearest secondary school, Archbishop Holgate's CE Academy, has already expanded significantly in recent years and is now at the limits of expansion due to a shortage of playing field space.

### Future Demand for Places at Fulford School

Table 1: Predicted first preferences (including housing yield)

	14/15	15/16	16/17	17/18	18/19	19/20	20/21
Catchment	215	224	212	242	242	261	256
Non catchment	24	31	28	32	29	33	28
Total	239	255	240	274	271	294	284

Table 2: Predicted Pupils on roll (aged 11-16)

	14/15	15/16	16/17	17/18	18/19	19/20	20/21
Year 7	220	224	212	242	242	261	256
Year 8	207	221	229	216	253	255	258
Year 9	207	208	226	233	219	255	258
Year 10	208	208	213	230	236	221	258
Year 11	206	209	213	217	233	238	224
Total	1048	1072	1092	1137	1182	1230	1252

6. The tables above set out projected first preference requests and numbers on roll in years 7-11. The predicted increase in the size of year 11 cohorts will increase the number of post-16 students on roll at the school from 2017/18 onwards if GCSE attainment and entrance requirements continue at existing levels.

### School Expansion

7. The proposed expansion of Fulford School would add an additional 160 places at the school. This would enable the school to meet the additional demand in the short term. Upgrading the school infrastructure as part of this phase of expansion would enable a second, relatively inexpensive and cost effective expansion to be carried out in the future which would enable the school to meet the projected demand post 2020.
8. The expansion will also see the improvement of current facilities which will allow the school to both meet and enhance its



curriculum delivery. The scheme will improve science, arts and sports facilities.

9. As schools have to adapt to the move from modular to terminal exams, they will need more large spaces for pupils to sit those exams. There are already significant pressures at Fulford to accommodate pupils in appropriately sized rooms, with the school at its limits for exam hall space. The proposed expansion will alleviate these issues.
10. The case for further expansion should be considered after the proposed current project, if approved, has been completed in 2017. This will allow a review of any changes to parental preferences and impact of any changes to future funding options.

### **Costs**

11. Initial proposals for the expansion, drawn up in 2013, included the creation of a dedicated sports hall, kitchen and dining improvements and six classrooms which were in the original scheme to add 160 additional school places.
12. More detailed proposals were drawn up earlier this year which includes an additional six-classroom block, new drama and food technology spaces and science labs and design and technology spaces. The additional costs include:
  - **Upgrades to services (£0.549m).** Fulford School site is currently operating at the maximum supply limits of the existing gas, electricity and water supplies / drainage. Any additional accommodation on the site therefore requires upgrades to all three. These upgrades will help future proof the site for potential further expansion if necessary.
  - **Kitchen upgrade and dining facility refurbishment (£0.500m).** The existing dining facilities are at capacity for the current number of children on roll at the school. Additional pupils will require additional dining space, and an improved kitchen to enable greater throughput of school meals.
  - **Sports Hall (£2.100m).** Fulford School is the only secondary school in the city without a dedicated sports hall. Pupils are currently walked to the University of York indoor PE facilities as existing on site provision are insufficient to deliver the PE curriculum. With greater pupil numbers, it would not be

possible to continue the arrangement with the university due to other demands on the facilities by students and the wider community. Any expansion of the school therefore requires additional sports provision located on the school grounds to maintain and enhance the PE curriculum delivery. Sport England has recently indicated their desire to see an upgrade to the existing facilities.

- **Fees (£0.736m).** Increased cost of fees associated with these additional works.

This additional work would increase the cost of the project to £7.048m, based on pre tender estimates.

13. The proposed funding breakdown for the scheme is:

Basic Need	£4.564m
Section 106 payments	£2.134m
School contribution	£0.350m
<b>Total</b>	<b>£7.048m</b>

14. £0.592m of the Section 106 funding is already held by the LA, with the remaining £1.542m payable on known developments in the pipeline, including Germany Beck.
15. Additional finance from the Germany Beck Leisure/Open space Section 106 funding has not been included in the budget figures, but could be used to fund further work to the sports hall to enable greater community use. Fulford School has underlined its commitment to this proposal by signing a Community Use Agreement.
16. Should there be any unexpected delays in the receipt of the Section 106 funding, the council has sufficient uncommitted Basic Need Funding to support the scheme.
17. Basic Need funding is allocated to local authorities by the Department for Education (DfE) to help deal with capacity issues in schools.
18. Since the beginning of 2011/12 the DfE has allocated significant sums to local authorities in recognition of emerging demographic pressures on schools places. In the previous three financial years York received a total of £11.749m of Basic need funding. The DfE

has also confirmed allocations for the three years 2014/15 – 2016/17, which for York total a further £16.775m.

19. In the three years 2011/12 – 2013/14 a total of £5.828m was spent, mainly on supplementing the Primary Capital Programme and the expansion at Knavesmire Primary school, with a number of smaller schemes supported. This leaves an amount of £5.921m still available from existing receipts which, when added to the £16.775m for the following three years, gives an amount of £22.696m available until 2016/17.
20. Further commitments on schemes other than at Fulford School total an estimated £1.808m.
21. Allowance has then been made for future pressures across the city, which are estimated to require up to £12m of investment in the next three years. After taking these pressures into account there would still remain approximately £8.9m of Basic Need funding available. If £4.561m is allocated to the Fulford scheme this would leave approximately £4.339m.
22. The proposal is therefore to hold existing Basic Need Funding out of the unallocated amount of £4.339m to underwrite any delays in receipt of the section 106 funding.
23. The proposed spend profile is set out below:

	14/15	15/16	16/17	Total
Section 106 amounts already held	-	£0.592m	-	£0.592m
Section 106 expected on agreed developments	-	£1.542m	-	£1.542m
Basic Need	£1.250m	£2.861	£0.450m	£4.561
School contribution	-	£0.350m	-	£0.350m
<b>Total</b>	<b>£1.250m</b>	<b>£5.345m</b>	<b>£0.450m</b>	<b>£7.045m</b>

### **Council Plan 2011-15 Priorities**

24. Building Strong Communities: Protect Vulnerable People – Ensuring services delivered meet the needs of SEN pupils and their families.

## **Implications**

### **Financial**

25. See paragraphs 11-23.

### **Equalities**

26. See Legal (paragraphs 27 and 28).

### **Legal**

27. The LA has the legal responsibility to ensure the sufficiency of school places within its area.
28. The additional works are required to comply with the School Premises Regulations requirements in respect of the sufficiency of water supplies and toilet facilities.

### **Information Technology (IT)**

29. Any additional IT requirements will be met out of the school's own budget.

### **Property**

30. The property implications are included within the main body of the report.

### **Other Implications**

31. There are no specific HR or Crime and Disorder implications arising from this report.

## **Recommendations**

32. The Cabinet are asked to approve £4.561m of Basic need capital investment over the next three financial years to expand Fulford School to accommodate an additional 160 places. This is to meet the expected increase in pupil numbers from within the catchment area of the school.

*Reason: Otherwise the council may not meet its statutory responsibility to provide sufficient school places.*

**Contact details:**

<b>Author:</b>	<b>Cabinet Member and Chief Officer Responsible for the report:</b>		
Mark Ellis Head of School Services, Children's Services, Education and Skills Tel No. 554246	Cllr Janet Looker, Cabinet Member for Education, Children and Young People  Jon Stonehouse Director of Children Service's, Education and Skills		
	<b>Report Approved</b>	√	<b>Date</b> 26 <sup>th</sup> Sept 2014
Specialist Implications Officer(s) Financial: Mike Barugh Principal Accountant Tel No. 554573			
<b>Wards Affected:</b> Fulford, Bishopthorpe, Fishergate, Heslington & Wheldrake			<b>All</b>
<b>For further information please contact the author of the report</b>			

**Annexes:**

Annex A – CIA report

This page is intentionally left blank

**SECTION 1: CIA SUMMARY**
**Community Impact Assessment: Summary**
**1. Name of service, policy, function or criteria being assessed:**

Expansion of Fulford School

**2. What are the main objectives or aims of the service/policy/function/criteria?**

To increase the size of the school by adding additional buildings and resources to accommodate a projected increase in the number of pupils who will be attending the school in future years

**3. Name and Job Title of person completing assessment:**

Mark Ellis – Head of School Services

**4. Have any impacts been Identified? (Yes/No)**

Yes

**Community of Identity affected:**

Age, Race, Disability, Carers of older and disabled people, Pregnancy and Maternity.

**Summary of impact:**

**Positive: Improved educational and sporting facilities for the community.**

**5. Date CIA completed: 26 September**
**6. Signed off by:**
**7. I am satisfied that this service/policy/function has been successfully impact assessed.**

**Name:**

**Position:**

**Date:**

**8. Decision-making body:**

Cabinet

**Date:**

7 October 2014

**Decision Details: Recommendation to seek approval for £4.561m of basic need funding to expand Fulford School.**

--	--	--

Send the completed signed off document to [ciasubmission@york.gov.uk](mailto:ciasubmission@york.gov.uk) It will be published on the intranet, as well as on the council website.

Actions arising from the Assessments will be logged on Verto and progress updates will be required



## Community Impact Assessment (CIA)

**Community Impact Assessment Title:**
**Expansion of Fulford School**

What evidence is available to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? **For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people.** NB. Lack of financial resources alone is NOT justification!

### Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
Pupils and staff – Improved educational facilities Local Community – Access to improved sporting facilities	Education Health, Longevity, Access to services	<b>P</b>	<b>P</b>	
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
Will increase choice and improve educational outcomes.				

Will have community use sporting facilities				
---	--	--	--	--

**Community of Identity: Carers of Older or Disabled People**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Access to improved sporting facilities		Health, Longevity, Access to services	<b>P</b>	<b>P</b>
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
Will have community use sporting facilities				

**Community of Identity: Disability**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Access to improved sporting facilities		Health, Longevity, Access to services	<b>P</b>	<b>P</b>

New educational facilities will comply with appropriate access legislation				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
Will have community use sporting facilities Improves access for disabled pupils, staff and visitors				

Community of Identity: Gender				
Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Gender Reassignment**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
			None	
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Marriage & Civil Partnership**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
			None	
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Pregnancy / Maternity**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Access to improved sporting facilities		Health, Longevity, Access to services	<b>P</b>	<b>P</b>
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
Will have community use sporting facilities				

**Community of Identity: Race**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Pupils and staff – Improved educational facilities		Education		
Access to improved sporting facilities		Health, Longevity, Access to services	<b>P</b>	<b>P</b>
Details of Impact	<i>Can negative impacts be</i>	Reason/Action	Lead Officer	Completion Date

	<i>justified?</i>			
Will increase choice and improve educational outcomes. Will have community use sporting facilities				

**Community of Identity: Religion / Spirituality / Belief**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Sexual Orientation**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

This page is intentionally left blank





---

Cabinet

7<sup>th</sup> October 2014

Report of the Cabinet Member for Homes & Safer Communities

## **River Safety Update**

### **Introduction**

1. This report provides an update on the work that the council is undertaking to address issues around river safety, how it is working in partnership and requests the release of capital funding to support physical improvements to reduce the risks associated with the rivers in York.

### **Background**

2. York is situated at the confluence of two rivers, the Ouse and the Foss. Both rivers are major features of the city and are part of its attraction as one of the most popular tourist destinations in the UK. Whilst the rivers are attractive to visitors and residents, they also pose a risk. In particular, the Ouse has strong currents and at times can be fast flowing, particularly when in flood.
3. When considering incidents relating to the rivers compared with other incidents that can cause harm, they are rare, however when they do occur they can often have the most devastating outcomes. Since 2011 there has been an increase in fatalities associated with the river. In 2011 alone, three fatalities occurred, leading to the 'Think don't swim' campaign. The campaign included a hard hitting educational film and beer mats carrying a message about the danger of jumping into York's rivers being disseminated in bars and clubs across the city.
4. York experiences very few incidents during the day time associated with the river, the majority of fatalities associated with the river occur during the late night early morning period. The common denominator in the majority of fatalities has been over consumption of alcohol leading to risky behaviour, whether that be voluntarily jumping into the river or accidentally falling in.
5. The council along with its partners have taken a number of actions / interventions to help address the impact of alcohol within the city with

the desired outcome being the reduction of harm, including harm associated with the rivers. Actions / interventions have included:

- **Operation Safari** - This is a multi-agency operational model to combat alcohol related violence and disorder at key times of the year;
  - **Operation Erase** - This is a multi-agency operation to tackle the large number of people coming to York at weekends and consuming large amounts of alcohol;
  - **Work with Pubwatch**- Discussions through Pubwatch to look at the issue of 5pm-8pm closure of businesses in the city and ways to encourage visitors to visit or remain in the city at this time;
  - **Alcohol Restriction Zone (ARZ)** - The new ARZ covers the area within the Bar Walls. Under the development of the joint police/City of York Council Anti-social behaviour Hub, Council Enforcement Officers will also have the power to seize alcohol granted by the Chief Constable under the Community Safety Accreditation Scheme.
  - **Cumulative Impact Zone Review (CIZ)** – The CIZ has been extended to include the Back Swinegate area, expansion to the Goodramgate area and expansion into the Fossgate area as well as inclusion of missing properties in Spurriergate.
  - **Under-age drinking/test purchase operations** – The council Trading Standards team undertakes test purchasing operations.
6. Whilst the above important interventions are taking place, to ensure that we were also considering the physical issues associated with the rivers, earlier this year the council commissioned The Royal Society for the Prevention of Accidents (RoSPA) to conduct an inland water safety review. The overall aim of the review was to identify any areas where physical controls need to be changed to meet current safety expectations and to identify any overall management arrangements that need to be implemented to maintain an acceptable level of public safety across the Councils' portfolio.
7. The key actions arising for the council from the report are:

**Provision of rescue equipment:**

- Replace the 35 lifebelts currently on the Ouse and 14 on the Foss
- Develop a revised Programme of inspecting lifebelts
- Update safety Information on the use of life rings

## **Public realm design, including edge protection, physical barriers**

- RoSPA recommends standard design edge protection
- Post and chain fencing to be upgraded or replaced with new standard edge protection at Wellington Row, Blue Bridge area and Queen Staith;
- Survey and refresh existing grab rails and install new ones especially on the canalised sections of the rivers;
- Minor renovation works for handrails, painting and surfaces will be reviewed and refreshed;
- Consider use of limited or permanent fixed emergency-only lighting for sections near and under Ouse Bridge – will be discussed with Fire and Rescue.

## **Education and Campaigns**

RoSPA's recommended water safety campaigns, training on raising the alarm and education.

In the intervening period between the commissioning and receipt of the report a number of initiatives have already been developed:

- From this term, the National Curriculum will include water safety and aquatic skills and the ASA are launching a new swimming award scheme. CYC's pools each have 12 primary schools using their pools for in-school lessons.
- During Drowning Prevention Week (21–29 June 2014) CYC funded water safety lessons and awareness sessions with CYC's Energise Leisure Centre
- Plan Safe, Drink Safe, Home Safe. Launched in July the campaign was developed and market-tested by York St John University Students' Union and adopted by River Safety Group. The campaign aims to give people clear, practical advice on planning a great, safe night out and a safe journey home.
- CYC's advised University of York Student Union on its new NightSafe service with volunteers patrolling the City Centre on Wednesday and Sunday nights, including riverside areas.
- Don't Drink and Drown will be launched by the Royal Lifesaving Society on 2 October at University of York in Freshers' Week, warning students to steer clear of open water when under the influence of alcohol.
- Training will be given to security staff, Street Angels and others working/volunteering near the river banks, in how to deploy life

belts, to ask for Fire and Rescue when dialling 999 and how to raise alarm.

### **Leadership and Co-ordination**

RoSPA recommends a board level-agreed water safety policy strategy is developed and reviewed and jointly held by SYP members.

- The River Safety Group was established earlier this year in addition to CYC's existing emergency planning service.
- A Strategic board is jointly chaired by the council Cabinet Member, Cllr Simpson-Laing & the Police & Crime Commissioner, Julia Mulligan has been established.

### **Options**

8. **Option 1** – Approve the release of capital funding from contingency to undertake the physical works arising from the recommendation from the RoSPA report as outlined in Para 7 under the headings, Provision of Rescue Equipment and Public realm design, including edge protection, physical barriers
9. **Option 2** – Not release funding to undertake all or some of the works outlined in Para 7 under the headings, Provision of Rescue Equipment and Public realm design, including edge protection and physical barriers

### **Analysis**

10. Approval of option 1 will enable the council to undertake the necessary work to upgrade and increase rescue equipment and physical improvements to remove some of the risks associated with the city's rivers.
11. A lot of the work associated with the recommendations under the headings, Education & Campaigns and Leadership & Co-ordination are already underway. Additional work will be undertaken through the city's Community Safety Partnership, Safer York Partnership.
12. It is estimated that the costs of the recommended capital works is in the region of £100k (final costs will be determined following procurement). There is currently £483k available within capital contingency in 2014/15.

## Council Plan

13. The work associated with river safety specifically supports the Protecting Vulnerable People priority within the Council Plan.

- **Protect vulnerable people** – the proposed works will ensure that, as far as possible, a safe environment is maintained to help ensure the risk of injury or harm is reduced.

## Implications

14. The implications arising from this report are:

- **Financial** - It is estimated that the costs of all the physical works is in the region of £100k. It is requested that this funding is released from Capital Contingency to ensure that these urgent works can be carried out. All works will be procured in accordance with the council's procurement policies. There are sufficient funds within Capital Contingency.
- **Human Resources (HR)** - None
- **Equalities – None**
- **Legal** - None
- **Crime and Disorder** - The works outlined in this report, along with the wider interventions around education and understanding the impacts of alcohol on personal safety will have a positive impact on reducing crime & disorder.
- **Information Technology (IT)** - None
- **Property – None**
- **Other –** Significant work has been undertaken in the last few years as part Reinvalidate York on public realm design and materials standards in the city centre. Whilst clearly the design of any physical measures need to be fit for purpose, i.e. meet the safety requirements, any physical works should take account of the design standards established.

## Risk Management

15. The risks associated with approving the recommendation of this report are minimal. If the cabinet choose not to release the funding to

undertake work associated with the RoSPA report, there is potential that this could present a reputational risk to the council.

## Recommendations

16. Cabinet are asked to:

- Approve Option 1 to release funding from capital contingency to undertake the physical works arising from the recommendation from the RoSPA report as outlined in Para 7 under the headings, Provision of Rescue Equipment and Public realm design, including edge protection and physical barrier.

**Reason:** To ensure that the council's river safety measures are up to date and reduce the potential for harm associated with river incidents.

## Contact Details

<b>Author:</b>	<b>Cabinet Member and Chief Officer Responsible for the report:</b>		
<b>Steve Waddington</b> Assistant Director, Housing and Community Safety	Cllr Tracey Simpson-Laing, Cabinet Member for Homes & Safer Communities		
	<b>Sally Burns,</b> Director - Communities and Neighbourhoods		
	<b>Report Approved</b>	√	<b>Date</b> 26 <sup>th</sup> Sept 2014
<b>Wards Affected:</b> <i>List wards or tick box to indicate all</i>			<b>All</b> √
<b>For further information please contact the author of the report</b>			

**Annexes** – None

**Background Papers:** RoSPA Report 2014

List of Abbreviations used in the report:

RoSPA - The Royal Society for the Prevention of Accidents

SYP – Safer York Partnership

ARZ - Alcohol Restriction Zone

CIZ - Cumulative Impact Zone Review



---

**Cabinet**

7 October 2014

Report of the Cabinet Member for Finance and Performance

**Rewiring Public Services: Business Case for Children's Services****1. Background**

- 1.1. The Cabinet established the Rewiring Public Services programme in February and has received progress reports on a regular basis.
- 1.2. In establishing the Programme Cabinet recognised that there would have to be significant change across the Council and in particular:
  - the ways it relates and accounts to residents;
  - how it partners with other public agencies in the City;
  - how it supports and collaborates with the voluntary and community sector; and
  - the services which it delivers and commissions for residents and local businesses.
- 1.3. This change is being driven by several factors – most of which are not unique to the City of York – and by a very strong determination by the Cabinet and Council to allow local residents and businesses to increasingly influence how the city develops.
- 1.4. The Rewiring Programme is designed to respond to external change and to fulfil the Council's objectives and priorities.
- 1.5. The national context for the programme includes:
  - legislative and policy changes in areas such as education, health and social care;
  - the introduction of the Social Value Act;

- unprecedented reductions in public expenditure especially central government grant to local authorities (£80m over 5 years);
- the prospect that the central government austerity programme will continue at least throughout the 2015 – 2020 Parliament irrespective of the general election result in May 2015; and
- an ever changing basis of local government finance.

1.6. The local context for the programme includes:

- the Council's objectives and priorities;
- the high level of digital engagement across the City and rising public expectation to access and transact services and information digitally;
- a strong a vibrant local voluntary and community sector;
- demographic change; and
- the needs, views and aspirations of residents, businesses and communities

1.7. The Council and Cabinet have recognised that given the local and national context, currently and for the next five or more years, change is inevitable and that the traditional local authority approach to incremental change and budget reductions will not suffice. There has to be a transformative Rewiring Programme designed to ensure:

- effective outcomes for residents
- the Council strengthens its relations with residents through listening and responding to the public to
  - enhance democratic participation
  - improve service outcomes
  - improve access and sustainable service provision
- fairness and a major contribution to the Council's fairness agenda



- services are targeted where appropriate at those most in need and where they can maximise their impact
  - empower communities and individuals to take more control of and responsibility for their own lives, services and communities
  - shift the balance between preventive and reactive services
  - the Council is financially secure for this and the next Spending Review period.
- 1.8. Consequently the Council is committed to being a 'Co-operative Council' and has undertaken a major engagement exercise over the last two months. This has involved conversations with 7,800 residents and what they are telling the Council is set out below in Section 4.
- 1.9. An officer transformation team and CMT have undertaken a programme of analysis and option appraisal for place based, children's, adult care and customer services. This programme has involved staff across the Council and the York Community Voluntary Service, which has seconded a member of staff to work alongside the Council team.

## **2. Adult Social Care & Place Based Services**

- 2.1. This report focuses on the engagement process and proposals for Children's Services. In November, proposals for the transformation of Adult Social Care and Place Based Services will be presented.

## **3. Service delivery criteria**

- 3.1. The service delivery options set out in this paper and the appended business cases have been designed and tested against the wider Rewiring Programme objectives. Above all they have been designed in response to what residents said through the engagement exercise.
- 3.2. They have been designed in accordance with the Council's equalities and fairness policies, and its commitment to be being an exemplar employer.
- 3.3. Whilst a wide range of services will remain 'in-house' and be directly managed and delivered by employees of the Council, where we contract with the private sector:

- there will be consultation on the business case before a final decision is taken to instigate a tendering process;
- there will be early dialogue with potential providers as part of the commissioning process to understand what might be possible and on what terms;
- a holistic social and value for money assessment will be undertaken to take in to account social and economic impact of any proposals on the City, the Council, its partners and its employees;
- avoidance of traditional outsourcing to the private sector wherever possible and instead the adoption of new public/private models;
- where possible (and legal) preference will be given to social enterprises, voluntary and community sectors, local SMEs and staff led mutual's;
  - and support where feasible and not contrary to procurement and 'state aid' rules will be made available;
- where possible, practical and in line with procurement regulations, any private sector providers will be required to:
  - adopt excellent employment standards including the Living Wage, professional and personal development and trade union recognition;
  - adopt 'open book accounting' to standards set by the Council; and adopt 'profit share' arrangements
  - publish details of financial and operational performance;
  - be subject to political scrutiny;
  - demonstrate added social value;
  - make available details of the organisation's ownership and underlying business model and be required to notify the Council of any intended changes; and its remuneration policy; and
  - involve service users and staff in any procurement process, service design, performance monitoring and review and have an ability to challenge client and provider; and an element of a provider's payments will be based on user and resident satisfaction.

- 3.4. In order to be able most effectively to work with alternative service providers and to ensure that any proposals are adequately assessed it is proposed to enhance the commercial capacity and skills within the Council. It will be necessary even for assessing 'in house' service provision options and to support potential staff mutual's and co-operatives to have strong commercial expertise.
- 3.5. This would focus on:
- contributing to policy development
  - risk assessment and management
  - commercial costing
  - market intelligence – immediate and long term
  - market development (where required)
  - procurement and linking this to commissioning without conflating the two; and supporting commissioning across the authority and its partners
  - contracting and contract management
  - supporting the development of new models including 'spin outs'
  - supporting third and community sector providers
  - supporting politicians, managers and others across the organisation to understand the basics of commercialism in public service
- 3.6. Where service charges are to be applied to services provided by the Council or external providers, only the Council will be able to set the level of these charges. They would only be applied where it is legal to do so, there is a net financial benefit, there is no disincentive to those most in need of the service not to use it and where charging would be compliant with the Council's fairness objectives.

#### 4. Our engagement with York's community

- 4.1. In July, Cabinet agreed to a period of engagement with residents, partners and businesses to learn what was important to them. Although not a formal consultation, we have engaged with over 7800 people (1700 on Children's proposals) through a number of different activities. These include open days at Council offices, conversations with residents on the buses, using social media, workshops with Parish Councils and Resident Groups and sessions with different stakeholder groups. We have worked with York Community and Voluntary Service to engage with communities of interest so that we consider the views of as many residents as possible.
- 4.2. We have learned that people love living in York but they do not just see the postcard image. They recognise there is a need for change and improvement in some services.
- 4.3. Although we had conversations with people around a number of different issues the common themes that emerged were that people:
  - want the Council to prioritise front line services such as street care, highways, litter and waste;
  - asked us to reduce bureaucracy;
  - see protecting vulnerable people as important;
  - want the Council to deliver more services online;
  - would like access to facilities for young people;
  - want to keep the city centre feeling safe and with less alcohol; and
  - asked us to be transparent, even when we are in the wrong.
- 4.4. People said they wanted the Council to just get on with the job and tell them when we need their help. They want the Council to consult residents before we want to make any changes so they can help us think through the implications. They also want us to demonstrate that we have listened, even if proposals go ahead unchanged.

- 4.5. The Council and its partners will work with residents, communities and businesses to respond to the feedback and the proposals in this section begin that process.
- 4.6. Looking specifically at the feedback from parents regarding the Early Years Service, the most significant response was that they strongly want to maintain the Children's Centre buildings we currently have. The Council's original view had been to reassess the demand and need of the buildings as part of a move towards targeting services to the most vulnerable in the City. By listening to what people actually want, they have influenced the debate and we will now work with parents and others to maintain the current provision. This can only be achieved if communities play a greater role in owning and managing the centres and we will work with them to achieve this.
- 4.7. In terms of services to young people, the Council proposes to relocate Castlegate based services to West Offices. This provides an enhanced and co-ordinated post 16 young people's service as an alternative to the current service provided from Castlegate by the Personal Support Inclusive workers. The new service will work together with existing council services such as Housing, Benefits, York Learning and Future Prospects and with partners including Job Centre Plus, Citizens Advice Bureau and others to deliver the support currently given under one roof.
- 4.8. Further proposals centre on schools and are influenced by school heads. These include having a small team to support school to school peer led improvement and also providing a traded service as required. Heads acknowledge that schools have the expertise and leadership to best drive improvement, supported by the Council where required.
- 4.9. In relation to Place Based services, residents have already told us that waste and recycling are important to them. Residents recognise that they have a part to play in keeping the City clean and tidy and a role in the City's sustainability through recycling. In addition, the following themes emerged from discussions with residents, communities, businesses and our partners.

- Some areas of the City have a very strong community capacity and willingness to be involved whilst others are not as strong;
- Communications need to be improved such as:
  - access to information;
  - more accessible channels to feedback and communicate with other community groups, the council and partners;
  - discussion with residents about changes to traditional services such as grass cutting and green waste; and
  - support and training for people in the community to work with us.
- Greater support for volunteer organisations to sustain a strong core of volunteers and develop the service offering;
- Communities want better access to the Council's (and its partners') assets and resources. They want the Council to support and enable community groups to develop rather than act as a gatekeeper. They also want influential community members such as 'Community Wardens' to be encouraged to network and share knowledge.

4.10. Our proposals for Place Based services will be set out in November but they will include two different community safety projects. In The Groves we will work with community groups led by the Residents Association to tackle issues around drugs, alcohol and intimidation. In Rural West we will work with our partners and communities to strengthen communication and networking between villages and provide access to resources to help resolve problems such as cold calling.

4.11. After collaboration with Innovate York, the Council will work with communities to design and own a sustainable-living app will provide refuse collection reminders, recycling and up cycling (where waste or useless products are converted into something that can be used) advice, tips on sustainable best practice and sustainable news and information about events.

4.12. At the Council's open engagement events people said that the adult social care services that really mattered to them were mental health services, having good carers, home care, good social care and protecting vulnerable people.

- 4.13. The biggest changes they wanted to see were a one-stop shop for adult social care/care of the elderly, inclusive support, suitable adult social care equipment and care tailored to individual needs.
- 4.14. Residents expressed the view that health and social care advice, information and services needed to be brought together more. Particularly carers commented that it made little sense to deal with two organisations when much of their activities overlapped. The council's work on a series of Better Care Fund projects with York Hospital and the Vale of York CCG will provide the basis for further integration and this will be set out in the November Transformation Paper.
- 4.15. During October a specific engagement campaign will take place with residents receiving adult social care services, their carers and our partners. Outcomes from this will be reported in November.
- 4.16. Overall the community engagement activity has given valuable insight into what is important to residents and communities and this has influenced the proposals made in this paper. It is important to stress that this is not a one-off engagement campaign; rather it is our new approach to ensure the Council puts residents at the heart of everything we do.
- 4.17. The Council will commit to explain decisions which it takes especially when these are taken for good reasons but are not inconsistent with the immediate views of residents and users. These may be taken for legal, financial, sound operational or even political reasons. This is inevitable especially in a democratic local authority but the key is transparency, explanation and accountability.

## **5. How we work in the Council**

- 5.1. The feedback we have received from residents, staff, elected members and partners challenges the way the Council works. We also recognise that in the face of significant staff reductions and an increased demand for services we have to work hard to support our staff to make the changes that will be required.
- 5.2. In order to put residents first, the Cabinet Paper in July set out the behaviours the Council wants to encourage to help become

more responsive and flexible. This shift change signals that we want to become modern public servants, who are outcome focused, accountable, entrepreneurial, professional and ambassadors for the community.

- 5.3. This is a planned and systematic approach to align our strategy, people and processes. This is not just about behaviours; procedures will have to be reviewed and changed, for example performance management and levels of delegated authority. It is a long-term programme where the impacts will be cumulative over time and requires Members and senior managers to lead by example.
- 5.4. We already know that the Council's workforce is eager to transform and deliver excellent customer service. The Rewiring programme provides the framework to do this so that staff can provide a better experience for residents and customers. Therefore we need to commit to review and reform procedures and processes.
- 5.5. We reported in July that a review of the current position had been conducted and that we were engaging with residents to gain their perspective of our organisation and the changes we need to make. The review highlighted that some aspects of our culture and approach need to be overhauled.
- 5.6. We now know from our engagement with residents what is important to them when they interact with our staff. They said the changes they wanted to see were:
  - staff listen to them;
  - staff are experts in their particular area;
  - staff provide ongoing feedback to keep people informed;
  - we are efficient, more transparent and communicate better;
  - we explain what we are doing and what we will not do;
  - we work together as a Council;
  - we use our common sense;



- we engage with residents better and encourage communities to take charge;
- 5.7. These expectations align with the Council's four values and we are now able to outline our plans for transforming internally to meet the expectations of our residents and the external changing environment. Senior managers have given considered thought to what is required and a comprehensive action plan, developed with staff, is now in place that will:
- strengthen leadership capacity and capability at all levels including elected Members;
  - develop the culture we want to establish;
  - fully engage staff in transforming how we work; and
  - enhance the skills of our staff and attract high calibre candidates.
- 5.8. During October we are holding a series of engagement sessions for all staff that aim to focus everyone on listening to and working with residents and communities. The sessions will be led by senior managers and include a short film featuring City of York residents and businesses. They will also increase awareness of how we are transforming to respond to residents needs and demonstrate how we are taking action on the issues raised by staff. In addition we will engage staff in suggesting how we work together to deliver an excellent service with the resident at the heart of it.
- 5.9. The approach demonstrates our commitment to continuously involve and engage staff in designing and developing how we transform so that real progress can be made.
- 5.10. Collectively the activity we have planned will help enable the Council to change how we do things in line with residents' expectations as well as improve our systems, processes and structures. The aim is to create a truly engaged organisation that achieves:
- better business performance;
  - high staff retention;
  - a strong sense of purpose and identity;

- highly energised, productive and innovative staff;
- an attractive reputation;
- accountability; and
- sustained long-term success.

5.11. Our residents and customers will benefit from seeing the changing relationship we want to achieve:

- By proactively creating opportunities to engage with residents and communities we will understand what they want to achieve for themselves, their community and the City of York. Together with our partners, we will work with them to deliver this. Residents will feel that we have listened, they have influenced and we have delivered the right outcomes for the city.
- Our customers will experience a consistently excellent level of customer service across the Council. We are working hard to achieve the Customer Service Excellence Award that will recognise our commitment to this. We will have a Council where staff are focused on delivering results for the customer rather than adhering to a process.
- As leaders we will set the tone for the organisation and continuously engage with our staff through the organisational development activity our behaviours will change. We will become a more cooperative Council, working together, living our values, behaving as our customers expect and being willing to go the extra mile. This will help our customers to feel valued and City of York's reputation as an excellent Council will grow.
- By introducing an ICT system to record and report contact with residents from a variety of channels, customers will only have to tell their story once. All frontline staff will have access to the same information and will take responsibility for co-ordinating activity across a number of areas. Customers will experience a seamless service where issues are resolved more quickly.
- By aligning the behaviours we expect with the right systems and processes, the Council will be better placed to act on its promises, have access to up to date information on-line and

communicate regularly through the resident's medium of choice. Our customers will feel informed and know what is happening at every stage in the process. Customers will know that City of York Council puts residents first and they can trust us to make the right decisions. They will also know that when we get it wrong, we will be honest and work with them to find the right solution.

- Over time the impacts of the activity to improve how we work internally will increase the level of staff engagement. An outcome of this is increased performance and residents will see an improvement in the level of service provided by the Council.

5.12. The activity to develop the culture and behaviours will evolve as we transform how we work. The Council will provide regular updates to Cabinet on the progress made and the outcomes for residents and customers.

## 6. Implications

- It should be noted that all of the Transformation projects will have significant implications in terms of Financial, Procurement, Legal, ICT, and HR support.
- The programme is dependant upon a significant input from these areas of expertise. The issues, and options, within the programme potentially involve major new procurement activity, major systems change, fundamental changes in delivery method, and major staff changes.
- Ensuring the capacity and skills needed to support the Rewiring programme (alongside major other savings not within the transformation programme and many other major projects), will present a significant challenge.
- **Financial** – Individual projects will develop further detail throughout the engagement period and the resulting revised options and business cases will have financial implications. These proposals will be considered by Cabinet in October 2014. Individual proposals also may create procurement events e.g. implementation of digital channel;
- **Human Resources (HR)** – The report acknowledges that during the implementation of proposals, there will be an

impact on council resources. The report also identifies that an Organisational Development Programme will be created;

- **Equalities** – The actions in this report further the Council's commitment to equalities;
- **Legal** – A number of the proposals within this report will lead to different delivery arrangements for some existing council services. Legal expertise and advice will be sought accordingly.
- **Crime and Disorder** – None;
- **Information Technology (IT)** – The Re-wiring Public Services will depend on ICT services to support a new phase of on-line services;
- **Property** – It is likely that changes will be made to the Council's asset base as a result of the rewiring programme. Property colleagues will be consulted as appropriate.
- **Other** – None.

## 7. Recommendations

7.1. Members are recommended to :

- note that extensive engagement has taken place as agreed by Cabinet in July and the priorities that residents have expressed;
- approve the 3 Children's Services business cases.
- agree that a further update on the organisational development plan be brought to Cabinet in November as part of our commitment to report regular progress.

Reasons:

- the phased approach will allow Children's Centres to become more sustainable, develop community capacity and support the long term vision for Whole Family Support;
- the approach for Phase 2 of the transformation of Services to Young people will allow for the savings target to be achieved
- support the closure of Castlegate and the re-provision of services from West Offices will build a sustainable model which has the flexibility to respond to schools needs;

**Contact Details**

<b>Author:</b>	<b>Cabinet Member and Chief Officer responsible for the report:</b>		
Stewart Halliday Assistant Director Transformation & Change Tel No.01904 553402	Cllr Daf Williams, Cabinet Member for Finance and Performance		
Fiona Murie Consultant, Transformation Programme Office of the Chief Executive	Chief Officer's name Kersten England Chief Executive City of York Council		
	<b>Report Approved</b>	√	<b>Date</b> 26/09/2014
<b>Specialist Implications Officer(s)</b>			
<b>Wards Affected:</b> All			√
<b>For further information please contact the authors of the report</b>			

**For further information please contact the author of the report**

**Background Papers:**

[July 2013 Annual Performance Report](#)

[Peer Review Letter](#)

[Response to Peer Review](#)

[LGA Summary Document of Rewiring Public Services](#)

Better Care Fund Application

**Annexes**

Annex 1 – Early Years Business Case

Annex 2 – Services to Young People Business Case

Annex 3 – School Improvement and Skills Business Case

**Glossary of Abbreviations used in the report:**

CAN's – Communities and Neighbourhoods

CCG – Clinical Commissioning Group

CiN – Child in Need

CMT – Corporate Management Team

CPP – Child Protection Plan

DfE – Department for Further Education

HR – Human Resources

IAG – Information, Advice and Guidance

ICT – Information and Communications Technology

IDACI – Income Deprivation Affecting Children Index

LA's – Local Authorities

LAC – Looked After Child

LDD – Learning Difficulties and Disabilities

NEET – Not in Employment, Education or Training

PSI's – Personal Support Inclusion Worker

SEND – Special Educational Needs and Disabilities

SME's – Small and Medium Enterprises

SICG – School Improvement Commissioning Board

SOA – Super Output Area

YEP – York Education Partnership

# **Children's Services, Education and Skills Transformation Programme**

## **BUSINESS CASE – EARLY YEARS**

**Author: Alice Beckwith**

**Owner: Jon Stonehouse**

**Release: v 2.0**  
**Date: 29/8/14**

## 1. Introduction

This document provides the outline business case for the proposed transformed Early Years Service as part of the Children's Services, Education and Skills Transformation Programme.

Within the document, our proposed themes for transformation are described and Members are asked to approve the new model for implementation.

## 2. Context

The Rewiring Public Services Programme is the City of York Council's transformation programme and was introduced in October 2013 to help the Council effectively manage the major challenges ahead. The transformation programme recognises that we need to be a more responsive and more flexible Council – a Council that puts residents first.

As part of the Re-wiring programme, Children's Services Education and Skills is transforming the way it delivers Early Years services from Children's Centres with a saving of £400k attached to this project.

## 3. Underpinning Principles

Across the work of transformation programme, we will adhere to the following principles:

- We will always protect the most vulnerable
- The transformation programme will ensure that defining the role of the local authority as the champion of better outcomes for all children and young people in York is maintained through this programme
- The transformation programme will ensure that the local authority maintains its statutory duties whilst working with partners to develop innovative models of service delivery through maintaining local relationships and enabling local partnerships and local solutions e.g. cluster based models of delivery
- To ensure a cohesive offer remains in place across the new service delivery arrangements.



#### 4. Priorities

The priorities for Early Years services that will direct the transformation programme are:

- To narrow the gap between disadvantaged children and the rest
- To deliver a transformed Early Years Offer which is co-design, co-delivered, flexible and sustainable
- Preserving a Children's Centre offer, vision and the outcomes
- Focus on quality places for vulnerable 2 year olds, CiN, LAC and CPP children and the expansion of places.
- Improve outcomes for children in the IDACI/SOA areas and children for vulnerable groups pre birth to 5 years
- For all children to be school ready
- Increase and support Early Help and Early Intervention in Early Years
- To improve health and wellbeing of all early years children;
- Partnership working to implement a range of integrated child and health services

#### 5. Current Model

##### 5.1. Children's Centres

The core purpose of the Children's Centres is to reduce inequalities for children and families in the greatest need and to improve the following outcomes:

- child development and school readiness
- parenting aspirations and parenting skills
- child and family health and life chances.

There are currently 9 Children's Centres in York

Seven of the centres have co-located Health and Social Care professionals. All centres deliver a core universal offer providing access to services for a population of over 10,000 children age from pre birth to 4 years old.

##### 5.2. Services

The services available through Children's Centres focus on early learning; information and activities for families; adult learning and employment support; integrated child and family health services and targeted parenting and family support.

The Universal offer is open to any family with children under 5.

Services are also provided for vulnerable families. These families have normally been referred into these services due to identified specific needs and require targeted support.

Children's Centres are currently open 5 days per week. Whilst the Centres are predominantly open to the public from 8.30-5pm, reception areas close during lunchtime and from 4pm so there is limited access to the public at this time.

### 5.3. Staffing

All Centres have a Children's Centre leader (manager), an information champion and a team of Children's Centre support workers.

### 5.4. Key Stats

Children's Centre	Carr	Clifton	Haxby Road	Hob Moor	Knavesmire	New Earswick	St Laurences	Westfield	The Avenues
No of children registered	890	894	642	967	914	753	659	615	806
Total foot fall into Centre	529	482	311	537	512	393	336	386	407
No of Groups run from Centre	18	26	23	26	20	18	28	20	23
No of groups run by CYC	10	6	10	7	6	6	10	10	8

## 6. Engagement and Consultation

There has been extensive engagement and consultation. An initial open engagement activity took place where residents, partners and stakeholders were invited to comment on how they would transform Children's Centre Services. Around 600 responses were received with strong positive messages about knowledge of the staff, opportunities for meeting other parents, access to support for parents and a real appetite to be involved in running groups as volunteers. Based on engagement feedback, the following 4 options were developed to go out to consultation

## 6.1. Options

### Model 1

The three main children's centres, serving areas of greatest deprivation, would remain open all year and would maintain their current opening hours. These are: Clifton in the north, The Avenues (Tang Hall) in the south east and Hob Moor in the west of the city. The other six centres would remain open, but with reduced opening hours. In these six centre parents, volunteers and community groups would be encouraged to use the buildings to run and participate in local activities.

### Model 2

Six of the nine children's centres would remain open full time, two in the north, two in the south east and two in the west of the city, with the three main centres Clifton, The Avenues and Hob Moor closing or being used as community venues. Parents, volunteers and community groups would be supported and encouraged to use the 6 buildings to run and participate in local activities

### Model 3

Three of the nine centres would remain open: - Clifton in the north, The Avenues (Tang Hall) in the south east and Hob Moor in the west of the city. Six centres would be closed.

### Model 4

Children's Centres Services would be run by alternative providers. For example, the voluntary sector (local or national); a social enterprise, a charity, a private provider or a school. The council's role would be to commission services and then co-ordinate, monitor, and ensure such services are of a good quality and meet priority local needs.

## 6.2 Response to Consultation

1700 responses were received in total. The majority of feedback supported Models 1 and 2. Feedback indicated that those who responded value the importance of the Centres as places for parents to meet and receive services. It is clear from the consultation that people value their Children's Centre. The majority of respondents state a willingness to consider a different configuration of Children's Centres but not at the expense of their

local centre. The consultation process indicated an overwhelming preference for accessible provision within local communities.

Coming through strongly from the engagement feedback was that more parents would like to volunteer to run non statutory groups but previously felt they haven't had the opportunity to do so.

The detail of the Engagement and Consultation can be found in Annex A.

## **7. Outcomes**

It is imperative that the key outcome of this transformation programme is to deliver a co-designed, flexible Children's offer which has longevity to take us through to 2020.

The outcomes are intended to achieve:

- improved outcomes for young children and their families
- reduction in inequality between families in greatest need and their peers in relation to:
  - child development and school readiness
  - parenting aspirations and parenting skills
  - child and family health and life chances.

## **8. Recommended Model**

The proposed model is in response to the consultation, with the public clearly stating they value local places and local service delivery. In order to provide both what the public require and the service needs it is recommended that a phased approach to the transformation of Children's Centres is adopted.

The phasing will ultimately blend the models consulted on; adopting whichever model fits each community the best. This however will take time to achieve and must be based on information gathered and community needs. Therefore the below phased approach is recommended.

### **8.1. Phasing**

Phase One from 1<sup>st</sup> April 2015 – Implement Model 1.

This model means that no Children's Centres will close in this first phase, however the Centres will only be open for part of the week

initially. The Early Years service will operate out of the building for part of the week, concentrating on targeted, statutory provision to our most vulnerable families. Volunteers, other council services and partners will be enabled, encouraged and trained to deliver non statutory Universal services to the rest of the community.

The centres will operate in a cluster model and each cluster will consist of 1 hub and 2 satellites.

The majority of the savings will be achieved through reductions in staffing. The main reductions will be in management and front of house staff keeping reductions to the front line workers to the minimum. This model would result in the loss of three front line workers.

#### Phase Two – Assess Community Take Up

Once phase one is embedded, a clearer picture will be developed regarding the capacity for the community to deliver the non statutory early years offer. Whilst the message came out strongly from engagement that Parents and Volunteers would be keen to run groups, it is important to gauge the reality of this. Once this is done, each Children's Centre will be evaluated, taking into consideration the alternative community venues available in each area and the level of volunteer take up. Decisions can then be made regarding the viability of the building as a community resource.

#### Phase Three – Whole Family Support

The longer term strategy is to focus more closely on family needs and encourage further integration of services with other agencies to provide whole family support and early intervention and prevention. The intention is to roll this model out into the communities and use the best facility each area has to offer. In some areas, the Children's Centre is likely to be the most appropriate venue, in other areas it may be an alternative community hub will be used and the Centre is closed.

This recommendation is in line with the long term CYC strategy to empower communities to deliver services and become more resilient.

## 8.2. Team Focus

The transformed Children's Centre service will focus on early intervention and family support, ensuring that families in greatest need are prioritised and recognising that the early response to problems can often prevent escalation where formal intervention is required

Community delivery of services will be developed with opportunities to use centres by others and developing community capacity this will be supported by the local authority.

A summary of the revised offer is tabled below

Universal	Applies to all children - will be run by community groups/parent volunteers or delivered by existing services (eg Private company)
Perinatal to 2 years (universal targeted)	Early intervention model which will be directly delivered by Children's Services Teams and Partners. Consistent and systematic access to information and advice at key stages of a child's development pre birth to two years.
Targeted	All targeted provision to be delivered by Children's Services Teams and Partners Eg - Vulnerable children accessing Early Education offer Provision for vulnerable groups pre birth to 3 years
Intensive Home Visiting	Pre birth to 5 – delivered by Children's Services Teams and Partners

## 9. Community Impact Assessment

The summary of the Community Impact Assessment is as follows:

**Positive impact.** This model meets the top recommendations of the Engagement process and ensures that centres are available in local communities. This model will build community capacity and empower parents to be involved in the delivery of services. As services have an increased focus on those in need, access may be improved further.

The outreach services for the most vulnerable families or target groups i.e. service families will continue to mitigate against disadvantaging those who have a greater distance to travel to access children's centre service.

A comprehensive communication and information plan will be put in place to ensure customers understand the availability of services for early year's children in their communities and the children's centre role in that.

The full CIA can be found in Annex B and a summary of the CIAs for alternative models in Annex C

#### **10. Funding**

The proposed model will be funded by general funds and achieves the target savings of 400k.

#### **11. Recommendation**

It is recommended that Cabinet approve the phased approach in order for Children's Centres to become more sustainable, develop community capacity and support the long term vision for Whole Family Support.

## Appendix A

**ANALYSIS OF RESPONSES TO CHILDREN'S CENTRES CONSULTATION AUGUST 2014**

	Model 1	Model 2	Model 3	Model 4	
<b>Centre</b>	<b>3 Main centres 6 satellites</b>	<b>6 Small Centres</b>	<b>3 Main Centres</b>	<b>Commissioned Service</b>	<b>TOTAL</b>
Carr	6	77	13	2	98
Clifton	63	69	119	7	258
Haxby Road	19	175	10	2	206
Hob Moor	19	38	58	1	116
Knavesmire	21	110	3	4	138
New Earswick	13	64	7	1	85
St Lawrences	12	45	0	3	60
The Avenues	52	20	73	0	145
Westfield	6	92	5	0	103
West Offices	5	10	0	0	15
Online	215	193	57	34	499
<b>TOTAL</b>	<b>431</b>	<b>893</b>	<b>345</b>	<b>54</b>	<b>1723</b>

The number of responses for each model from the hub sites, smaller centres and via online has been scored as follows: -

4 points for the highest number of responses, 3 points for the second highest number of response, 2 points for the third highest number of responses and 1 to the lowest number of responses

	<u>MODEL 1</u>	<u>MODEL 2</u>	<u>MODEL 3</u>	<u>MODEL 4</u>
<b>POINTS</b>	<b>3 Main centres 6 satellites</b>	<b>6 Small Centres</b>	<b>3 Main Centres</b>	<b>Commissioned Service</b>
Online	4	3	2	1
Hub Sites	3	2	4	1
Small Centres	3	4	2	1
<b>TOTAL</b>	<b>10</b>	<b>9</b>	<b>8</b>	<b>3</b>



## SECTION 1: CIA SUMMARY



## Community Impact Assessment: Summary

**1. Name of service, policy, function or criteria being assessed:**

Early Years Children's Centres transformation

**2. What are the main objectives or aims of the service/policy/function/criteria? .****Phase One from 1<sup>st</sup> April 2015 – Implement Model 1.**

This model means that no Children's Centres will close in this first phase, however the Centres will only be open for part of the week initially. The Early Years service will operate out of the building for part of the week, concentrating on targeted, statutory provision to our most vulnerable families. Volunteers, other council services and partners will be enabled, encouraged and trained to deliver non statutory Universal services to the rest of the community.

**The centres will operate in a cluster model and each cluster will consist of 1 hub and 2 satellites.**

## The Service

Children's Centres work together with partners to support families with children from birth to five. The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances

## Specifically:

- Children's Centres work 1:1 with parents and their children to support them with parenting of young children (from pregnancy to age 5) This is often called family support or home visiting
- Children's Centre Support Workers advocate for young children (birth – five) and their families on integrated support plans
- Children's Centres provide specialised groups where parents bring their children to help them practice and learn key developmental activities that help their child to develop and grow.
- Children's Centres provide weekly information and advice sessions with health colleagues for all parents to find out what to expect at key developmental stages, encourage their child's development and how to keep them safe. This is called the Universal Parenting Track
- Children's Centres work with other partners and volunteers to develop 'stay and play' groups in the local community where parents bring children to socialise and play with others These are often called 'drop ins' and are universal groups
- Children's Centres work with partners to provide parents with opportunities to build personal skills and access training and employment
- Children's Centres provides a range of evidence based parenting support groups, targeted at parents with the most needs with the youngest children

- Children's Centres support families to access early education and childcare

Children's Centres are a 'concept' as well as a workforce and a group of buildings. The concept is that they recognise the needs of very young children (from pre-birth to age 5) in a community. They assess these needs and then deliver services or work with partners to make sure that the right services are available.

Children's Centres are the 'body' that make sure that the right services are in place for children before they go to school and that the more vulnerable children are accessing these services

**3. Name and Job Title of person completing assessment:**

Paula Richardson Acting Head of Service Early Years

**4. Have any impacts been Identified? (Yes/No)**

Yes

**Community of Identity affected:**

Age

**Summary of impact:**

Positive impact. This model meets the top recommendations of the Engagement process and ensures that centres are available in local communities. This model will build community capacity and empower parents to be involved in the delivery of services. As services have an increased focus on those in need, access may be improved further.

The outreach services for the most vulnerable families or target groups i.e. service families will continue to mitigate against disadvantaging those who have a greater distance to travel to access children's centre service.

A comprehensive communication and information plan will be put in place to ensure customers understand the availability of services for early year's children in their communities and the children's centre role in that.

**5. Date CIA completed: 26/09/14**

**6. Signed off by:**

**7. I am satisfied that this service/policy/function has been successfully impact assessed.**

**Name:**

**Position:**

**Date:**

8. Decision-making body:	Date:	Decision Details:
<p><b>Send the completed signed off document to <a href="mailto:ciasubmission@york.gov.uk">ciasubmission@york.gov.uk</a> It will be published on the intranet, as well as on the council website.</b></p> <p><b>Actions arising from the Assessments will be logged on Verto and progress updates will be required</b></p>		

**SECTION 2: CIA FORM**

**Community Impact Assessment (CIA)**

<b>Community Impact Assessment Title:</b>	<b>Early Years - Children's Centre Transformation</b>
<p>What evidence is available to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect on quality of life outcomes? (Refer to guidance for further details)</p> <p>Can negative impacts be justified? For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people. NB. Lack of financial resources alone is NOT justification!</p>	

**Community of Identity: Age**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None )	Staff Impact (N/P/None)
<p>The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p><a href="https://www.gov.uk/government/publications/sure-start-childrens-centres">https://www.gov.uk/government/publications/sure-start-childrens-centres</a>.</p> <p>All Childrens Centres are currently one stop shops for young children, their parents, child minders and other carers. They offer family support and outreach; access to health and wellbeing services; and to advice, information and guidance; including access to Jobcentre Plus services. All Children's Centres provide a range of services, focusing on early</p>	<p>Health Education Individual, family and social life Participation, influence and voice.</p>	<b>Positive</b>	<b>None</b>

<p>intervention to provide a seamless service for families with children from pre birth onwards.</p> <p>There are 10,703 of York's population who are aged 0-4. 73% (7773) are registered with a children's centre. 78% (3207) of the 0-4's living in less than 50% IDACI areas are registered with a children's centre. 87% of all Children Aged 0-4 living in less than the 10% IDACI Areas are registered with a children's centre. 100% Teenage Parents are registered</p> <p>Staff profile; Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p><a href="http://colin.york.gov.uk/beSupported/HumanResources/current_staff/employees/supporting_transformation_overview/">http://colin.york.gov.uk/beSupported/Human Resources/current staff/employees/supporting transformation overview/</a></p>				
Details of Impact	<i>Can negative impacts be justified ?</i>	Reason/Action	Lead Officer	Completion Date
<p>Staff: There is not expected to be any positive or negative impact upon this community of identity.</p> <p>As deleted posts may be located at higher levels within the structure, this may have the potential to affect more experienced employees (ie longer serving and possibly therefore older) than younger employees. However appointments do not take account of age and it is possible that skilled and</p>		<p>Ensure a comprehensive communication and information plan is in place</p>	<p>Paula Richardso</p>	<p>April 2015</p>

<p>experience, but younger, people are appointed to senior posts.</p> <p>Customers: This model meets the top recommendations of the Engagement process and ensures that centres are available in local communities. Following the analysis of the consultation results which indicated the importance of the Centre itself rather than purely the services delivered. The consultation revealed that people value their Children's Centre, are happy to consider closing venues but would prefer local service provision within their communities.</p> <p>This model will build community capacity and empower parents to be involved in the delivery of services.</p> <p>Children's centres are for children under the age of five and their families. The proposal for children's centres would have no impact on service users on the basis of age (i.e. age of users will remain the same). There may be a perception by universal families of a reduction of service. Services would continue to be targeted to children under five and their families living in poverty (including outreach work). As services have an increased focus on those in need, access may be improved</p>		<p>with clear, honest, timely and relevant communications to customers. To ensure a planned and sustained approach to communication and marketing to support the delivery of children's centres.</p> <p>This will manage and monitor communication with all involved in the delivery of services to children and their families through children's centres. Ensuring the customers understanding the availability of services for early year's children in their communities and the children's centre role in that.</p> <p>Volunteers and partners will need to be identified, enabled, encouraged and trained to deliver non statutory universal services to the rest of the community.</p> <p>Capacity needs to be established to ensure volunteer/communities are supported and trained e.g. training about equality, identification of vulnerability, safe guarding, quality, outcomes and impact. Regular supervision and monitoring also needs to be available</p>	<p>n</p> <p>Paula Richardson</p>	<p>April 2015</p>
---	--	---	----------------------------------	-------------------

<p>further.</p> <p>Teenage parents in particular generally require a greater level of engagement so could potentially be more affected by a reduction in budget impacting on the amount of universal provision. Teenage parents are recognised as a priority group for targeted support by children's centres and service providers will be required to demonstrate how they can continue to provide this support</p> <p>Low Income/Disadvantaged families - The proposed change to children's centres would have no impact on service users on the basis of income</p> <p>Wider City/rural - Although proposals may involve the merging of the management of some centres, services will continue to be offered through existing venues and outreach. Therefore, impact on rural areas should be minimal. The outreach services for the most vulnerable families or target groups i.e. service families will continue to mitigate against disadvantaging those who have a greater distance to travel to access children's centre service</p> <p>All under 5s and their families can access children's centre services. All under 5's will be able to</p>				
---	--	--	--	--

<p>access all three levels of programme support universal, targeted, intensive depending on need. Childrens Centre services are designed to meet the needs of all children aged 0-5 and their families. Outreach work will continue to be developed and targeted to meet the needs of the children pre birth to 5 years</p>				
---	--	--	--	--

**Community of Identity: Carers of Older or Disabled People**

<b>Evidence</b>	<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None )</b>	<b>Staff Impact (N/P/None)</b>	
<p>The core purpose of children’s centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances. <a href="https://www.gov.uk/government/publications/sure-start-childrens-centres">https://www.gov.uk/government/publications/sure-start-childrens-centres</a>.</p>	<p>Health Education Individual, family and social life Participation, influence and voice</p>	<b>None</b>	<b>None</b>	
<b>Details of Impact</b>	<b>Can negative impacts be justified?</b>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>
<p>Staff: There is not expected to be any positive or negative impact upon this community of identify</p> <p>Childrens Centres are designed to meet the needs of all children and their families, particularly those who may be</p>				



more vulnerable.				
Customers:- Access is unlikely to change for disabled children and parents, as services will largely continue to be offered in the same buildings, with a range of outreach services in local				

**Community of Identity: Disability**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None )	Staff Impact (N/P/None)
<p>The core purpose of children’s centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p><a href="https://www.gov.uk/government/publications/sure-start-childrens-centres">https://www.gov.uk/government/publications/sure-start-childrens-centres</a>.</p> <p>Staff: As above. Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines</p> <p>27 children 2-4 with a Disability who were registered with children’s centres in July 2014</p>	<p>Health Education Individual, family and social life Participation, influence and voice</p>	None	None

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
-------------------	---	---------------	--------------	-----------------

Children’s Centres are designed to meet the needs of all children and their families, particularly those who may be more vulnerable. Families of children with disabilities or special need				
--	--	--	--	--

<p>benefit from targeted support at Children's Centres. Support would continue to be required and centres will have to show how they can meet the needs of these families as part of the performance management process.</p> <p>Some centres work with the Portage Service to run groups specifically for children with Special Educational Needs. This targeted work will continue.</p> <p>We will take into account the use of local buildings for outreach services in relation to Disability Discrimination Act (DDA) to ensure people do not feel unable to take part because of accessibility.</p> <p>Access is unlikely to change for disabled children and parents, as services will largely continue to be offered in the same buildings, with a range of outreach services in local community venue.</p>				
--	--	--	--	--

<b>Community of Identity: Gender</b>			
<b>Evidence</b>	<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
<p>The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p><a href="https://www.gov.uk/government/publications/sure-start-childrens-centres">https://www.gov.uk/government/publications/sure-start-childrens-centres</a>.</p>	<p>Health Education Individual, family and social life Participation, influence and voice</p>	<b>None</b>	<b>None</b>

<p>Staff: Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines.</p> <p>Customer - Women, Men, boys, girls, carers (of children, disabled or older people) Characteristics of children and parents registering at children's centres are recorded in the Database. Internal profiling reports are generated to identify profiles for individual centres. This includes data on the number of fathers accessing services (a specific target user group for children's centres).</p>				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>More females are employed in the service so more females are affected by the restructure. Females are not disproportionately affected.</p> <p>The transformation of children's centres will have no impact on the basis of the gender of service users.</p> <p>Specific groups are set up to encourage the participation of fathers. The changes would have no impact on service users on the basis of gender.</p> <p>Building on existing good practice to engage and involve fathers and male carers in children's centre services is recognised.</p>				

**Community of Identity: Gender Reassignment**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/N)
----------	----------------------------	-------------------------------	-------------------------

			)	one)
			None	None
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon customers or staff.				

Community of Identity: Marriage & Civil Partnership				
Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
<p>The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p><a href="https://www.gov.uk/government/publications/sure-start-childrens-centres">https://www.gov.uk/government/publications/sure-start-childrens-centres</a>.</p> <p>Staff :- as above</p> <p>694 Lone Parents were registered with children's centres in July 2014.</p>	n/a	None	None	
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
There is not expected to be any positive or negative impact upon customers or staff. Lone parents benefit from				

targeted support at Children's Centres. Support would continue to be required and centres will have to show how they can meet the needs of these families as part of the performance management process				
---	--	--	--	--

**Community of Identity: Pregnancy / Maternity**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
<p>The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p><a href="https://www.gov.uk/government/publications/sure-start-childrens-centres">https://www.gov.uk/government/publications/sure-start-childrens-centres</a>.</p> <p>Staff: Transformation, recruitment, selection and support are undertaken in the context of equalities legislation and Council guidelines. More females are employed in the service so more females are affected by the restructure. Females were not disproportionately affected.</p> <p>Customer; - Pregnancy and Maternity - Pregnancy/ pre birth and the first two years of life are a specific priority user group for children's centre services. The profile of service users is recorded in the database.</p>		<p>Health Education Individual, family and social life Participation, influence and voice</p>	None	None
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date

<p>The change to children's centres would have minimal impact on service users on the basis of pregnancy /maternity</p> <p>During pregnancy parents are encouraged to engage in children's centre services at the earliest opportunity through midwife and health visitors. This will continue to be the case, but access may be via other children's centre venues rather than their current centre.</p>		<p>Ensure robust partnership working to implement a range of integrated child and health services through the JSNA.</p> <p>Ensure the LA Early Years is involved in discussions around Health Visiting as the commissioning responsibilities come to the LA in October 2015 to ensure an integrated service.</p>	<p>Paula Richardson</p>	<p>April 2015</p>
---	--	--	-------------------------	-------------------

<b>Community of Identity: Race</b>			
<b>Evidence</b>	<b>Quality of Life Indicators</b>	<b>Customer Impact (N/P/None)</b>	<b>Staff Impact (N/P/None)</b>
<p>The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.</p> <p><a href="https://www.gov.uk/government/publications/sure-start-childrens-centres">https://www.gov.uk/government/publications/sure-start-childrens-centres</a>.</p> <p>Staff – as above</p> <p>Customers- Characteristics of children and parents registering at children's centres are recorded in the Database. Internal profiling reports are generated to identify profiles for individual centres. This includes data on BME and Travellers, who are specific target groups.</p> <p>614 BME 0-4s were in July 2014</p>	<p>Health</p> <p>Education</p> <p>Individual, family and social life</p> <p>Participation, influence and voice</p>	<p><b>None</b></p>	<p><b>None</b></p>

100% Traveller children 0-4s are registered with the children's centres				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
Centres will be required to demonstrate how they can meet the needs of families from diverse ethnic backgrounds, based on demographic information for their area. Childrens Centre services are designed to meet the needs of all children aged 0-5 and their families. Outreach work will continue to be developed and targeted to meet the needs of Black, Asian and minority ethnic families and communities and traveller communities at a local level. Resources will continue to be targeted to ensure support to families who may find it difficult to access the services they need.				

**Community of Identity: Religion / Spirituality / Belief**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
The core purpose of children's centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting skills; and child and family health and life chances.	n/a	None	None

<a href="https://www.gov.uk/government/publications/sure-start-childrens-centres">https://www.gov.uk/government/publications/sure-start-childrens-centres.</a> Staff – As above Customers -Religion / Spirituality /Belief - Those registering at a children’s centre are not asked about their beliefs and so the profile of service users by faith is unknown. Access on the basis of faith would be unlikely to change				
Details of Impact	Can negative impacts be justified?	Reason/Action	Lead Officer	Completion Date
The transformation of Children’s Centres will have no impact on service users on the basis of Religion / Spirituality /Belief. Children's centres service providers are required to implement equal opportunities policies and to actively promote an inclusive culture. This will continue to be practise. There will be a continued expectation that staff and volunteers will understand a range of religions/beliefs and what they mean for families i.e. diet				

<b>Community of Identity: Sexual Orientation</b>			
Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
The core purpose of children’s centres is to improve outcomes for young children and their families and reduce inequalities between families in greatest need and their peers in: child development and school readiness; parenting aspirations and parenting	n/a	None	None



<p>skills; and child and family health and life chances.  <a href="https://www.gov.uk/government/publications/sure-start-childrens-centres">https://www.gov.uk/government/publications/sure-start-childrens-centres</a>.                  Staff – As above                  Customers -Those registering at a children’s centre are not asked about their sexual preference and so the profile of service users by this characteristic is unknown.</p>				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p>Children's centres implement equal opportunities policies and actively promote an inclusive culture. This will continue to be the practise</p>				

This page is intentionally left blank

# **Children's Services, Education and Skills Transformation Programme**

## **BUSINESS CASE – SERVICES TO YOUNG PEOPLE**

**Author: Alice Beckwith**

**Owner: Jon Stonehouse**

**Release: v 2.2**

**Date: 9/9/14**

## 1. Introduction

This document provides the outline business case for the proposed transformed Services to Young People as part of the Children's Services, Education and Skills Transformation Programme.

Within the document, our proposed themes for transformation are described and Members are asked to approve the new model for implementation.

## 2. Context

The Rewiring Public Services Programme is the City of York Council's transformation programme and was introduced in October 2013 to help the Council effectively manage the major challenges ahead. The transformation programme recognises that we need to be a more responsive and more flexible Council – a Council that puts residents first.

As part of the Re-wiring programme, Children's Services Education and Skills is transforming the way it delivers Services to Young People.

Phase one of the Services to Young People Transformation saw the Integrated Youth Services split into three new areas - Information, Advice and Guidance; Personal Support Inclusion Workers and Youth and Community Development. Phase 1 has been completed and achieved the savings of 340k

This document deals with the further stretch target of 500k in phase 2.

Whilst the proposals have been developed together in order to ensure synergy between the services, they will be outlined separately in this report.

## 3. Underpinning Principles

Across the work of transformation programme, we will adhere to the following principles:

- We will always protect the most vulnerable

- The transformation programme will ensure that defining the role of the local authority as the champion of better outcomes for all children and young people in York is maintained through this programme
- The transformation programme will ensure that the local authority maintains its statutory duties whilst working with partners to develop innovative models of service delivery through maintaining local relationships and enabling local partnerships and local solutions e.g. cluster based models of delivery
- To ensure a cohesive offer remains in place across the new service delivery arrangements.

#### **4. Priorities**

The priorities for Services to Young People that will direct the transformation programme are:

- To raise the aspirations of young people age 13 to 19 and up to 25 for disabled young people so that all young people realise their potential.
- To deliver a transformed Connexions Service which is clearly focused on the Local Authority's statutory duties to support vulnerable young people and improve their education and employment outcomes.
- To provide an improved and focused IAG post 16 offer to young people for young people who are NEET in partnership with Local Authority and public sector services and the voluntary and community sector.
- Building capacity within communities to provide an enhanced 'youth offer'
- To target resources at young people who are disabled and looked after and in specialist provision to improve their outcomes.
- To improve outcomes for young people or groups who are identified at risk of social exclusion or risky behaviours
- Building up young people's social and emotional capabilities so they can successfully take charge of their own lives.

## 5. Information, Advice and Guidance

### 5.1. Current Model

Information, Advice and Guidance is made up of the Connexions service, the Duke of Edinburgh service and the IAG service which is currently delivered from premises at Castlegate.

This service is made up of a team of Connexions Advisors, a team of Personal Support and Inclusion Workers (PSIs), Information, Advice and Guidance leads and Counsellors.

Connexions advisors work in schools, colleges and in the labour market delivering the local authority's statutory duty to support vulnerable young people at risk of NEET, including those disabled, looked after and disengaged from education age 13 to 19 (up to age 25 for disabled young people), focusing on providing careers advice, guidance support and challenge.

The PSI's provide post 16 advice support from Castlegate, on employment, Housing, Benefits and health, supporting those young people who are NEET by providing a holistic service to help young people to address barriers to education, employment and training.

The themes of this transformed service model was agreed at the July Cabinet and are as follows:

- Retaining a smaller core team of qualified advisers to deliver impartial careers information, advice and guidance to young people who are NEET or at risk of becoming NEET.
- Providing a traded service to schools to provide additional support to them in the delivery of their statutory responsibilities.
- Exploring the provision of services currently located at Castlegate through alternative venues.
- Ensuring resources are utilised and distributed effectively
- Building capacity within communities

## 5.2. Engagement and Consultation

Engagement and Consultation has been undertaken in relation to premises with young people who access services including via Castlegate and with professionals and partners who support this work.

This has shown that whilst 50% of young people consulted would prefer Castlegate to remain open, they would attend sessions at an alternative venue in the City centre. The response was less enthusiastic regarding a proposal of community based provision with a majority preferring a city centre venue.

## 5.3. Proposed Model

The proposal is to provide targeted support for the most vulnerable young people in order to enable them to access education, employment and training, in line with Council priorities to support young people in the York economy, particularly those who are most We will link with partners to add range and variety to the existing offer.

In response to consultation and after analysis of the services provided at Castlegate, the recommended model is to close the Castlegate service and relocate it to West Offices.

By relocating to West Offices, the service can offer a new reconfigured and coordinated post 16 young people's services as an alternative to the current service offered from Castlegate. The service will work in partnership with existing council services such as Housing, Benefits, York Learning and Future Prospects and partners including Job Centre Plus, Citizens Advice Bureau , National Careers Service and the Voluntary Council to deliver the support currently given by the PSI's.

This proposal will protect the current Connexions service which will have responsibility for delivering a targeted approach by supporting identified vulnerable young people age 13 to 19. The focus of the team will be to support young people with Education Healthcare Plans, Looked After Children and those disengaged from education.

The team will continue to support schools with their statutory duty and the new careers guidance agenda with it's focus on improved links between employers and schools.

## 6. Youth and Community Development

### 6.1. Current Model

Youth and Community Development transformation began in 2010 moving away from direct provision of youth work activities and centres and towards developing the ability of local communities to meet the needs of their young people. From June 2014 the new Youth and Community Development Team will become integrated with other locality based work within CANs, through the work of the Communities and Equalities team with a strong emphasis on coproduction and collaboration. This model will ensure that the authority continues to meet its duty as defined in statutory guidance section 507B of the Education and Inspection Act 2006.

### 6.2. Engagement and Consultation

Engagement and consultation with stakeholders has looked at the current synergies of work between the Youth and Community Development Team and Personal Support and Inclusion Service as well as across other service resources such as youth homelessness provisions, Children's Centres and LAC support to ensure targeting of resources takes into account these priority areas.

Engagement and consultation with staff has been focused on shaping the targeted offer; being clear about the difference that the small resources can make for identified young people.

Engagement and consultation with service users has been focused on targeted youth groups to ensure any changes to services, or collaboration with communities takes into account their particular needs as targeted, or otherwise isolated groups. Examples of this are with the Youth Council, Looked After Children projects such as Show Me That I Matter and the Altogether Active Youth Club, and the Choose2 disabled youth club. Young Parents have identified the benefits of streamlining approaches to gain better support and access in Children's Centres. Young people who have experienced the PSI Service have also indicated the benefits of the short intervention service in dealing with emerging problems before more escalating issues occur.



### **6.3. Proposed Model**

The recommended model is to build capacity within communities and support the voluntary, community and independent sector to develop the 'Youth Offer' based on this collaborative approach.

Using the available support and resources to enable this to happen will ensure a high level of quality provision. In addition to this, we want to increase coordination between Youth and Community Development and the Personal Support Inclusion (PSI) Service to ensure the targeted focus of city youth offer. By refining the current model we will create efficiencies in permanent and sessional staffing.

The Youth and Community Teams will be based out of four key area community hubs across the city to support existing community groups to continue to provide services to young people.

The New Earswick facility will be returned to Joseph Rowntree Foundation which will complete the relocation of existing user groups to other community provision

## **7. Personal Support Inclusion (PSI) Service**

### **7.1. Current Model**

The Personal Support and Inclusion (PSI) Service has been delivered under the management of the Youth Offending Team since 1<sup>st</sup> June 2014. The Service is a targeted provision for vulnerable young people aged 11-17 (up to 21 LDD). The aim is to improve outcomes for young people or groups who are identified at risk of social exclusion or risky behaviours. There is a core of work that runs throughout: building up young people's social and emotional capabilities so they can successfully take charge of their own lives.

Within this, we need to look at the offer to targeted young people, that it is appropriate and is well engaged with; that it reaches them and has the right agencies involved to create the best offer for the diverse needs of the groups.

## **7.2. Engagement and Consultation**

**As outlined in 6.2 – joint with the Youth and Community Development Team**

## **7.3. Proposed Model**

The PSI service will provide a preventative and targeted service for those young people at risk of poor outcomes particularly in relation to health and wellbeing, the edge of care, homelessness and offending. Since June 2014, this service has been delivered under the same management as the Youth Offending Team, ensuring a more co-ordinated response, with joint working.

The proposed model reduces staffing resource to achieve efficiencies in this area. Initially this may effect the capacity of the targeted service. The long term impact of this should be reduced by building community capacity and working more closely with relevant services.

## **8. Outcomes**

It is imperative that the key outcome of this transformation programme is to deliver a co-designed, flexible Children's offer which has longevity to take us through to 2020.

The outcomes are intended to achieve:

- Delivering a sustainable, targeted, statutory offer
- Working with communities to deliver non statutory services
- Joined up, holistic services for our Young People

## **9. Recommendation**

It is recommended that Cabinet approve the above approach for Phase 2 of the transformation of Services to Young people in order for the savings target to be achieved

It is recommended that Members support the closure of Castlegate and the re-provision of services from West Offices

# **Children's Services, Education and Skills Transformation Programme**

## **BUSINESS CASE**

**Author: Maxine Squire/Alice Beckwith**

**Owner: Jon Stonehouse**

**Release: v 1.0  
Date: 30/7/14**

## 1. Introduction

This document provides the outline business case for the proposed transformed School Improvement and Skills Service as part of the Children's Services, Education and Skills Transformation Programme.

Within the document, our proposed themes for transformation are described and Members are asked to approve the new model for implementation.

## 2. Context

The Rewiring Public Services Programme is the City of York Council's transformation programme and was introduced in October 2013 to help the Council effectively manage the major challenges ahead. The transformation programme recognises that we need to be a more responsive and more flexible Council – a Council that puts residents first.

Since 2010 there has been a growth of school autonomy. In the schools white paper, *The importance of teaching*, the government declared that 'the primary responsibility for improvement rests with schools themselves' (DfE 2010). In York the approach to school improvement since 2010 has been to develop systems to support sector led school improvement whilst preventing fragmentation. In 2011 this led to the formation of the York Education Partnership (YEP). Since 2010 local authorities have been changing their approaches to school improvement. Where local authorities continue to offer services, they are now increasingly doing so on a traded basis as one option among an increasingly diverse range of school improvement support. Local authorities are, however, expected to maintain oversight of local education provision, champion the interests of children, and commission school improvement from their local system-leading schools (Wilshaw 2013). These expectations underpin the transformation of the School Improvement and Skills Service in York which has been identified to deliver £350k transformation savings.

## 3. Priorities

The priorities within the City of York school improvement strategy that will direct the transformation programme are:

- Ensuring all schools are good or better, with and increasing number that are outstanding
- Raising attainment and achievement for all children and young people
- Improving life chances for all children and young people
- Narrowing the gap between the most vulnerable children and young people and their peers
- Further developing the LA's strategic role as a commissioner of school improvement services
- Working with schools and other partners to raise the aspirations of all children and young people

#### **4. Current Model**

Currently there is a large core team of school improvement advisers and subject consultants who provide advice and guidance across Early Years, Primary and Secondary settings and schools. The team is made up of professional, well respected employees who are qualified to give a wide range of advice, support and challenge to primary and secondary schools. The work of the advisers in the team tends to be at a whole school strategic level and is focused on quality assurance, strategic leadership and monitoring school performance and intervention. The School Improvement Team continues to include a school improvement partner role (York Challenge Partners), this role is discharged by some members of the adviser team and three external consultants all of whom are accredited school improvement partners. Despite the fact that the statutory duty to appoint school improvement partners was removed in 2010 York headteachers and governing bodies continue to value the York Challenge Partner role. The subject consultants in the team provide specific support and advice in English, mathematics and science across both the primary and secondary phases. The School Improvement and Skills teams also has specific posts focused on providing schools, colleges and other providers with specialist advice and support about the Raising of the Participation Age, 14-19 curriculum and skills agenda.

There is also an Admin support team of 5.4 FTE.

#### **5. Engagement and Consultation**

The process of engagement and consultation with headteachers and governors has been on-going since September 2013 through

the termly director's briefings, the annual headteacher conference in March 2014 and an engagement questionnaire which was sent to headteachers in July 2014. A regular dialogue has also been maintained with headteachers through the half termly meetings of cluster chairs, the meetings of the York Education Partnership Board and the primary and secondary headteachers forums. This regular dialogue has been used to inform the development of a co-constructed model of school improvement which blends school to school support with support from external consultants and members of the City of York Council's School Improvement team. The development of the School Improvement Commissioning Group (SICG) in 2013-14 has created stronger mechanisms to support the commissioning of school improvement and its functions are:

- To support the LA to carry out its statutory responsibilities with regard to school performance and interventions
- To agree the strategic direction for school improvement in the City of York and agree common procedures for the use of funding to build capacity for school to school support
- To agree the principles for school to school support and cluster/partnership support
- To review the performance and progress of all schools using data in the public domain to ensure that the tiers of intervention are appropriately mapped according to the needs of schools
- To ensure that decisions about school to school support and other interventions are transparently shared with all schools
- To monitor and evaluate the impact of funded interventions on improving outcomes (Including pupils achievement, quality of teaching and Ofsted outcomes)
- To report (through the Assistant Director, Education and Skills) to the YEP Board on the impact of interventions on improving outcomes

## 6. Proposed Model

The co-designed proposed model will see CYC move away from a large core team operating in a traditional way to a new model with a focus on further developing school led improvement and a commissioned service.

### 6.1. Core Focus

It is intended that the overall core focus of the new School Improvement and Skills team will be to fulfil the statutory role of the Local Authority as described in the 1996 Education Act which is to:

- Securing sufficient places for the education of children and young people in their area between the ages of 2 and 19 (up to 25 for young people with learning difficulties and/or disabilities).
- Supporting vulnerable children and young people
- Promoting high standards in primary and secondary education

### 6.2. Team Focus

Posts within the School Improvement and Skills team will focus on:

- Strategic leadership, performance, interventions, commissioning
- School improvement around leadership
- School improvement for underperforming and coasting schools
- Key priorities identified in the Council Plan and Strategic Plan for School Improvement
- Vulnerable groups
- Support for the new Ofsted framework
- Narrowing the Gap and work supporting the families of schools
- Statutory responsibilities

### 6.3. Key Elements

There will be two key elements to the new School improvement and Skills team:

#### 6.3.1 The Retained Team

The retained team will consist of a small group of LA officers whose main role will be focussed on

- monitoring of school performance
- the impact of interventions
- quality assure commissioned support for schools

The Retained Team will:

- Report to and support the work of the York Education Partnership
- Monitor performance and the impact of interventions
- Focus on the priorities related to education and skills identified in the Council Plan and other strategic plans
- Commission or broker appropriate interventions at the appropriate level to ensure that school's not yet good move to good within two years
- Link with other service arms within the LA
- Link with partners including Health
- Liaise and meet with the DfE on a termly basis

### **6.3.2 The Commissioned Provider team**

The commissioned provider team will be made up of three groups

- a traded service purchased by schools (including subject consultants and York Challenge Partners)
- colleagues from schools i.e. school to school support
- independent external providers who will be commissioned to provide support for York schools.

The Commissioned Provider Team will:

- Implement school improvement strategies around subject specific advice and guidance, subject underperformance, middle leadership, narrowing the gap
- Work with clusters of schools to support improved performance across a geographical cluster
- Respond quickly to requests from York schools for support
- Be commissioned to provide intervention and support to York schools that are causing concern

## **7. Funding**

The CYC General Fund is able to fund the smaller CYC retained team to enable the LA to carry out its statutory role around monitoring school performance, promoting high standards and supporting vulnerable children including LAC and SEND.

It is expected that beyond July 2015, funding for the provider team will largely, if not completely, be dependent on services being



purchased by CYC schools and schools in other LAs and also other LAs / providers.

The proposed model achieves the target savings of 350k.

## **8. Recommendation**

It is recommended that Cabinet approve the above in order for School Improvement and Skills to build a sustainable model which has the flexibility to respond to schools needs

This page is intentionally left blank



---

**Cabinet**

**7 October 2014**

**Report of Cabinet Member for Leisure, Culture and Tourism and  
Cabinet Member for Finance and Performance**

**Delivering Marketing, Culture, Tourism and Business Development –  
Stage 3**

**1. Summary**

- 1.1. This report follows reports to cabinet in November 2013 and July 2014, in which members agreed the need to develop a new approach to delivering marketing, culture, tourism and business development in the city. Later members agreed the business case for the new organisation and agreed in principle to progress the framework for establishing the new company.
- 1.2. This report asks cabinet to agree the outline of the draft business plan, as a basis for onward commissioning negotiations. To work towards establishing the legal framework of the company. It will also update members on progress made to date.

**2. Background**

2.1. By way of reminder, objectives for this new way of working are:

- To achieve a stronger co-ordination and promotion of the city's profile and cultural offer.
- To deliver greater inward and indigenous investment from business, and thus market share for York and its key growth sectors, particularly life science-related industries, high-tech industries and business services.
- To increase the value of the visitor economy through promoting innovation and higher quality in the existing offer, encouraging high value visitor economy investment and attracting higher spending visitors.

2.2. Specific outcomes sought are:

- Develop a National/International profile of high quality cultural events
- Increase in business investment in the city – as measured by growth in existing business and inward investment by companies locating into the city
- Increase in spend by tourists – as measured by increase in average length of stay and average spend per visitor
- Increased profile for the city as a destination for living, visiting, studying, and doing business

2.3. Progress to date includes:

- Work is underway to establish the legal framework for the wholly owned company. It is expected that this will be in place from November, 2014.
- The chair for the new organisation was appointed through an open recruitment process in January 2014.
- The chair is leading a process to establish a new board of directors, the directors will be drawn from the relevant sectors and it is proposed that there will be two nominees from the council to the board.
- Council teams that are working on Culture and Leisure, Events and Festivals and City Centre and Economic Development will be seconded into the organisation. Once established, the team will be based at 1 Museum Street.
- The council became the sole owner of Science City York in early August.
- Further engagement with stakeholders has taken place in July and August.
- An SLA is in place for the transitional funding to support the new organisation becoming established.
- A recruitment process is underway to appoint a new Executive Director led by the Chairperson.
- The Board of Visit York have agreed to work towards Visit York becoming a part of the new organisation.

### 3. **Development of Business Plan**

- 3.1. The high level specification for the commissioning the new company was agreed at Cabinet in July 2014. A process has been underway led by the Chairperson of the new organisation, to develop a business plan. An early outline of the draft business plan is now available (Appendix A), the detailed full business plan will be

developed with input from the teams to be seconded to the new company.

- 3.2. The process has engaged the Council, Cabinet Members and officers as the commissioning organisation. This process needs to continue over the next 6 months until the new commission is finalised.

#### 4. **Council Plan**

- 4.1 The new agency will bring together a number of services, organisations, and partners and will work at arms length across the wider York area to improve the delivery of Marketing, Culture, Tourism and Business Development. This supports achieving the ambitions set by the Council Priority 'Create Jobs and Grow the Economy'.

#### 5. **Implications**

#### 6. **Financial**

- 6.1 The business plan for the New Company will take into account latest financial plans for Science City, Economic Development, City Centre teams as well as Visit York. These need to be consolidated into one business plan that can show the ongoing financial viability of the company. The plan also needs to take into account the new cost base of the company as well as savings already assumed in future council budgets. It is anticipated that the final costed business plan will be completed by the spring.

#### 7. **Human Resources**

- 7.1 There are ongoing discussions and consultation with Council staff who are affected by the outlined proposals, and with trade union representatives.
- 7.2 The proposed staffing implications will be implemented in accordance with Council policies and guidelines.
- 7.3 Science City York senior management is undertaking discussion and consultation with their staff, in line with their policies and procedures.
- 7.4 Visit York will consider a review of its staffing structure in preparation for a merge with the new company in line with its policies and procedures.

## **8. Equalities**

- 8.1 A Community Impact Assessment has been completed and is kept under review as part of the progress. The new agency is expected to play a role in the delivery of city wide equality priorities.

## **9. Legal.**

- 9.1 Legal Services will prepare the Shareholders Agreement and the Articles of Association in accordance with the proposed governance arrangements and the requirements of company law.

## **10. Recommendations**

Members are recommended to:

- i Approve the outline of the draft Business Plan (Annex A), as a basis for further negotiation.
- ii Agree to establish a shadow board and governance body.
- iii Require the Director of Communities and Neighbourhoods and the Director of Customer and Business Support Services, in consultation with the Cabinet Members for Leisure, Culture and Tourism and Finance and Performance to progress the full governance process to completion. The commissioning process will be led by the Chief Executives office
- iv The final Business Plan will be reported to Cabinet in Spring 2015.

Reason: To progress the new approach to delivering marketing, culture, tourism and business development in the city to help in achieving the ambitions set by the Council Priority to 'Create Jobs and Grow the Economy'.

**Contact Details**

<b>Author:</b>	<b>Cabinet Members and Chief Officer responsible for the report:</b>		
Charlie Croft Assistant Director Communities Culture and Public Realm Tel No.01904 553371	Cllr Sonja Crisp, Cabinet Member for Leisure, Culture and Tourism and Cllr Daf Williams, Cabinet Member for Finance and Performance		
Co-Author's Name Katie Stewart Head of Economic Development Tel No.01904 554418	Chief Officer: Sally Burns Title Director of Communities and Neighbourhoods Chief Officer: Sarah Tanburn Title Interim Director City and Environmental Services		
	<b>Report Approved</b>	√	<b>Date</b> 26/09/2014
<b>Specialist Implications Officer(s)</b> <i>List information for all</i>			
Implication ie Financial Name Patrick Looker Title Finance Manager Tel No.01904 551633	Implication ie HR Name Janet Neeve Title HR Business Manager Tel No.01904 551661		
<b>Wards Affected:</b> All	√		
For further information please contact the authors of the report			

Annexes – Annex A – Draft Business Plan

This page is intentionally left blank



## **Annex A** NEWCO Outline Draft Business Plan

### **Background**

The creation of Newco as a company follows a report to City of York Council in November 2013 in which Cabinet members agreed to develop a new approach to delivering marketing, culture, tourism and business development for York and its economic area.

Through a process of engagement and consultation with key stakeholders a number of change drivers emerged:

- the city is not capitalising effectively on its assets, i.e. its cultural heritage, and its fast growing, cutting-edge creative and cultural industries
- the perceived opportunity to capitalise on recent inward investment success and a perceived lack of an inward investment prospecting capability
- the need to grow high value aspects of the visitor economy which have remained static in recent years, i.e. international visitors and business tourism
- a commitment from the tourism sector to double the *value* not *volume* of the visitor economy
- the perceived need for a more co-ordinated and thus more effective approach to marketing and business development for “Brand York” connecting the city’s cultural, visitor and business experience
- the need to find new ways of working as the Council’s priorities change and funding reduces.

This business plan describes how Newco will operate in order to address these challenges.

### **Mission & Key Objectives**

Its mission: to improve York’s competitiveness and effectiveness for the benefit of its citizens, communities and businesses.

Its key objectives are to:

- capture more value for the City of York, and its functioning economic area, by providing a market-facing organisation promoting York, in a joined up way, to residents, visitors, businesses and students

- promote and sustain collaborative working, avoiding duplication of effort, across York's stakeholders, aligned around a shared interest in the success of York.

Newco will operate to a set of core values:

- Innovative – Newco will rely on its ability to innovate to develop new revenue streams that will help ensure it can deliver on its mission
- Inventive and creative – Newco will put creativity at the heart of the organisation. Newco will make the most of opportunities provided by super-fast connectivity, Gigabit City and Digital York
- Building on strengths – Newco will make the most of York and the area's strengths: our location and connectivity by road and rail and air; our history of social reform; our entrepreneurship; our excellent retail offer; our heritage and cultural organisations
- Quality and Excellence – Newco must promote the highest standards of service and delivery if it is to gain the trust and support of all its stakeholders
- Collaboration – at the heart of Team York is the ability for all York's stakeholders to collaborate for the benefit of the area and its citizens. Newco must lead by example and demonstrate the collective benefit of effective collaboration

### **The Business Model**

Newco will deliver and capture value through three business streams: *innovate*; *operate*; and *align*.

**Innovate** – innovating new products and services, leveraging additional revenue for the benefit of York and its environs. A key focus will be on identifying organisations, both public sector and commercial, who would invest in York as a means of furthering their objectives. This could include: government agencies (UK central, local and EU); inward investors (UK and foreign); other organisations which would benefit from a more competitive and effective York; and organisations that could partner with Newco and share the benefits of collaborative working.

**Operate** – delivering the routine 'business as usual' marketing and business development services. This includes most of the existing scope of Visit York, the Council Economic Development Unit and Science City York, plus those areas of activities that are proven to have a York-wide sustainable benefit. Many (but not necessarily all) successful propositions

emerging from the *Innovate* stream will end up being supported through this business stream.

**Align** - a service provided by Newco helping ensure that all Team York stakeholders are focused on mutually beneficial ends. These stakeholders include: York St John and the University of York, York College and Askham Bryan College; Visit York members (who currently pay membership subscriptions); York Economic Partnership, who set the economic strategy for the city; York @ Large (who currently represent the cultural focus of the city); Both York, North Yorkshire and East Riding and Leeds City Region Local Economic Partnerships; Science City York; cultural organisations who deliver the majority of York's cultural programme; and business support and network organisations (e.g. Chamber of Commerce, Federation of Small Businesses, York Professionals). Newco will also need to work within context of Without Walls, the Local Strategic Partnership and York's Strategic Economic Plan.

The ability to rapidly assemble stakeholders to align around and address specific issues and/or opportunities will be a core capability of Newco.

## **Organisation & Governance**

Newco will be led by an Executive Director (recruited through an open process, to be in post before the end of 2014, if possible). It will be organised in alignment with the business streams, i.e. innovate, operate and align.

Newco will, in its formative stage, have a staff group of approximately 45 brought together from the Council, Science City York and Visit York.

Newco will be wholly owned by the Council and the Council will appoint an appropriate shareholder Body.

The Newco Board will have around 11 -13 members (finalisation required), with a quorum of 5. Board roles will include: a Chairman; two nominations from the City Council; and the new Newco Executive Director. In the first instance, the Chairman will make all other Board appointments, in consultation with the Council shareholder representatives. The intention is to have a mixture of 'corporate' and 'non-corporate' members selected for skills and breadth of reach.

The first Board meeting will take place in November 2014, with subsequent meetings every two months. The AGM will take place at appropriate Cabinet meetings (e.g. October or November). Newco's financial year will be aligned with that of the Council.

## **Transition**

Newco's first year will be transitional. The new Executive Director and Board will work, alongside the Council and partners, to deliver the work of the new company. The approach as laid out in this plan will be reviewed and adjusted through experience to ensure the new company can effectively and efficiently deliver on its mission.

Once the Executive Director starts, s/he will work with the Board to hone the draft business plan working towards final approval in Spring 2015



---

**Cabinet****7 October 2014**

Report of the Cabinet Member for Environmental Services, Planning & Sustainability

**The Punch Bowl Public House, Lowther Street, York – Article 4 Direction****Summary**

- 1.1 This report relates to a request from the York Branch of CAMRA that the Council make a make an immediate Article 4 Direction of the Town and Country Planning (General Permitted Development) Order 1995 to remove permitted development rights for the change of use of The Punch Bowl public house, Lowther Street, York from its existing use as a public house (Class A4) to a shop (Class A1).
- 1.2 It is recommended that the Council does not use its discretionary power to make an immediate Article 4 Direction restricting the change of use from Class A4 to Class A1 for the following reasons:
  - The evidence does not show that *exceptional circumstances* exist whereby such a change of use would harm local amenity or the proper planning of the area
  - The National Planning Policy Framework (NPPF) states that community facilities include both shops and pubs. The change of use would not, therefore, result in the net loss of a community facility
  - The change of use would not harm the visual amenity of the area
  - The change of use would not damage the historic environment
  - The public house is within the urban area where there are similar facilities within a reasonable distance.
  - The circumstances outlined by CAMRA in which Article 4 Directions have been made by other authorities differ from this case, in that they predominantly relate to the demolition and redevelopment of public houses rather than a change of use.
  - The Article 4 Direction in itself would not prevent the public house from changing to a shop, it merely requires a planning application to be made.

- The use of an Article 4 Direction gives rise to compensation (payable by the Council) for abortive expenditure or other loss or damage directly attributable to the withdrawal of permitted development rights, in circumstances where a subsequent planning application made within 12 months of the Direction is refused or granted subject to conditions.

## **Background**

- 2.1 The reasons given by CAMRA for requesting the Article 4 Direction are that they understand that the Punch Bowl public house is the subject of active discussions for a change of use to a supermarket selling alcohol, between the owners (Enterprise Inns) and a national retailer. Such a change of use could normally take place without the need for planning permission. CAMRA state that discussions are at an advanced stage, and that the pub is at imminent risk of being lost as a public house, which is a “community facility” in terms of the NPPF. CAMRA consider that an immediate Article 4 Direction is the most appropriate way of protecting the public house as it would require the submission of a formal application for planning permission for a change of use to a shop.
- 2.2 The Punch Bowl is clearly a much valued local amenity and its potential change of use to a supermarket has resulted in a significant amount of local opposition. The request is accompanied by a petition containing 70 signatures, although CAMRA states that around 1000 signatures have been collected from Punch Bowl patrons that could be supplied if necessary.

## **Legislative Background**

- 2.3 The Town and Country Planning (General Permitted Development) Order 1995 (GPDO) sets out the categories of development that can be undertaken without the need for planning permission, known as “permitted development”. Class A of Part 3 of Schedule 2 to the GPDO states that development consisting of a change of use of a building to a use falling within Class A1 (shops) from a use falling within Class A3 (restaurants and cafes), A4 (drinking establishments) or A5 (hot food takeaways) falls within permitted development. Thus a change of use from a public house to a shop is classed as permitted development, and under national legislation can take place without the need for planning permission.

## **The Effects of an Article 4 Direction**

- 2.4 The effect of an Article 4 Direction would be to remove permitted rights for any category of development specified within it. In this particular case, if an

Article 4 Direction was to be imposed, planning permission would be required for the change of use of the public house (Class A4) to a shop (Class A1). It is important to note that an Article 4 Direction would not, in itself, prevent the change of use from going ahead, it would merely bring it within planning control by requiring a formal application for planning permission to be submitted. Any such application would then need to be considered against national and local planning policies and any other relevant material planning considerations. If the application is refused or granted subject to conditions more restrictive than the GPDO, the Local Planning Authority can be liable for compensation under S108 of the Act.

- 2.5 The request has been made for an “immediate” direction, whereby permitted development rights are removed with immediate effect and the Direction is then consulted upon. The Direction will lapse after 6 months from when it was made unless it is confirmed by the Council following the consultation within the six month period. An immediate direction should only be used where there is an urgent, justified requirement for protection.
- 2.6 The right to compensation (payable by the Local Planning Authority) arises if an application is made for planning permission for development formerly permitted by the GPDO and this application is refused, or granted subject to conditions more limiting than those in the GPDO

Compensation can be claimed:-

- (i) For abortive expenditure (this would be expenditure incurred in the preparation of plans for the purpose of any development).
- (ii) For other loss or damage directly attributable to the revocation. This includes depreciation of land value in certain circumstances, where permitted development rights are taken away and loss is suffered which is directly attributable to their removal. “Directly attributable” suggests a close causal link e.g. a claimant can show that they had a business, and that as a result of removal of permitted development rights, they have lost future profits.

- 2.7 It is relevant to take into account the potential financial consequences to the public purse of making an Article 4 Direction.

Role of the Secretary Of State (SoS)

- 2.8 Whilst Local Planning Authorities have the power to make and confirm their own Article 4 directions and do not require the SoS's approval in this respect, the SoS does retain the power to cancel or modify Article 4

directions made by an LPA. This power can be exercised by the SoS at any point (i.e. either before or after the direction has been confirmed by the LPA). Accordingly, the SoS essentially has the jurisdiction to oversee and review directions made by an LPA. Thus the imposition of an Article 4 Direction should be carefully considered as any that fail to convincingly meet the criteria described in the relevant legislation and guidance may be cancelled by the SoS.

## Ministerial Guidance

- 2.9 Guidance on the use of Article 4 Directions is contained within Department of the Environment Circular 9/95 (Replacement Appendix D). This states that local planning authorities should consider making article 4 directions *only in those exceptional circumstances where evidence suggests that the exercise of permitted development rights would harm local amenity or the proper planning of the area.*
- 2.10 For all Article 4 directions the legal requirement is that the local planning authority is satisfied that it is expedient that development that would normally benefit from permitted development rights should not be carried out unless permission is granted for it on an application. Additionally, for directions with immediate effect, the legal requirement is that the local planning authority considers that the development to which the direction relates would be prejudicial to the proper planning of their area or constitute a threat to the amenity of their area.
- 2.11 In deciding whether an Article 4 direction would be appropriate, local planning authorities should identify clearly the potential harm that the direction is intended to address.
- 2.12 In deciding whether an Article 4 direction might be appropriate, Circular 9/95 states that local planning authorities may want to consider whether the exercise of permitted development rights would (amongst other things):
- Undermine the visual amenity of the area or damage the historic environment;
  - Undermine local objectives to create or maintain mixed communities;

## Consultation

- 3.1 Due to the urgent nature of the case, no consultation has been undertaken. In the case of an immediate Article 4 Direction, permitted development



rights would be removed with immediate effect and the Direction would then be consulted upon.

## **Options**

- 4.1 Members can either agree that an immediate Article 4 Direction be made, or alternatively reject the request. In either case, reasons should be given.

## **Analysis**

- 5.1 The following is a précis of the case put forward by the applicant, in favour of an Article 4 Direction:

- A public house is classed as a community facility within the National Planning Policy Framework (NPPF)
- The NPPF seeks to guard against the loss of valued facilities and services (paragraph 70), and Article 4 Directions can be used to remove national permitted development rights in order to protect local amenity or the wellbeing of an area (paragraph 200).
- The Punch Bowl is a thriving and irreplaceable local amenity offering valued facilities not available elsewhere in the immediate neighbourhood.
- It is an asset for residents in The Groves, including pensioners, families, disabled clientele and local sports teams (e.g. darts, dominoes and pool).
- There is a large function room used for karate instruction and as a training facility, as well as wedding receptions, birthdays and other social events. There is also a large ground floor games room. Other nearby venues (e.g. Conservative Club, Clarence Club, Castle Howard Ox, Brigadier Gerard) do not match the facilities provided at the Punch Bowl.
- No other local pub has three separate facilities in one building that can all be used at the same time by different groups.
- Residents should not have to travel long distances to visit a public house or have to travel into York for “a quiet pint”.
- A supermarket does not have the same place in society for community cohesion as a public house
- The area around The Punch Bowl is not well served by a good variety and availability of public houses and risks becoming a “pub desert”.
- The removal, one by one, of pubs in the area makes that more of a possibility in the future.
- A supermarket has the potential to harm the viability of existing established businesses, for example, by undercutting prices.
- It would have a large stock of aggressively priced alcoholic drinks, sandwiches, snacks and other foodstuffs all in competition with other shops and stores within the area.
- A new supermarket would threaten other remaining pubs in the area due to the sale of discounted alcohol.

- A supermarket represents a threat to the social and mental health balance of the area. The surrounding area is York`s central hub for mental health services, including Arc Light, Bootham Park Hospital, Sycamore House and 98 Union Terrace.
- Whereas the public house permits drinking in a managed environment, the sale of alcohol for consumption off the premises would encourage more anti-social behaviour
- There is a highly persuasive argument for an Article 4 Direction on two counts, i.e. the protection of a local amenity, and the protection of the wellbeing of the area
- Although Council`s are averse to Article 4 Directions, CAMRA is aware of a number of precedents and to their knowledge there have not been any successful claims for compensation.

### **Officer response:**

5.2 Central Government guidance on the use of Article 4 Directions makes it clear that they should only be used in those exceptional circumstances where evidence suggests that the exercise of permitted development rights would harm local amenity or the proper planning of the area. Paragraph 200 of the National Planning Policy Framework (NPPF) states that Article 4 directions to remove national permitted development rights should be limited to situations where this is necessary to protect local amenity or the wellbeing of the area. Thus prior to imposing an Article 4 Direction, Members would need to be satisfied that the change of use of the Punch Bowl public house to a shop falls within the category of “exceptional circumstances” and would harm local amenity or the proper planning of the area, such that it warrants being brought within planning control.

5.3 In support of their request, CAMRA have included a copy of a policy briefing published by the Local Government Information Unit “*Public Houses: How councils and communities can save pubs*”. This includes a number of case studies relating to the protection of public houses, and makes reference to Interim Planning Guidance (IPG) published by Cambridge City Council (“Protection of public houses in the City of Cambridge”). However, the Cambridge document recognises that it is possible to use permitted development rights contained in the Use Classes Order to change the use of a pub to a restaurant/café (Class A3), financial or professional services office (Class A2) or retail shop (Class A1) (paragraph 4.11). It goes on to say that *the council considers it is important to allow the flexibility for pubs to pass in and out of pub use according to market conditions, and recognises that no permission is required to change use from a pub to a restaurant, office or shop*. Thus the IPG does not override national permitted development rights and could only be applied in cases where

planning permission is actually required for a change of use (e.g. to residential use), for the complete redevelopment of a public house site, or in situations where an Article 4 Direction is already in place. It is of no direct relevance to the present situation.

- 5.4 The document also refers to specific examples of public house that have been protected by Article 4 Directions, including the Baring Hall Hotel in Lewisham. However, in this case the proposed development related to the demolition and redevelopment of the site rather than a change of use. Thus it is not directly comparable to the present case. Any alterations to the Punch Bowl public house arising out of a change of use to shop could be controlled through a subsequent planning application. In the case of the Catford Bridge Tavern (also in Lewisham), which was the subject of a planned conversion to a supermarket, there was a perceived conflict with policies that seek to protect the viability and vitality of town centres that is not applicable in the case of the Punch Bowl. The Catford Bridge Tavern was also locally listed and was already covered by an Article 4 Direction prohibiting conversion from its existing Class A4 use.
- 5.5 A further case relates to The Highbury Barn in Great Cornard, Suffolk. Once again this related to the demolition and redevelopment of the site rather than a change of use. It is also located within a village context rather than within an urban area. An Article 4 Direction was imposed and a subsequent planning application refused. In dismissing the appeal the Inspector referred to the loss of a significant local heritage asset which makes a positive contribution to the street scene and local distinctiveness and which provides a historic link to the area's past. Clearly this could not be argued in the case of a proposal for change of use, particularly as any external changes could be controlled through a subsequent planning application.
- 5.6 CAMRA have also referred to an Article 4 Direction that was recently made in respect of The Maiden Over public house, Silverdale Road, Earley (Wokingham Borough Council), in order to prevent it becoming a convenience store. This was approved against officer recommendation in August 2014. However, the Council has subsequently rescinded the Article 4 Direction, following representations from the retailer and further legal advice. The particular concern was that the retailer would have been entitled to compensation, which was expected to be a substantial sum. A similar situation could arise should an Article 4 Direction be imposed on the Punch Bowl.
- 5.7 As stated above, the imposition of an Article 4 Direction would not, in itself, prevent the change of use from going ahead; it would merely bring it within

planning control by requiring a formal application for planning permission to be submitted. Any such application would then need to be considered against national and local planning policies and any other relevant material planning considerations.

5.8 Paragraph 70 of the NPPF states that in order to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environment;
- guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- ensure that established shops, facilities and services are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community; and
- ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

5.9 In terms of the NPPF, therefore, community facilities include both shops and pubs. The proposed change of use would not, therefore, result in the net loss of a community facility, rather the substitution of one community facility with another. Indeed, whilst the loss of the public house would result in the loss of a particular type of community facility, there is a possibility that some residents may attach similar or even greater value to a shop or supermarket. It is unlikely that the change of use would harm visual amenity or damage the historic environment, or undermine local objectives to create or maintain mixed communities. Whilst the loss of a public house in a small village or rural community may be of concern where it is the only such facility in the area, it is not considered that similar weight could be attached to a public house within the urban area where there is a wider choice of similar facilities available.

5.10 Policy L1b "Loss of Leisure Facilities" of the Development Control Local Plan states that planning permission will only be granted for a change of use that would result in the loss of a leisure facility where it can be demonstrated that:

- a) a need for the leisure facility no longer exists; or
- b) appropriate alternative facilities exist within the catchment area.

- 5.11 The policy states that leisure facilities cover a variety of uses such as pubs, bingo halls, sports and leisure clubs. In considering applications for the change of use of these facilities, an assessment of provision in that area would be required to identify whether there are any alternative facilities which can be accessed using sustainable transport methods.
- 5.12 In terms of alternative facilities in the area, the Castle Howard Ox public house is approximately 60 metres to the south. The Gillygate is approximately 450 metres towards the centre of town, whilst The Brigadier Gerard in Monkgate is approximately 650 metres to the southeast. These public houses are considered to be reasonably well located to serve the local area.
- 5.13 A further consideration is that the imposition of an Article 4 Direction in this case may set a precedent for further requests to be made in respect of similar proposals which would otherwise not normally require planning permission, not just affecting public houses but also other uses/local amenities. It should be borne in mind that the General Permitted Development Order (GPDO) is national legislation which is intended (amongst other things) to provide a degree of flexibility between use classes and that an Article 4 Direction to bring a permitted change within planning control should only be imposed in exceptional circumstances. It is not recommended that Article 4 Directions be imposed on an “ad hoc” basis on individual sites in order to address particular situations as and when they arise.
- 5.14 In addition, the imposition of an “immediate” Article 4 Direction, as requested by CAMRA, would open up the possibility of compensation being claimed (payable by the Local Planning Authority), should an application be made for planning permission and this application is refused, or granted subject to conditions more limiting than those in the GPDO.
- 5.15 For these reasons, it is recommended that the Council does not use its discretionary power to make an immediate Article 4 Direction restricting the change of use from Class A4 to Class.

## **Council Plan**

- 6.1 The most relevant section is that relating to Community Infrastructure, which seeks to establish appropriate community facilities, including housing, leisure opportunities, schools, and work and enterprise units. It states that in planning for our communities, the Council will work in a more joined up way in order to better meet the infrastructure needs of each neighbourhood.

## **Implications**

- 7.1 **Financial** - the imposition of an “immediate” Article 4 Direction would open up the possibility of compensation being claimed (payable by the Local Planning Authority), should an application be made for planning permission and this application is refused, or granted subject to conditions more limiting than those in the GPDO.
- 7.2 **Human Resources (HR)** – There should be no Human Resources implications
- 7.3 **Equalities** - There are no known implications.
- 7.4 **Legal** – Whether to make an immediate Article 4 Direction is a discretionary power to be exercised in accordance with the principles of Wednesbury reasonableness. An Article 4 Direction should only be made if Members are satisfied that exceptional circumstances exist where evidence suggests that the exercise of permitted development rights would harm local amenity or the proper planning of the area. Members must consider whether the change of use would be prejudicial to the proper planning of the area or constitute a threat to the amenity of the area. The potential harm must be identified to justify making the Direction. If an Article 4 Direction is made, and a subsequent planning application is refused, the Local Planning Authority can be liable for compensation.

**Crime and Disorder** - There are no known implications

**Information Technology (IT)** – There are no known implications

**Property** – There are no known implications

**Other** – None

## Risk Management

8.1 The imposition of an “immediate” Article 4 Direction would open up the possibility of compensation being claimed (payable by the Local Planning Authority), should an application be made for planning permission and this application is refused, or granted subject to conditions more limiting than those in the GPDO. There are also concerns that a precedent would be set for other similar requests which would then have to be dealt with on an “ad hoc” basis.

## Recommendations

9.1 It is recommended that the Council does not use its discretionary power to make an immediate Article 4 Direction under the Town and Country Planning (General Permitted Development) Order 1995 to remove permitted development rights for the change of use of The Punch Bowl public house, Lowther Street, York from its existing use as a public house (Class A4) to a shop (Class A1) for the following **reasons**:

- Evidence does not show that exceptional circumstances exist whereby such a change of use would harm local amenity or the proper planning of the area
- The NPPF states that community facilities include both shops and pubs. The change of use would not result in the net loss of a community facility
- The change of use would not harm the visual amenity of the area
- The change of use would not damage the historic environment
- The public house is within the urban area where there is a wide choice of similar facilities.
- The circumstances outlined by CAMRA in which Article 4 Directions have been made by other authorities differ from this case, in that they concerned an isolated rural public house or an historic asset
- The Article 4 Direction in itself does not prevent the public house from changing to a shop, it merely requires a planning application to be made.
- The use of an Article 4 Direction gives rise to compensation (payable by the Council) for abortive expenditure or other loss or damage directly attributable to the withdrawal of permitted development rights, in circumstances where a subsequent planning application made within 12 months of the Direction is refused or granted subject to conditions (s.108)

<b>Author:</b>	<b>Cabinet Member and Chief Officer Responsible for the report:</b>		
Simon Glazier  Principal Development Management Officer  01904 551322	Cllr Dave Merrett, Cabinet Member for Environmental Services, Planning & Sustainability  Mike Slater Assistant Director Development Services, Planning & Regeneration		
	<b>Report Approved</b>	√	<b>Date</b> 26 <sup>th</sup> Sept 2014
Specialist Implications Officer Implication: Legal Name: Alison Hartley Title: Senior Solicitor Tel No. 01904 553487			
<b>Wards Affected:</b> Guildhall, Clifton		<b>All</b>	
<b>For further information please contact the author of the report</b>			

**Annexes** – Annex A - Map

**Background Papers:** online only

Formal request for an Article 4 Direction submitted by CAMRA with petition attached

Local Government Information Unit Policy Briefing: “Public Houses: How councils and communities can save pubs”

Cambridge Public House Study (GVA Humberts Leisure)

Protection of public houses in City of Cambridge – Interim Planning Guidance



List of abbreviations used in the report:

CAMRA – Campaign for Real Ale

GPDO - General Permitted Development) Order 1995

IPG - Interim Planning Guidance

LPA – Local Planning Authority

NPPF - National Planning Policy Framework

SoS - Secretary Of State

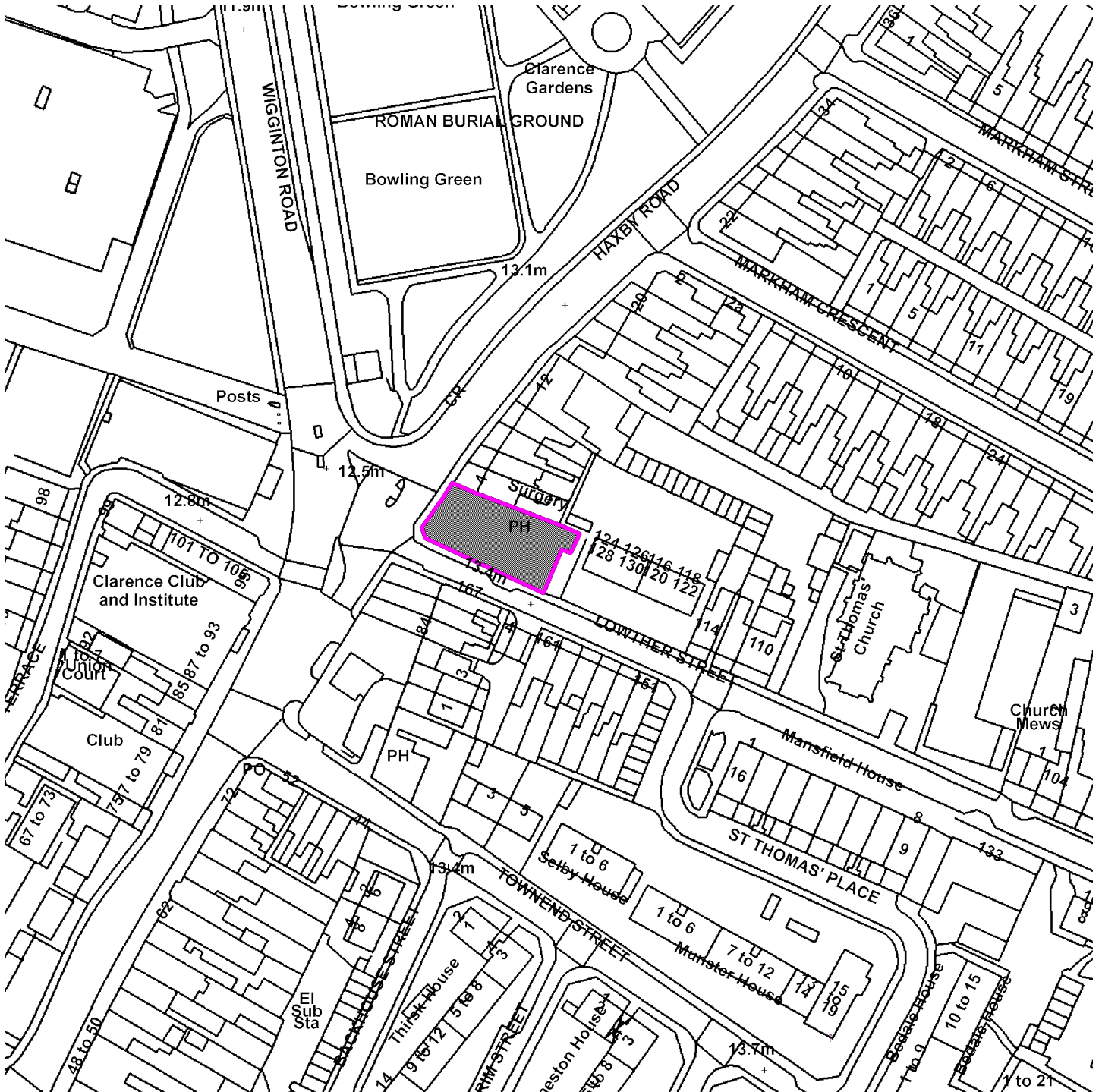
This page is intentionally left blank

# Punch Bowl Public House

Lowther Street



GIS by ESRI (UK)



Scale : 1:1272

Reproduced from the Ordnance Survey map with the permission of the Controller of Her Majesty's Stationery Office © Crown Copyright 2000.

Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings.

<b>Organisation</b>	Not Set
<b>Department</b>	Not Set
<b>Comments</b>	Not Set
<b>Date</b>	22 September 2014
<b>SLA Number</b>	Not Set

This page is intentionally left blank



---

**Cabinet**7<sup>th</sup> October 2014

Report of the Cabinet Member for Environmental Services, Planning and Sustainability and the Cabinet Member for Homes and Safer Communities

**Maximising the opportunities from the Green Deal in York****Purpose of the report**

- 1 To inform Cabinet of the progress made to date with the procurement of the Leeds City Region (LCR) Green Deal and Energy Company Obligation (ECO)<sup>1</sup>, including the benefits of the scheme and to obtain approval to delegate authority to officers to negotiate the finer details and to call off from the Framework Agreement.

**Background to the Leeds City Region (LCR) Green Deal Model:**

- 2 The purpose of the procurement was to establish a long-term partnership with a Provider to generate 'green' investment in the LCR, comprising of energy saving technologies in residential properties (focussed on the private sector), jobs and skills, and reduction in fuel poverty and carbon emissions. The OJEU was published on 26 July 2013 and its scope was wide enough for social housing and non-domestic opportunities to be included also.
- 3 Leeds City Council (LCC) originally set out as the Anchor Authority with the intention of LCC signing the Framework Agreement to allow the LCR authorities to call-off from the Framework. The West Yorkshire Combined Authority (WYCA) was created on 1<sup>st</sup> April 2014 and has legal status; therefore the OJEU for the above could be amended to allow WYCA to sign the Framework Agreement, transferring the risk from LCC to WYCA. All involved parties are currently undertaking due-diligence in this regard.
- 4 This is an unusual procurement in that there is no purchase taking place. Instead, it is a competition to obtain the use of LCR Local

---

<sup>1</sup> ECO places legal obligations on the larger energy suppliers to deliver energy efficiency measures to domestic energy users. It operates alongside the Green Deal which is designed to help people make energy efficiency improvements to buildings by allowing them to pay the costs through savings made on their energy bills rather than upfront. Customers have the option to use other sources of finance to fund measures (personal loans, savings, etc). They are under no obligation to take out a Green Deal loan. ECO subsidies are provided to householders to install energy efficiency improvements to enable the energy companies to discharge their commitments under the Obligation

Authority branding, access to customer/stock data and marketing channels for the length of the Call-Off Contract which will assist in enabling the successful bidder to discharge their ECO.

- 5 This new programme will have a Framework Agreement and a Call off contract once procured. All partners will use the call off contract to set up programmes of delivery in their areas.
- 6 The whole programme aims to deliver across the region a minimum of 14,000 green deal measures to 12,000 homes over the first 3 years of the contract. However, this is subject to any changes in government policy especially regarding ECO and the Green Deal Home Improvement Fund (GDHIF). Recent changes to these subsidies in particular the reduction in the amount of ECO available and the suspension of the GDHIF from July this year until at least April next year has made it very difficult to predict what the contract will be able to deliver.
- 7 However the LCR approach is currently the only programme available which aims to ensure that the council can continue to increase the energy efficiency of private homes at no cost to authority. It is also expected to create/safeguard local jobs, help alleviate fuel poverty, financial exclusion and contribute to city-wide carbon emissions.
- 8 The procurement is intended to deliver outcomes in respect of social impact through the creation of job and apprentice opportunities
- 9 To ensure timely signing of the Framework Agreement and then subsequent calling off the framework by councils, this paper asks for delegated powers to be given to officers to enable them to make the final decisions on the framework and calling off process to be undertaken.

### **Main issues**

- 10 At the point of writing this paper the Green Deal procurement exercise is still ongoing. At the end of the ISDS stage two bidders were given feedback and advised that they were being taken through to the next stage. Subsequently one of the bidders has made the decision to withdraw from the process. Although this is disappointing and the obvious competitive tension with another bidder has been lost, the Procurement Team are recommending that the other bidder is taken forward as the sole bidder in the process in line with the competitive dialogue regulations. The Procurement Team are currently working on how they can ensure that we can make best of the situation and are now focusing their attention on working with bidder to further develop

their bid, ensuring that the LCR receives a competitive, good quality deal upon Contract Award. A final tender will still be required from the bidder, and this will be evaluated and subject to the same scrutiny as would be the case if two bidders remained.

- 11 In particular Members can be reassured that Key Performance Indicators (KPI's) have been developed to manage the performance of the contract with input from specialist officers in each Authority.<sup>2</sup>

The KPI's cover five key areas:

- Marketing Activity
- Customer Satisfaction
- Economic and Social Impact
- Information Management/Business Systems
- Finance.

All of the targets are set at and monitored at a collective LCR level, except the following targets:

- Number of properties where Green Deal Measures and ECO measures have been installed.
- Number of Green Deal Measures and ECO Measures installed.

This ensures the Contractor is obliged to deliver services from contract award and that services are fairly distributed in each geographical location. Ultimately failure to meet any of the KPIs could result in termination of the contract and successful achievement of the KPIs will be a key consideration at break clause.

- 12 The procurement team has also appointed technical advisors to provide a benchmark for pricing to ensure that a competitive deal is secured for LCR residents. The prices for measures will be fixed for all residents based on a shopping basket of archetypes that the Contractor will be committed to guaranteeing (subject to bi-annual benchmarking). This means there will be equality of offer for all residents.
- 13 In addition detailed and robust marketing and mobilisation plans have been produced which will ensure customer take up, and in turn these will feed into the targets we have set for achieving LCR ambitions in this area.

---

<sup>2</sup> The Management Information that feeds into the collective targets will be broken down by Local Authority area, allowing organisations to understand how the contract is performing in their area

- 14 A minimum threshold for an income share of £60k per annum to fund the position of a Contract Manager, with additional fees to be shared among the participating authorities based on revenue has been set.
- 15 It is the intention in York and the North Yorkshire Councils to use the fee income to create a shared post in the sub region to maximise delivery across the area. The post will be based in York but report to a steering group of officers in the area. Further income is also expected should individual authorities exceed their estimated deployment rates annual. This income is proposed to be used to support further fuel poverty and carbon saving measures in the city.
- 16 Therefore, once the procurement process is complete, (current estimated award date 3<sup>rd</sup> November 2014), and in order to not prolong and delay rollout of measures in York, delegate powers by a senior officer would enable CYC to then decide quickly, and if appropriate, draw down on the calling off contract. If this is not approved a further paper will need to return to Cabinet after 3<sup>rd</sup> November. This will slow CYCs ability to deliver quickly upon commencing the new contract.

## Options

- 17 There are currently 2 options to maximise delivery of the Green Deal in York which Cabinet are being asked to consider:
  - Option 1** proceed with the LCR Green Deal scheme and give delegated powers to senior officers to then decide and draw down from the Framework Contract
  - Option 2:** not to proceed with LCR GD scheme and look at other local options (currently none are as developed)

## Analysis

### Option 1 – to proceed

- 18 The advantages and risks of proceeding with the LCR green deal scheme are outlined below. However to mitigate those risks we are seeking to both use the fee income generated from the contract to create a sub regional post to maximise delivery working both with the successful bidder, officers from the York and North Yorkshire Councils, the LCR contract manager and other key partners and communities group.



Advantages of option 1	Risks associated with option 1
<p>Potential local training / employment opportunities</p> <p>Potential for direct stimulation of local economy</p> <p>More scope to ensure the most vulnerable / less attractive properties in York will be included in the programme (private GD providers are more likely to 'cherry pick' the best properties to maximise profits)</p> <p>Will enable the council to fulfil its legal requirements under HECA</p> <p>Support for wider local strategic priorities in particular our ambitious target to reduce carbon emissions by 40% by 2020 and better health outcomes. Without the Green Deal (or its predecessors such as CERT) it will be difficult to secure funding for the levels of retrofit required to support York reaching its challenging carbon reduction targets by 2020.</p>	<p>Depending on the procurement of a LCR GD programme, there is the risk that training / employment opportunities and direct stimulation of local economy may only occur in Leeds with no or reduced local benefit to York</p> <p>Lower than expected uptake of GD measures so unable to sign up the minimum 12,000 homes across the sub region.</p> <p>Reputational risk to LAs associated with poor installations and customer service</p> <p>Length of time before procurement process completed means it is unlikely any measures will be installed before 2015</p> <p>Potential future changes in government policy (also the feed in tariffs programme)</p>

### Option 2- Not to proceed

- 19 This option would let the market deliver GD as it sees fit, with little or no council involvement. This would mean that CYC would have no designated model to deliver energy efficiency improvements to the private housing stock post 2013 and this will greatly affect the city's ability to improve housing standards, reduce fuel poverty and decrease carbon emissions from the domestic sector (currently approx. 38% of York's carbon footprint). It would also mean that we would have very limited involvement in the homes and areas targeted, and could result in those in greatest need missing out.

Advantages of option 2	Risks associated with option 2
<p>No upfront investment required by public sector bodies so no financial risks to LAs</p> <p>No resource expenses / burden</p> <p>No or less reputational risk to LAs as a result of poor performance</p> <p>Arguably more scope for private sector expertise / commercial know how and innovation resulting in a more effective / deliverable approach</p>	<p>Less influence over stimulus for local jobs and the economy</p> <p>No potential for income generation stream for LAs</p> <p>Potential failure to achieve priorities on fuel poverty / climate change as Green Deal Providers opt to work in other local authority areas through agreed partnership GD programmes such as the LCR model.</p> <p>Exclusion of those who need assistance most</p> <p>Won't enable the council to fulfil its legal requirements outlined in HECA</p> <p>Less support for wider strategic priorities including reducing carbon emissions and improving health.</p>

## Consultation

- 20 Although the procurement has been led by the Public Private Partnerships Unit in Leeds City Council, all Authorities including York have had the opportunity to engage in the process through evaluation of bids, attending dialogue meetings and comment on documents. LCR have regularly reported back to Leaders, Chief Execs and Directors of Development. The Project Board is also formed of representatives from across the LCR partner Authorities with the Housing Services Manager being the York and North Yorkshire representative. All participating Authorities have contributed to the procurement costs and signed a Memorandum of Understanding to govern the process up to the award of the Contract (see financial and procurement implications)
- 21 Since 2012 in York there has been an internal officers working group meeting on a regular basis to ensure that York can maximise the potential from this scheme
- 22 Leaseholders in Council properties need to be consulted if the contract is to be applied to block of flats with mixed tenure. Leaseholder consultation has begun with a Notice of Intention issued to all

leaseholders in June 2013. A consultation event was held to respond to questions, however this was not attended by any leaseholders and there was some feedback received by the Leaseholder team. A second round of consultation is to take place during the ISRS stage of the procurement. It is anticipated the second stage will start on 1<sup>st</sup> October and will last for 37 days. This means Contract Award can take place in November and falls outside of the Approvals processes for all participating Authorities.

- 23 Market testing was carried out with contractors to better understand the scale of the opportunity and market appetite. Response to the market test was positive with potential providers indicating they had confidence in their ability to achieve the ambitions of the LCR Authorities.

### **Council Plan**

- 24 The LCR Green Deal Scheme will support and contribute to the aims of the following Council Plan Priorities –
- Create Jobs and Grow the Economy – has the potential to ensure that jobs and apprenticeships are created and maintained in the region –see table in 2.4
  - Get York Moving – Housing provision of the right type and affordability makes York an attractive place to live and promotes quality of life for the community
  - Builds Strong Communities – Contributes to sustainable neighbourhoods and communities
  - Protects Vulnerable People – Ensures that CYC has input in so that the most economically and socially vulnerable households are targeted and fuel poverty is reduced
  - Protects the Environment – Directly contributes to this priority especially the reducing carbon emissions objective by the introduction of the energy efficiency measures to homes throughout the city, thus reducing the amount carbon they emit from heating and powering their homes.
  - It also will support the city's climate change action plan. It also contributes towards the local housing priorities within the City of York Housing Strategy 2011-2015 and particularly with the objectives of Strategic Aim 5 of the Draft York Private Sector Housing Strategy 2014-2019.

### **Communications:**

- 25 The Chief Executive and the Leader has received regular briefings on the LCR business model.

## **Financial and Procurement Implications**

- 26 A successful DiF bid in March 2013 has covered City of York Council's share (£41k) of the £600,000 procurement costs for the first three years of the 25 year programme and also enabled £5k to purchase energy performance data of the stock and collate and analyse data to create a targeted approach to maximising the LCR model in York.
- 27 All LCR Local Authorities have contributed to the procurement process and due to the complexity of the project the competitive dialogue process was selected.
- 28 Value for Money – competitive bid process with benchmarking built in as part of the Contract.
- 29 There are no specific financial implications for the Housing Revenue Account Capital Programme. However there may be opportunities for the council to maximise any investments, these will be explored with the provider. The Contract value should generate at least £40 million of new investment into the LCR/LEP over the first three years with potential to generate fee income for each participating authority.

## **Human Resources Implications**

- 30 We are also seeking to use the income generated from the scheme to create a shared sub regional post to ensure the successful delivery of the scheme and meet the targets set out in the call off contract.

## **Equalities Implications:**

- 31 A Community Impact Assessment has been completed and is attached as Appendix A. Green Deal including ECO and the Green Deal Home Improvement Fund is the only option available for residents who want to improve the energy efficiency of their home and reduce fuel poverty, following the demise of current government programmes such as CESP/CERT and Warmfront.

## **Legal Implications:**

- 32 The dialogue process has had a specific work stream for the legal documentation to be developed in conjunction with bidders, the procurement team, lawyers from each Local Authority and the Combined Authority. Bidders have produced mark-ups of both the Framework Agreement and Call-Off contract. At each stage the mark-ups have been shared with LCR lawyers for comment and amendment for feedback to bidders to enable negotiation of a strong commercial position for all Authorities. Although the process has been labour

intensive, it has been necessary to ensure all parties are comfortable with the content of the drafting to allow Contract Award and Signature to happen without incident.

In line with procurement rules this contract is a 'key decision' and therefore there is a call-in period of five days.

## **Risk Management**

- 33 There are risks of not delivering the scheme which we have highlighted in table under paragraph 18 which we are seeking to mitigate through the employment of the shared sub regional contracts manager. A full register also accompanies the LCR procurement exercise and is available on request.

## **Conclusions**

- 34 The collaborative procurement of a long-term partnership brings about big benefits for the Leeds City Region, but also brings with it some challenges. The principles benefits that this contract will bring include:

- Investment made in local homes and businesses, local jobs.
- GVA growth.
- Reduction in fuel poverty and city-wide carbon emissions
- A good quality, Value for Money offers for residents because we have used competitive dialogue to get best deal.

- 35 It also ensures standardised measures are available and processes agreed regardless of where residents live or work, there is one quality continuous offer and one point of contact. The joined up approach will also enable all Authorities to respond to future changes in legislation, new funding regimes and new technologies.

## **Recommendations to Cabinet:**

- (i) Approve in principle the participation of the Authority in the Leeds City Region Green Deal Project including support for the Framework and commitment to use the Call-Off Contract.
- (ii) Delegate authority to the Director of Communities and Neighbourhood, in consultation with the Assistant Director of Governance and ICT, to negotiate and agree the commercial terms of the Call-Off Contract, and delegate authority to the Assistant Director of Governance and ICT, or authorised representative, to enter into and sign the Contract

- (iii) To delegate authority to the Housing Services Manager to take operational decisions to attend the Home Energy Project Board (HEPB).
- (iv) To monitor progress through the HEPB and receive annual progress reports.

Reason: To enable CYC to draw down on the framework contract and begin installing measures in homes as soon as possible for the benefit of York residents.

<b>Authors:</b>	<b>Cabinet Members &amp; Chief Officer</b>		
<p><b>Ruth Abbott</b> Housing Standards and Adaptations Manager 554092</p> <p><b>Jacqui Warren</b> Sustainability Officer 551666</p> <p><b>Glen McCusker</b> Deputy Head of Legal Services 551048</p> <p><b>David Gladders</b> Accountant (CANS/CES) 551101</p> <p><b>Tom Brittain</b> Head of Housing Services 551262</p> <p><b>Nick Ross</b> Contracts Manager 555538</p>	<p><b>Responsible for the report:</b></p> <p><b>Councillor Dave Merrett</b> Cabinet Member for Environmental Services, Planning and Sustainability</p> <p><b>Councillor Tracey Simpson-Laing</b> Cabinet Member for Homes and Safer Communities</p> <p><b>Sally Burns</b> Director of Communities &amp; Neighbourhoods</p> <p><b>Sarah Tanburn</b> Interim Director of City and Environmental Services</p>		
	<b>Report Approved</b>	√	<b>Date</b> 26 September 2014

<b>Wards Affected:</b> All	
For further information please contact the authors of the report	

Annex - Appendix A – Community Impact Assessment

### Background papers

Source Papers	Location
<b>Meeting Date:</b> 1 <sup>st</sup> July 2014 <b>Item Title:</b> LCR Green Deal scheme <b>Meeting Date:</b> 11 <sup>th</sup> April 2013 <b>Item Title:</b> LCR Green Deal Scheme <b>Meeting Date:</b> 7 <sup>th</sup> February 2013 <b>Item Title:</b> LCR Green Deal Scheme	<a href="http://www.leedscityregion.gov.uk">www.leedscityregion.gov.uk</a>
<b>Meeting Date:</b> 6 <sup>th</sup> December 2012 <b>Item Title:</b> LCR Green Deal Business Case	
<b>Meeting Date:</b> 2nd February 2012 <b>Item Title:</b> Options for Delivering and Financing the Green Deal	

This page is intentionally left blank



## **Glossary**

CERT-Carbon Emissions Reduction Target  
CESP Community Energy Saving Programme  
DiF –Delivery and Innovation Fund  
ECO - Energy Company Obligation  
GD - Green Deal  
GDHIF - Green Deal Home Improvement Fund  
GVA – Gross Value Added  
HECA – Home Energy Conservation Act  
HEPB - Home Energy Project Board  
ISDS –Invitation to Submit Detailed Solutions  
ISRS –Invitation to Submit Revised Solutions  
KPI's - Key Performance Indicators  
LA - Local Authority  
LCC - Leeds City Council  
LCR - Leeds City Region  
LCR GD- Leeds City Region Green Deal  
LEP – Local Enterprise Partnership  
OJEU - Official Journal of the European Union  
WYCA - West Yorkshire Combined Authority

This page is intentionally left blank

**SECTION 1: CIA SUMMARY**
**Community Impact Assessment: Summary**

**1. Name of service, policy, function or criteria being assessed:** The retrofitting of energy efficiency measures to homes and non- domestic properties throughout the city

**2. What are the main objectives or aims of the service/policy/function/criteria?**

To implement the Leeds City Region Framework agreement to deliver green deal energy efficiency measures throughout the city

**3. Name and Job Title of person completing assessment:**

Ruth Abbott Housing Standards and Adaptations Manager

**4. Have any impacts been Identified? (Yes/No)**

Yes

**Community of Identity affected:**

Age, disability;  
Pregnancy/Maternity

**Summary of impact:**

**5. Date CIA completed:** Ruth Abbott and Jacqueline Warren

**6. Signed off by:**

**7. I am satisfied that this service/policy/function has been successfully impact assessed.**

**Name:**

**Position:**

**Date:**

**8. Decision-making body:**  
Cabinet

**Date:**  
7<sup>th</sup> October 2014

**Decision Details:**

Send the completed signed off document to [ciasubmission@york.gov.uk](mailto:ciasubmission@york.gov.uk) It will be published on the intranet, as well as on the council website.

Actions arising from the Assessments will be logged on Verto and progress updates will be required

## Community Impact Assessment (CIA)

**Community Impact Assessment Title:**

The retrofitting of energy efficiency measures to homes and non-domestic properties throughout the city

What evidence is available to suggest that the proposed service, policy, function or criteria could have a negative (N), positive (P) or no (None) effect on quality of life outcomes? (Refer to guidance for further details)

Can negative impacts be justified? For example: improving community cohesion; complying with other legislation or enforcement duties; taking positive action to address imbalances or under-representation; needing to target a particular community or group e.g. older people. NB. Lack of financial resources alone is NOT justification!

### Community of Identity: Age

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Data from the Business Intelligence Hub Landmark data regarding Energy Performance Certificates Fuel Poverty Data Private Sector Stock Condition Survey 2008	Longevity; Physical Security; Health; Standard of Living; Individual, family and social life	Positive	None

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p><b>Positive</b> Evidence shows that older people are more likely to suffer from fuel poverty. The green deal contract aims to alleviate this through retrofitting of energy efficiency measures including simple measures such as loft and cavity wall insulation to more complex installations such as solid wall insulation. This will result in reduce fuel bills, provide warmer homes and reduction in cold – related illnesses</p> <p><b>Negative</b> There may be some additional costs which are not fully covered by the scheme and older people maybe asked to contribute towards the shortfall. In addition we are aware from other schemes that older people are uncomfortable with the upheaval caused by the installation of measures such as loft insulation e.g. the creation of a loft hatch and the removal of items from the loft space.</p>	No	Explore with the preferred bidder their support towards older people including financial assistance where there is a shortfall and practical support to help them have the measures installed.	The new sub regional post	Following the call off the contract

### Community of Identity: Carers of Older or Disabled People

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

### Community of Identity: Disability

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Data from the Business Intelligence Hub Landmark data regarding Energy Performance Certificates Fuel Poverty Data Private Sector Stock Condition Survey 2008	Longevity; Physical Security; Health; Standard of Living; Individual, family and social life	<b>P</b>	<b>None</b>

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p><b>Positive</b> Evidence shows that disabled people are more likely to suffer from fuel poverty. The green deal contract aims to alleviate this through retrofitting of energy efficiency measures including simple measures such as loft and cavity wall insulation to more complex installations such as solid wall insulation. This will result in reduce fuel bills, provide warmer homes and reduction in cold – related illnesses</p> <p><b>Negative</b> There may be some additional costs which are not fully covered by the scheme and disabled people maybe asked to contribute towards the shortfall. In addition we are aware from other schemes that disabled people are uncomfortable with the upheaval caused by the installation of measures such as loft insulation e.g. the creation of a loft hatch and the removal of items from the loft space.</p>		Explore with the preferred bidder their support towards disabled people including financial assistance where there is a shortfall and practical support to help them have the measures installed.	The new sub regional post	Following the call off the contract

**Community of Identity: Gender**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Gender Reassignment**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date



**Community of Identity: Marriage & Civil Partnership**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A				
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Pregnancy / Maternity**

Evidence		Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
Data from the Business Intelligence Hub Landmark data regarding Energy Performance Certificates Fuel Poverty Data Private Sector Stock Condition Survey 2008		Longevity; Physical Security; Health; Standard of Living; Individual, family and social life	<b>P</b>	<b>None</b>

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date
<p><b>Positive</b> Evidence shows that pregnant/and young babies are more susceptible to extreme temperatures ( hot /cold) The green deal contract aims to alleviate this through retrofitting of energy efficiency measures including simple measures such as loft and cavity wall insulation to more complex installations such as solid wall insulation. This will reduce the impact of adverse weather.</p> <p><b>Negative</b> There may be some additional costs which are not fully covered by the scheme and people maybe asked to contribute towards the shortfall.</p>		Explore with the preferred bidder their support including financial assistance for where there is a shortfall and practical support to help them have the measures installed.	New Sub Regional Post	Following the call off the contract

**Community of Identity: Race**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A		<b>P</b>	<b>None</b>

Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Religion / Spirituality / Belief**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)	
N/A		<b>P</b>	<b>None</b>	
Details of Impact	<i>Can negative impacts be justified?</i>	Reason/Action	Lead Officer	Completion Date

**Community of Identity: Sexual Orientation**

Evidence	Quality of Life Indicators	Customer Impact (N/P/None)	Staff Impact (N/P/None)
N/A		<b>P</b>	<b>None</b>

<b>Details of Impact</b>	<i>Can negative impacts be justified?</i>	<b>Reason/Action</b>	<b>Lead Officer</b>	<b>Completion Date</b>