



## Notice of meeting of

### Executive

<b>To:</b>	Councillors Steve Galloway (Chair), Sue Galloway, Jamieson-Ball, Macdonald, Orrell, Reid, Runciman, Sunderland and Waller
<b>Date:</b>	Tuesday, 7 November 2006
<b>Time:</b>	2.00 pm
<b>Venue:</b>	Guildhall

### AGENDA

#### 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:

**10:00 am on Monday 6 November 2006**, if an item is called in *before* a decision is taken, *or*

**4:00 pm on Thursday 9 November 2006**, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

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

At this point, Members are asked to declare any personal or prejudicial interest they may have in the business on this agenda.

## **2. Exclusion of Press and Public**

To consider excluding the public and press from the meeting during consideration of Annex B to agenda item 9 (Lendal Bridge Sub-Station Secure Cycle Park Feasibility Study Outcome) and Annex A to agenda item 10 (Proposals for Staff Compensation), on the grounds that they contain information relating to the financial or business affairs of particular persons, which is classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to information) (Variation) Order 2006.

## **3. Minutes (Pages 1 - 8)**

To approve and sign the minutes of the Executive meeting held on 24 October 2006.

## **4. Public Participation**

At this point in the meeting, members of the public who registered their wish to speak regarding an item on the agenda or an issue within the Executive's remit can do so. The deadline for registering is **10:00 am on Monday 6 November 2006**.

## **5. Executive Forward Plan (Pages 9 - 10)**

To receive an update on those items which are currently listed on the Executive Forward Plan.

## **6. Extending Cardboard Recycling Collections and Changes to Winter Refuse Collection Arrangements (Pages 11 - 26)**

This report, requested by Members at the Executive meeting on 24 October, considers how cardboard recycling services can be delivered to the remaining 40,000 residents who are able to use this service if provided, and recommends changes to the current domestic refuse collection arrangements between 1 December 2006 and 31 March 2007.

**7. Response to the Recommendations of the Sustainable Street Lighting Scrutiny Board** (Pages 27 - 36)

This report sets out Officers' comments in relation to the Scrutiny recommendations presented to the Executive on 25 July 2006, with alternative proposals where appropriate, to ensure that financial controls and reporting procedures are in place to enable the procurement of energy for street lighting to progress without delay.

**8. Scrutiny Report: Reducing Carbon Emissions from York's Public and Private Sector Housing** (Pages 37 - 146)

This report asks the Executive to consider the final recommendations of the Scrutiny Sub-Committee that reviewed the topic 'Reducing Carbon Emissions from York's Public & Private Sector Housing'.

**9. Lendal Bridge Sub-Station Secure Cycle Park Feasibility Study Outcome** (Pages 147 - 178)

This report presents the outcome of the study into whether the former Lendal Bridge Sub-Station is suitable to be converted into a secure cycle parking facility, together with the further information requested by the Executive on 24 October, and details the options available in relation to the building.

**10. Proposals for Staff Compensation** (Pages 179 - 186)

This report gives an update on the Council's position in relation to offers of compensation to employees.

**11. Urgent Business**

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

Democracy Officer:

Name: Fiona Young

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

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

Contact details are set out above.

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MEETING	Executive
DATE	24 October 2006
PRESENT	Councillors Steve Galloway (Chair), Sue Galloway, Jamieson-Ball, Orrell, Reid, Runciman, Sunderland and Waller
IN ATTENDANCE	Councillors Fraser and Livesley

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**90. Declarations of Interest**

The Chair invited Members to declare at this point any personal or prejudicial interests they might have in the business on the agenda. No interests were declared.

**91. Exclusion of Press and Public**

RESOLVED: That the press and public be excluded from the meeting during consideration of Annex B to agenda item 10 (Lendal Bridge Sub—Station Secure Cycle Park Feasibility Study Outcome), on the grounds that it contains information relating to the financial or business affairs of a particular person, which is classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006.

**92. Minutes**

RESOLVED: That the minutes of the Executive meeting held on 10 October 2006 be approved and signed by the Chair as a correct record.

**93. Public Participation**

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

Bernadette Cullen, of the Bike Rescue Project, spoke in relation to agenda item 10 (Lendal Bridge Sub-Station Secure Cycle Park Feasibility Study Outcome). She applauded the idea of situating a cycle park close to the railway station and city centre and on a major cycle route, but expressed the view that the report had failed to look effectively at how this could be achieved. In particular, there had not been a proper review of available funding sources nor adequate consideration of potential users, including the Cycle Paramedics, who were seeking a new base. A more detailed report was required, to which Bike Rescue would be happy to contribute.

**94. Executive Forward Plan**

Members received and noted an updated list of items included on the Executive Forward Plan when the agenda for this meeting was published.

**95. Information Technology and Telecoms (ITT) Development Plan 2007/08**

Members considered a report which set out proposed areas for investment in ITT and asked them to review these proposals and decide which ones should be funded.

The proposals had been evaluated by the Corporate IT Strategy Group (CITSG) and were presented in priority order in Annex A to the report. A summary of each proposal, with a breakdown of costs, was set out in Annex B.

Three options were presented for Members' consideration:

**Option 1** - to fund all the proposals recommended by the CITSG (i.e. those listed above the dotted line in Annex A)

**Option 2** – to fund more proposals than recommended by the CITSG

**Option 3** – to fund fewer proposals than recommended by the CITSG.

The report highlighted those proposals listed just below and just above the dotted line in Annex A, should Members wish to select Options 2 or 3.

Having considered the comments of the Shadow Executive, it was

RESOLVED: (i) That Option 3 (to fund fewer proposals than recommended by the CITSG) be supported, with the deletion of scheme no. O7HHASS02 – extension of the SX3 Mobile Working pilot in Housing and a reduction in the allocation to scheme no. O7CEX02 – replacement IT equipment for Members.

REASON: In the light of the continuing financial pressures on the Council and on the assumption that the corporate scheme O7COR03 will be able to deliver the required functionality in respect of mobile technology and that a phased approach will be taken to replacement IT equipment for Members.

(ii) That Option 2 also be supported, to the extent that it adds scheme no. O7LCCS03 – Mobile Library Connection – to the list of proposals to be funded.

REASON: In view of the importance of this scheme, which will link the Mobile Library to the main library management system and also provide web access.

(iii) That Officers be asked in future to include in the main body of the report a summary of each proposed programme item, together with a clear statement of the financial benefit to the authority of each item.

REASON: To improve the clarity and accessibility of the information provided, upon which the Executive will base their decision.

**96. Review of the CYC ITT Strategy 2002-2007**

Members considered a report which outlined the Council's progress in delivering its ITT Strategy for the period 2002-2007 and identified the broad direction for development of a future 5-year Strategy.

Details of the review carried out on the Strategy had been made available to view on the Council's website, as Annex A to the report. The review had indicated significant progress. Of the 129 objectives set out under the four key themes in the Strategy, 63% had been fully achieved and 26 % partly achieved. Most of the objectives had focused on the first two themes, which involved stabilising and improving core ITT infrastructure and delivering e-government. Of these, 71% had been fully achieved. On the fourth theme – establish effective links with Partners – progress had been slower, with 47% of objectives fully achieved.

Work had now started on a new Strategy for the next five years and would be continued in the new year, following the implementation of [easy@york](mailto:easy@york). The new Strategy would need to support delivery of the Council's Corporate Strategy, Organisational Effectiveness Programme and Community Strategy. Its development would require an understanding of the developing t-government agenda set out in the recently published Cabinet Officer e-Government Unit strategy document. It must also strike a balance between delivering corporate priorities and providing adequate investment and operational support. A list of questions to be considered in shaping the new Strategy was set out in paragraph 31 of the report.

Having considered the comments of the Shadow Executive, it was

RESOLVED: (i) That the excellent progress made during the lifetime of the present IT Strategy for 2002-2007, as set out in paragraphs 2-22 of the report, be noted.

REASON: To recognise the achievements of the past five years.

(ii) That the Strategy for 2007 to 2012 be developed, including the following six key themes:

1 A rigorous cost benefit analysis to be presented for each change to the system or addition of service.

2 Continuation of the present high standards of service achieved by the ITT infrastructure, by continuing to update the system as required throughout the lifetime of the strategy.

3 Proposals for the implementation of new technology to be supported by a review of the business process involved to ensure that efficiency gains are maximised.

4 Partnership working with other agencies to be high on the agenda. Links between the Council's IT strategy and its partners' IT strategies will need to be developed to ensure effective service delivery.

5 The government's new t-government agenda (transforming government) to be addressed through the application of the council's ITT systems to support the new Admin. Accommodation Project, the [easy@york](#) project, the Corporate Effectiveness programme and the efficiency agenda, and as a result transform all aspects of service delivery.

6 Making full use of viable emerging technologies and systems to improve service delivery, e.g. mobile working, home working, wireless networks.

REASON: In order to build upon the success of the previous Strategy and address the key requirements of t-government and partnership working.

(iii) That the Executive confirms that projects promoting greater efficiency, and demonstrable expenditure savings, must have the highest priority in the use of resources in the future and looks forward to the development of a system which allows the success of projects to be monitored in these terms.

REASON: In view of the Council's current financial situation.

## 97. Health & Safety Resources

Members considered a report which sought approval to release contingency funding for additional Health and Safety resources, in order to improve performance and meet statutory requirements.

The report outlined the temporary arrangements that had been in place since the departure of the Council's Health and Safety Manager in 2004. It was felt that these arrangements, whilst making best use of current resources, did expose the Council to some risk. It was noted that concerns had been raised by the Health and Safety Executive following an inspection of the former Commercial Services directorate in February 2005, and that York had only just started to develop and implement a corporate policy framework.

The following options were put forward for Members' consideration:

**Option 1** – release funding from contingency to appoint an additional Health & Safety Adviser at grade PO 3-6 and an Assistant Health & Safety Adviser at Scale 6, on a permanent basis. This was the recommended option.

**Option 2** – release funding from contingency for both posts for a period of two years only. This would enable the development of corporate priorities within two years but would remove the resource required for proactive monitoring.

**Option 3** – retain the existing Health and Safety resources. This would delay the development / implementation of corporate priorities for four years, during which period no proactive monitoring could take place across the Council.



Members agreed the importance of addressing health and safety issues but noted that the report had not explained fully the implications for the Council's other services of increasing resources in this area.

Having considered the comments of the Shadow Executive, it was

RESOLVED: (i) That approval be given to the appointment of an additional Health & Safety Adviser at grade PO 3-6, on a permanent basis, to address Health and Safety issues in the Council, with funding to be provided from the contingency provision.

REASON: To improve performance and meet statutory requirements in this area.

(ii) That consideration of the post of Assistant Health & Safety Adviser be deferred to enable it to be looked at as part of the 2007/08 budget build process.

REASON: So that the implications, in terms of reduced service provision elsewhere, can be clear.

(iii) that Officers be asked to review the structure of the Health and Safety team in the Council and recommend any changes that may be necessary to ensure that outcomes are more clearly evaluated in financial terms.

REASON: To ensure the cost effectiveness of work in this area.

**98. Final Report of the Recycling and Reuse Scrutiny Sub Committee:  
Recycling and Reuse – Removing Bulky Items from the Waste Stream**

Members considered a report which presented the final recommendations of the Recycling and Re-use Scrutiny Sub-Committee following their review of the removal of bulky items from the waste stream. The Sub-Committee's report was attached as Annex A. Cllr Livesley was in attendance, as Chair of the Scrutiny Sub-Committee.

The recommendations took forward proposals arising from earlier Scrutiny work and made further proposals based on more recent research work. The new Director of Neighbourhood Services was currently engaged in a complete review of his service areas, including the services and topics covered by the Scrutiny Review. The Sub-Committee and the Scrutiny Management Committee therefore considered it appropriate that the Sub-Committee's findings be incorporated in this wider review.

Members commented that the Scrutiny report would have been stronger had it dealt with the financial aspects of the recommendations. Officers confirmed that such information would be provided in future reports from Scrutiny to the Executive.

Having considered the comments of the Shadow Executive, it was

RESOLVED: (i) That the report from the Scrutiny Board be noted with thanks.

(ii) That Officers prepare a report for the next Executive meeting detailing the proposed roll out arrangements for the cardboard collection service to the remaining 40,000 properties on alternate weekly collection, to ensure that this system maximises the diversion from landfill, which can then be re-invested into the service for expansion to new areas.

(iii) That Officers prepare a report for the next Executive meeting detailing the communication strategy for the Winter Collection System and examining ways in which this can be done to reduce costs which can in turn be invested into the recycling service.

(iv) That the Recycling Team continue to co-ordinate applications for funding which can be utilised corporately from external sources.

(v) That Officers develop ways for improved working with the Bicycle Recovery Project at the Household Waste Recycling Centres.

(vi) That Officers look at ways in which bulky item collection can be integrated with schemes like the Community Furniture Store.

(vii) That Officers work with the Equalities Officer to devise test schemes for box collection schemes in the City.

REASON: In order to respond appropriately to the recommendations of the Scrutiny Committee, in the context of current work in this area and the review of Neighbourhood Services.

**99. Lendal Bridge Sub-Station Secure Cycle Park Feasibility Study Outcome**

Members considered a report which presented the outcome of the study into whether the former Lendal Bridge Sub-Station was suitable for conversion into a secure cycle parking facility, as requested by the Executive on 25 July.

Details of the findings of the study, undertaken by Halcrow Group Ltd., were attached as Annex A to the report. The study had indicated that it might be possible to convert the roof of the building to a seating area for the adjacent café, although this would be very difficult to implement. The results of consultation on both the cycle park and the roof top café were set out in paragraph 12 of the report.

The following options were presented for Members' consideration:

**Option A** – sell the building

**Option B** – retain the building and convert the ground floor to a cycle park with ancillary cycle-related activities

**Option C** – as Option B, plus further investigation of the integrity of the roof and options to enable the roof to be accessed from the café.

Option A was recommended, on the basis that the spatial and financial constraints were such that any operator would struggle to make the cycle park viable. A private sale was likely to result in a more innovative use and would not necessarily prevent the roof conversion from taking place.

It was noted that this item had been called in. The Executive's decision would therefore be subject to review at the Scrutiny Management Committee to be held on Monday 30 October and a subsequent meeting of the Executive on Tuesday 31 October, unless the calling-in was withdrawn in the meantime.

Having considered the comments of the Shadow Executive, and the comments made under Public Participation on this item, it was

RESOLVED: That no decision be taken on this item today but that the Executive confirms its willingness to review any new information or offers, relevant to the use of the building, that may be tabled before its next meeting.

REASON: So that all options can be considered before a final decision is taken.

**100. Urgent Business - Consultation on the Policy Framework for New Nuclear Build**

Members considered a report which summarised the key issues raised in a consultation document published by Department of Trade and Industry (DTI), seeking views on the developing policy framework for new nuclear build, and presented a draft response for submission to the DTI.

The Chair had agreed to take this item as urgent business under the provisions of the Local Government Act 1972, on the grounds that full Council had agreed that the Executive should approve a response to the consultation, and the response must be approved and submitted by the end of October 2006 in order to meet the DTI deadline. The report had been available on the Council's website, as part of the Executive agenda, from Friday, 20 October.

The consultation document set out how the Government intended to create a policy framework under which developers would be able to make proposals for new nuclear build. The document focused upon suggested changes to the planning process and was not intended to initiate a debate on the appropriateness or otherwise of nuclear power. A draft letter of response was attached as Annex A to the report. This supported the approach of setting a "Statement of Need" for nuclear power in government policy and agreed that the safety, security and radiological impacts of proposals should be dealt with outside the planning inquiry process. However, it raised concerns about the lack of clarity on the strategic siting

of new nuclear build and on the role of planning inquiries in this, as well as overall concerns about the development of nuclear power in general.

RESOLVED: That the draft letter attached as Annex A to the report be agreed as the City of York Council's response to the DTI consultation paper.

REASON: To provide an appropriate response to the consultation paper, as requested by Council, and so that the response can reach the DTI before the closing date for comments (31 October 2006).

SF Galloway, Chair

[The meeting started at 2.00 pm and finished at 2.50 pm].

**Table 1: Other items scheduled on the Forward Plan which should have been submitted to this week's meeting**

Report	Author	Current Position	Likely Revised Date
Parking Review	Peter Evely	Deferred for clearance by Chief Officer	21/11/06
Chief Executive's Department Restructure: Deferred Posts	Deborah Baxter	Deferred for further work	21/11/06
Guidance for Sustainable Development (Scrutiny Report)	Ruth Sherratt	Deferred for further work on consultation aspects	5/12/06
Pothole Report	Damon Copperthwaite	Deferred for clarification on the content and some of the detail information	21/11/06

**Table 2: Items scheduled on the Forward Plan for the Executive Meeting on 21 November 2006**

Report	Author	Current Position	Likely Revised Date
Parking Review	Peter Evely	Deferred from 7/11/06	N/a
Pothole Report	Damon Copperthwaite	Deferred from 7/11/06	
Leisure Facilities Strategy	Neil Hindhaugh	Deferred from 24/10/06	N/a
Chief Executive's Department Restructure: Deferred Posts	Deborah Baxter	Deferred from 7/11/06	N/a
Street Scene	Terry Collins	On schedule	N/a
Strategic Procurement Programme	Liz Ackroyd	On schedule	N/a
Thin Client Competition Strategy	Simon Wiles	On schedule	N/a
York's Local Area Agreement	Nigel Burchell	On schedule	N/a
Budget Pressures – Adult Social Services	Bill Hodson	On schedule	N/a
Gambling Policy	Dick Haswell	On schedule	N/a
LDF – Statement of Community Involvement	Claire Beech	On schedule	N/a

<b>Table 3: Items scheduled on the Forward Plan for the Executive Meeting on 5 December 2006</b>			
<b>Report</b>	<b>Author</b>	<b>Current Position</b>	<b>Likely Revised Date</b>
Minutes of Social Inclusion Working Group and Young People's Working Group	Dawn Steel	On schedule	N/a
Child Protection Policy	Pete Dwyer	On schedule	N/a
Future of Archives	Charlie Croft	On schedule	N/a
Race Meeting Review	Peter Evely	On schedule	N/a
Corporate Asset Management Plan	John Reid	On schedule	N/a
Revised Waste Strategy	John Goodyear	On schedule	N/a



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**Executive**

**7 November 2006**

Report of the Director of Neighbourhood Services

## **Extending Cardboard Recycling Collections and Changes to Winter Refuse Collection Arrangements**

### **Summary**

1. This report has been produced following the request by Members at the Executive meeting on 24 October 2006 to consider how cardboard recycling services can be delivered to the remaining 40,000 residents who are able to use this service if provided at the earliest opportunity due to its positive impact on recycling participation and waste diversion. The report also recommends changes to the current domestic refuse collection arrangements for the period between 1 December 2006 and 31 March 2007, which will maintain waste diversion levels from landfill.

### **Background**

2. In the Spring of 2005, City of York Council made a decision to make changes to the way it carried out its refuse and recycling collections. These changes were made to assist the authority in meeting its statutory recycling targets and to lay the foundations for ensuring future compliance with the Landfill Allowance Trading Scheme (LATS).
3. Members agreed that the best approach was for grey bin refuse collections (residual waste collections that are taken to landfill) to alternate with kerbside recycling collections to households that have gardens. To ensure that residents had capacity in their wheeled bin to last two weeks, an additional garden waste collection service was introduced. Only properties receiving the full range of kerbside collections received the additional garden waste collection and thus the alternate week collections. This equated to a little over 60,000 properties. The remaining 22,500 properties in York remained on weekly residual collections due to their nature (flats or communal areas, assisted collections or medical needs) or because they were receiving a lower level of kerbside collections or none at all (mostly terraced areas). These changes took place on 3<sup>rd</sup> October 2005.
4. Whilst the new service had expanded recycling opportunities, residents contacting the authority directly, or via their elected member, commented that plastic bottles and cardboard were an issue as these took up most of the space in their wheeled bin. With LPSA 2 funding a decision was then taken to

add plastic bottles and a phased implementation of cardboard when the garden waste collections resumed in March 2006. Based on an expected increase in participation of 5%, five new Terberg Kerbside vehicles were purchased ready for March 2006 to replace the previously used 'Fame' vehicles.

5. It was clear from the first day of adding plastic collections to 60,000 properties and cardboard to 10,000 properties that residents were fully supportive and were participating in great numbers which was far in excess of the estimated 5% increase.
6. Since kerbside recycling collections were introduced, the collection teams have counted the number of properties presenting materials for collection each day. This gives us the 'set out rate' rather than a participation rate. Many more residents will participate in the scheme, as has been measured separately, but will only put their materials out when necessary. The set out rate is, therefore, a more accurate indication of the amount of materials we can expect to collect.
7. From the start of kerbside collections in May 2002, until plastic and cardboard was introduced in March 2006, the set out rate averaged at 52% across all collection areas (with individual areas ranging between 78% and 22%). There was an increase in the set out rate average, to 56%, in October 2005 when the garden waste collections were introduced, as many residents had to recycle to maximise the capacity of their wheeled bin. However, the average dropped back to 52% during the winter period when garden waste collections were suspended. ***When plastic and cardboard was added in March and July 2006 the set out rate rose to an average of 69% - an increase of 32.6%.***
8. As well as the set out rate, the other important measure of our service is the amount of material collected by the kerbside vehicles. Each time it visits the Material Recycling Facility (MRF), a round collects a weight ticket giving an accurate record of its weight. This information is recorded by the supervisors and information goes back to the start of the kerbside service in 2002 (for the purposes of our information we count the whole of the weight though we frequently weigh individual fractions for the purpose of reporting back to DEFRA).
9. Up until the introduction of the garden waste collections, the kerbside collections averaged 141 tonnes of material per week (paper, cans and glass). This average rose to 150 tonnes following the introduction of garden waste collections but dipped slightly during the suspended period. Since the introduction of plastic and cardboard collections, ***the weekly average has risen to 200 tonnes – a rise of 33% on average*** with the largest rises being from the cardboard areas and equates to a saving on landfill charges of c£100,000 per year. This is consistent with the rise in the set out rate and gives us an indication of the likely impact on the service as cardboard is offered to more properties.



10. Weights for garden waste vary with the seasons. In the autumn of 2005, between 100 and 200 tonnes per week was the average. In the spring and early summer of 2006, weights between 450 and 550 tonnes were collected though this dropped through July, due to the prolonged dry spell. Current weights are back to the same levels as autumn 2005.
11. ***The above information leads us to conclude that for every additional 5,000 properties that receive cardboard collections it is likely to generate approximately another 700 properties participating regularly (setting out).*** Therefore, the roll-out of the remaining 40,000 properties to receive cardboard recycling could generate another 5,600 properties participating and taking the average set out rate across the service to 80%.

### **Expanding Cardboard Recycling**

12. Officers consider that it would be possible to introduce cardboard collections to the remaining 40,000 properties after the Christmas and New Year Holidays if three additional vehicles were hired and six staff employed. This would be an appropriate time to expand the service as it would reduce the impact of the proposed winter changes to refuse and recycling for the 60,000 homes receiving alternate week collections detailed below whilst also increasing participation.
13. Therefore it is proposed that cardboard collections are introduced in stages as from Monday 15 January 2007. Officers consider that 5,000 properties each week could be introduced to the new service. This would result in the service being offered to all of the remaining 40,000 properties by Monday 5 March 2006.
14. The costs of introducing this service between January and March 2007 would be £2k per week per vehicle including labour costs. Therefore the cost of providing this service during this financial year would be £66k. As there is no existing budget provision for this service and it would represent a one off expense the additional costs would need to be met from the Council's reserves. The Council's reserves have just increased by over £500k due to a one-off extra dividend from Yorwaste. Reinvestment within the waste management service seems an appropriate use for this dividend.
15. In the medium term it would be necessary to procure vehicles, as this would be more cost effective therefore a growth bid of £324k has already been submitted for consideration in the 2007/8 budget process. This bid would be reduced if part of the Council's Waste Performance and Efficiency Grant were utilised. The grant is expected to be £406k, which is split 50% capital and 50% revenue. Work needs to be undertaken to confirm whether these allocations could be used to offset the growth requirement for 2007/08.
16. Officers are currently developing a LATS strategy so that the Council's landfill diversion targets can be managed to minimise financial impact. Whilst this proposal has been developed before this work and the current budget process for 2007/08 has been completed Members could decide to agree for

cardboard recycling to be extended, as there are clear advantages of rolling-out this service to the 40,000 properties that could receive it.

### Winter Arrangements

17. When the alternate week collections are in operation, each crew works on the same round each week, simply alternating between grey and green bin collections. There are ten rounds operating the alternate week service, with five collecting green and five collecting grey each day. This is designed to fit in with the kerbside recycling rounds and ensure that residents have the same collection day each week regardless of the type of collection.
18. Evidence gathered during the winter suspension last year showed that the weekly weight of kerbside material collected dropped by 18% whilst residual waste to landfill rose by 11%. Kerbside weights increased again following the re-launch of the alternate collections in March 2006. This drop in kerbside materials had a detrimental effect on our annual recycling rate and potential savings from landfill charges.
19. Whilst the green waste generated through the winter period is less than in the spring or summer, feedback from other authorities offering similar collections indicates that there are still significant amounts of green material (particularly woody material that can not be home composted) being presented. If the Executive decided to continue with alternate collections during the winter period it would also be possible to collect Christmas trees after the festive period. This would be beneficial as many trees are fly-tipped every year. The extension of cardboard recycling would also reduce the amount of biodegradable waste being presented whilst significantly increasing the amount of cardboard being recycled post Christmas holidays.
20. If agreed the Council would still provide a weekly domestic collection operation during the two week Christmas period so that the expected excess could be collected. The following table details collection arrangements during the Christmas period:

<b>Number of Properties</b>	<b>Week Commencing 18/12/06</b>	<b>Week Commencing 25/12/06</b>	<b>Week Commencing 01/01/07</b>	<b>Week Commencing 08/01/07</b>
30,000	Green Collection	Grey Collection	Grey Collection	Grey Collection
30,000	Grey Collection	Grey Collection	Grey Collection	Green Collection

21. Alternate week collections would commence week commencing 8 January 2007.

22. It would be necessary to commence discussions with the Trade Unions to ensure that staff are fully utilised on waste related activities should green waste rounds finish significantly earlier than normally experienced. The staff could assist with new bin deliveries, missed bin collections and with the extended cardboard collection service.

### **Communications**

23. The marketing and communications team (M&C) have written the following communications strategy designed to reach the following audiences:
- All households, especially residents with special requirements such as disabled or elderly people
  - Temporary residents such as students
  - Members
  - Staff
  - Local media
  - Stakeholders and partners

### **Leaflets**

24. There will be three separate leaflets to three distinct audiences, distributed to specific addresses as happened in spring 2006:
- One targeted leaflet to the 30,000 people in the week 1 streets for the garden waste collections including 'thank you's' for helping recycle, a calendar of the different collections, Christmas details and bank holiday arrangements
  - A second identical leaflet, but with a different calendar for the 30,000 people in the week 2 streets
  - A leaflet to the 22,500 non-garden waste areas including 'thank you's' and encouraging recycling at HWRCs, the Christmas details and the bank holiday arrangements. This leaflet will include details of the Council's commitment to provide recycling to all areas when practicable.
  - There will also be leaflets for the cardboard roll out and bags distributed door-to-door 5,000 at a time for eight weeks from the start of the New Year.
25. Other ways to disseminate the winter collection message include

- Press releases
- Website updates on the homepage
- Availability of senior staff for radio and press interviews
- Approach to local media for features
- Publicity in voluntary sector publications
- Publicity in student publications and outlets
- Your City scheduled for January 2007
- News and Jobs
- News in Depth
- CouncilNet

### **Communicating with disabled residents and non-English speakers**

26. In line with the council policy *Making Connections: How to Make Communication Accessible and Inclusive* all the leaflets will be provided in accessible formats and in a community language on request. The M&C team will liaise with relevant advisory groups where possible given the timescales involved in this communication.
27. All the leaflets will contain the following text in at least 16-point font size: "Please contact us if you would like this information in an accessible format (for example, in large print or by email) or another language." In line with the council's policy, accessible formats will usually mean large print, audiotape or e-mail. The need for other accessible formats such as BSL video, braille and easy read will be assessed and a decision taken given all the relevant factors, such as: the urgency of the situation, how long it will take to provide the information in the format or language required, how much it would cost and the implications for the customer for providing the information verbally/face-to-face rather than in written form. This also applies to providing information in a community language, such as British Sign Language, Urdu, Turkish, Cantonese and Bengali.
28. Officers will also work with the Council's Equalities Team to ensure that all opportunities are maximized regarding consultation about how the service is provided.

## Consultation

29. Consultation has been held with residents throughout the year and the feedback received is that the addition of cardboard recycling where possible would be welcomed.

## Options

30. Members could decide not to progress with the extension of the cardboard service although this would have a detrimental impact on the Council's recycling performance. Members could also decide not to continue with alternate collections during the winter period although this would also impact negatively on the Council's recycling performance whilst increasing the amount of biodegradable waste sent to landfill.

## Analysis

31. The proposed changes will increase the Council's recycling performance whilst reducing the amount of bio-degradable waste sent to landfill.

## Corporate Priorities

32. This proposal meets the Corporate Priority titled '***Decrease the tonnage of biodegradable waste and recyclable products going to landfill***'.

## Implications

33. The following implications have been noted:

### Financial

34. Extension to Service Provision

Due to the timescales involved in developing this report it has not proved possible to finalise the potential contribution, which could be made from uncommitted elements of the Waste Performance and Efficiency Grant. An updated position on this area will therefore be provided at the Executive. As a result the following costings are based upon a scenario where no contribution is available.

As the proposed arrangements from January to March are temporary in nature it is appropriate for funding to be met from reserves. The current reserve projections have recently been boosted through an additional dividend from the Council's holding in YorWaste and as such sufficient headroom currently exists for the costs associated with January implementation to be met from this source. However due to the one-off nature of such funding applying £66k to the January implementation will reduce the level of funding available to meet budget pressures in future financial years.

The projections which will form the basis of the draft budget proposals presented to EMAPs in December (which following consultation will be considered by Executive in January for referral to Council in February) currently include £324k per annum to cover the cost of this extension to the council's recycling provision with an indicative £201k for staffing and £123k for other costs (primarily vehicle related) A breakdown of these costs is included as Annex A. As such this proposal does not represent an expense over and above that which was already anticipated for 2007/08.

The procurement of the vehicles will follow standard EU tendering regulations.

35. Communication Strategy

The costs associated with the communications strategy will be met from existing budgets.

**Human Resources (HR)**

36. Subject to approval by the Executive, there will be full consultation with trade union officers and individual employees on the proposed revised winter working arrangements. There will also be a need to recruit additional staffing.

Apart from the above, there are no other HR implications.

**Equalities**

37. The only implications for equalities is regarding communicating with customers any changes made to waste and recycling collections, in alternative formats and languages as detailed above.

**Legal**

38. If the Executive is minded to approve the recommendations, there are legal obligations to be met regarding the procurement of additional vehicles. Appropriate advice will be sought from Legal and Procurement Officers to ensure procedures are in accordance with statutory requirements and our own Standing Orders.

**Crime and Disorder**

39. Clearly litter & rubbish is a priority that has been identified through SYP consultation on behalf of neighbourhood policing teams in most of the 11 wards where neighbourhood policing has been fully implemented. Environmental cleanliness forms a key part of creating safer neighbourhoods as it reduces the likelihood of the "broken windows" theory influencing crime & disorder patterns. i.e. if an area starts to look run down then this can affect attitudes to the neighbourhood resulting ultimately in more deviant behaviour. Enhancing the recycling scheme may reduce the likelihood of residents dumping rubbish that is not routinely collected thus assisting in developing a cleaner & less problematic environment.

**Information Technology (IT)**

- 40. There are no IT implications.

**Risk Management**

- 41. The key risks associated with the proposals in this report relate to a) the short timescales available to procure the vehicles and staff and to plan the implementation of these service changes b) the extent of communication required with customers and c) the uncertainty of funding.
- 42. To mitigate these risks vehicles can be hired until replacements are procured whilst a communication and implementation plan has been included as part of this report. Officers are confident that this will be sufficient to inform our customers of the revised arrangements whilst delivering the new service within the proposed timescales. Whilst the funding of this proposal needs to be clarified it is likely that there will be an opportunity to take advantage of the Council's Waste Performance and Efficiency Grant to reduce the overall cost to the Council whilst there will also be savings incurred by diverting waste from landfill.

**Recommendations**

- 43. Members are asked to consider the proposed changes to the Council's Refuse and Recycling Service and decide if these are to be implemented as detailed in the report.
- 44. If the proposed changes are agreed Members are also asked to agree for £66k to be released from reserves and for a further report to be brought back to the Executive to confirm the future funding arrangements.

*Reason: To improve recycling performance and reduce the amount of waste being sent to landfill.*

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**Report Approved**  **Date** 26/10/06e

**Wards Affected:**

**All**

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**Annexes**

Annex A - breakdown of the growth bid

Annex B – Waste Performance and Efficiency Grant and Landfill Tax Savings

**Background Papers:**

Final Report of the Recycling and Reuse Scrutiny Sub Committee: Recycling and Reuse – Removing Bulky Items from the Waste Stream (Meeting of the Executive 24<sup>th</sup> October 2006)



**Annex A**

The breakdown of the growth bid referred to in the report is made up as follows:

<b>Three Vehicles at £41,000 per annum</b> (this includes lease costs of £23,000 per annum, fuel, insurance, Road Fund Licence, tyres and contingency)	<b>£123,000</b>
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**Wages and Other employee costs:**

Salary/Wages	<b>106,500</b>
Bonus	<b>£50,500</b>
Overtime	<b>£15,000</b>
NI/SuperAnn	<b>£29,000</b>
<b>Total</b>	<b><u>£324,000</u></b>

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## Waste Performance and Efficiency Grant and Landfill Tax Savings

### Summary

- 1 To advise members on the use of the Waste Performance and Efficiency Grant for 2006/7, and how the forecast landfill tax savings and waste business opportunities will fund the required investment to improve diversion through the extension of the cardboard recycling service.

### Background

- 2 Waste Performance and Efficiency Grant £406,705 (2007-08)  
This is the final year of a three year grant award. The first £198.6k (including inflation) must go towards the continued support of the revenue costs. The majority of the balance, around £200k is expected to be capital. We will need to repeat the capital provision for replacement bins etc of £100k. This leaves a balance which could purchase one of the required kerbside collection vehicles. (capital cost of vehicle being £120k, balance from prudential).
- 2 The annual running costs of the new Kerbside Collection Vehicles complete with one driver and 2 loaders is £108k. An additional three vehicles and crew are needed at a total annual operating cost of £324k. Tables 1 to 3 below outlines how this funding can be achieved with a net contribution to savings.

### Funding Available

**Table 1**

#### Waste Performance and Efficiency Grant Breakdown

Grant	Income	Expenditure	Balance
2007/08 Allocation	£406,705	£198k used to support existing revenue costs	£208,000
		£100k provision of replacement bins	£108,000
		£108k contribution to the purchase of one kerbsider (total cost £120k).	£0

Table 2

## Landfill Tax Savings

Activity	Performance	Saving (Landfill Tax @ £24)	Accumulative Total
Kerbside	Estimated 3,120 tonnes will be diverted if the current kerbside operation continues for a full year (ie cardboard to only 20,000 properties)	£74,880	£74,880
HWRC	Estimated 980 tonnes will be diverted based on current performance	£23,520	£98,400
Extended Cardboard Recycling	Estimated 1,993 tonnes will be diverted from Landfill. <i>(see note below)</i>	£47,832	£146,232
Alternate Collections	Estimated 1020 tonnes of waste will not enter the waste stream if the alternate weeks operate throughout the year. Saving both Landfill Tax at £24.00 and Gate Fee at £16.00	£40,800	£187,032
			<b>£187,032</b>

Table 3

## Other Savings

Activity	Performance	Saving	Accumulative Total
Use of Waste performance and Efficiency Grant to purchase one vehicle	£120,000 from grant and prudential borrowing	£25,000	£25,000
Remove the growth	Budget no longer required	£10,000	£35,000

budget require to buy out the lease on the bins			
Price increase on Commercial Waste	Increase the price of Commercial Waste above the rate of inflation and the increases on Landfill tax. A 10.5% price increase overall.	£110,000	£145,000
Develop the Florescent Tube business	Following approval from the Environment Agency.	£22,000	£167,000
			<b>£167,000</b>

**TOTAL SAVINGS** **£354,032**

**COST OF 3 ADDITIONAL KERBSIDERS** **£324,000**

**NETT SAVING CONTRIBUTION** **£30,032**

**Note**

<i>The current set out performance for 60,000 properties if 69%</i>	<i>Properties setting out</i>	<i>41,400</i>
<i>The total tonnes of dry recyclete from the 41,400 properties in a full year is</i>	<i>Tonnes</i>	<i>11,000</i>
<i>Therefore the average per property setting out is</i>	<i>Tonnes</i>	<i>0.2657</i>
<i>Based on experience, from the additional 40,000 properties getting cardboard will increase the property set out</i>	<i>Properties</i>	<i>7,500</i>
<i>Therefore the extra tonnes of dry recyclete is estimated to be (0.2657 tonnes x 7,500 properties)</i>	<i>Tonnes</i>	<i>1,993</i>

**Landfill Allowance Trading Scheme (LATS) Consideration**

- 4 With the current minimisation, recycling and diversion performance the authority is still forecasting to fall short of its LATS target in 2009/10 by 10,000 tonnes. Given that this is a national target year and allowances cannot be traded wider than within the year, early indications are that they will cost close to £150 per tonne to purchase. Therefore, failure to maintain the momentum on recycling could cost £1.5m in three year's time. Expanding the cardboard to the remaining 40,000 properties should reduce this target to 8,000 tonnes.

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**Executive****7 November 2006**

Report of the Director of City Strategy

**RESPONSE TO THE RECOMMENDATIONS OF THE SUSTAINABLE STREET LIGHTING SCRUTINY SUB-COMMITTEE****Summary**

1. The implications of the recommendations presented to the Executive on 25 July 2006 have been considered.
2. The report contains officer comments in relation to each of the recommendations, with alternative proposals, where appropriate, to ensure that financial controls and reporting procedures are in place to enable the procurement of energy for street lighting to progress without delay.

**Background**

3. The Sustainable Street Lighting Scrutiny Sub-Committee final report on "Street Lighting – Strategic Management & Procurement to Reduce CO<sub>2</sub> Emissions and Waste" was presented to the Executive on 25 July 2006. This report delivered their research and findings regarding approaches local authorities might take to delivering more sustainable street lighting.
4. The Executive noted the report and resolved that an Officer report be requested on the budgetary and resourcing implications of the recommendations, for the Executive to comment upon each of the outcomes deriving from the recommendations.

**Budgetary and Resourcing Implications of the Recommendations****Recommendation 1**

5. *Street Lighting Officers discuss and renegotiate the rate charged to the authority for lamp stock electricity supply to minimise financial costs and ensure that the contract to CYC includes upwards of 20% renewable sourcing to be increased towards a target of 10%.*
6. A considerable amount of work has already taken place to ensure that the Council minimises financial costs for energy used for Street Lighting and illuminated signs. A very detailed inventory has been produced covering all

the 17,335 street lights and 1,914 illuminated signs and bollards. Details have been sent to the electricity distributor NEDL for checking and certification and this has eventually resulted in the issue of the Estimated Annual Consumption (EAC) certificate. This certificate is important as it enables the Council to obtain the most advantageous deal for the supply of energy based on the most accurate and approved information.

7. Officers are seeking prices for energy through the consortium of local authorities within the Yorkshire Purchasing Organisation (YPO) but also by tendering on an individual basis. YPO has more buying power through economies of scale. It uses sophisticated systems to track the price of energy and to buy it at the best possible price to cover its future needs. It is most likely that joining the YPO group of street lighting energy users will represent the best value for the Council but the option to seek prices for energy as an individual Council is also a possibility.
8. In the past it is known that some local authorities have managed to make savings on energy through procurement exercises and they have taken the opportunity to put these savings into "green" energy from renewable sources. However, the dramatic rise in energy costs over the last few years means that savings on existing budgets may not be possible.
9. The outcome of the procurement exercise, which may involve tendering, should be known in February 2007 at the latest and it is proposed that the results be reported to the Executive, including the opportunities and financial implications for including upwards of 20% renewable sourcing of energy. Should energy be obtained via YPO, for example, then their supplier of energy is committed to meet the obligation by 2015 that at least 15.4% of all electricity consumption comes from renewable sources. At present renewable energy is still in fairly short supply. Where demand exceeds supply then the alternative currently on offer is energy from good quality combined heat and power sources. Fossil fuels are still used to generate electricity but this is still substantially better than brown energy, to the extent of 250 – 350g of CO<sub>2</sub> per KWh used.

## **Recommendation 2**

10. *Street Lighting and Finance Officers ensure that the cashable and non-cashable energy and financial savings are reported in Gershon Efficiency responses, ring fenced and invested in increasingly sustainable street lighting stock.*
11. Officers will ensure that any cashable and non-cashable energy and financial savings are reported in accordance with Gershon Efficiency responses. Any savings will be small as the main opportunity for savings is the procurement of energy and this exercise is expected to provide certainty of costs rather than any substantial savings. However 2½% on energy costs is typically £15k to £20k.



12. The Head of Finance advises that the ring fencing of savings is not considered a good practice in determining priorities for the allocation of budgetary resources. It is important to have a process that considers the relative needs of all growth proposals and potential saving to fund these and ongoing spending needs. A saving of £83k was made in the 2006/07 street lighting energy budget on the assumption of reduced costs from reduced assumed demand following the revised inventory. This saving has been offset by significant increases in energy prices. It should also be noted that in the budget process significant allowances have been made for utility price increases across the council.

### **Recommendation 3**

13. *Street Lighting Officers with the assistance of the Sustainability Officer ensure that CO<sub>2</sub> emissions from energy use in street lighting stock are reported annually under EMAS and that targets are set for annual carbon savings.*
14. The Street Lighting Officer will assist in the reporting of energy usage and will work with the Sustainability Officer to relate this to CO<sub>2</sub> emissions.
15. Any targets set for annual carbon savings, so far as street lighting is concerned, have to be considered carefully in the context of the limited budgets for replacement of units. The present capital budget enables about 80 street lights to be replaced each year from a stock of 17,335 units. With a typical life expectancy of 30 years it is clear that the Council has not been able to keep pace with end of life replacements for some time and that only a large input of capital, such as that from the PFI proposal, will allow this to happen.
16. If targets are to be set for carbon savings for street lighting, then the easiest way to do this is by using green energy. Alternatively, or in addition to this, improvements could be made by to the street lighting stock, for example, using a different type of photoelectric cell that is activated at lower lux levels. This would mean that street lights would turn on later and turn off earlier under normal circumstances. A 10% saving in energy is possible, resulting in an equivalent reduction in CO<sub>2</sub> emissions but the cost for achieving this is about £13 per street light. A scheme such as this could be cost effective in 6 years but this is very dependent on the cost of energy. Appropriate capital funding for street lighting improvements is required to enable this type of scheme to go ahead, once properly examined and approved. At the present time no annual targets for carbon savings, via street lighting, are set and there are therefore no foreseeable financial implications.

### **Recommendation 4**

17. *Street Lighting Officers should complete the audit and database detailing street lighting stock in line with best practice and the "whole life" details outlined at paragraph 20 as a matter of urgency prior to renegotiating the electricity contract this year.*

18. As already outlined, a detailed street lighting and illuminated signs inventory has been completed. This inventory was specifically prepared to meet the requirements of the electricity distributor NEDL. A number of "fields" of information are required to enable NEDL to accept the data in a standard format for analysis and authorisation.
19. The issue, by NEDL, of the EAC, is the key outcome from this exercise as this demonstrates to the energy providers that the energy consumption, whilst being unmetred, is accurately known, enabling them to provide the most competitive quotes.
20. Officers are not aware of any requirement to carry out further detailed works, either in terms of best practice or to supply the "whole life" details from the point of view of renegotiating the electricity contract this year. If this information were required it would require resources to be dedicated to it at considerable cost. Officers do not believe that the resources required to provide this data, estimated to cost £60K, will produce sufficient "added value".
21. In the circumstances, with energy prices being very unstable, Officers feel that it is prudent to obtain the most competitive price for energy as quickly as practicable and propose therefore to continue with the procurement as outlined in the comments for Recommendation 1.

## **Recommendation 5**

22. *Upon completion of Audit, Street Lighting Officers should prepare a Street Lighting Strategy for submission to the Executive.*
23. Based upon detailed inventory a full audit of specific data has already been carried out, including all units being input onto a GIS mapping system. However, this audit does not cover all the items suggested in the Scrutiny Sub-Committee report. Items not included in the inventory are:
  - (a) Lamp life expectancy – whilst this is not part of the inventory it is known and the timing for replacement of lamps is based on the end of the best output period rather than on failure.
  - (b) Financial unit costs – but again these are known and change in line with price fluctuations.
  - (c) Environmental unit costs – whilst energy usage per unit is known this has not been extrapolated to show carbon emissions based on non-renewable sourcing.
  - (d) Expected durability and maintenance requirements/costs – whilst typical values are known there is no data base of specific information as this would need to be updated regularly by visual surveys.
  - (e) Costs of installation – typical values are known, based on costs at the time of installation (this cannot be done retrospectively with accuracy).

- (f) Reduce, reuse, recycle of units for disposal at end of life – systems have been in place, many of them for some time to comply with this.
  - (g) Known environmental risks – processes are in place with specialist recycling companies to deal with substances posing environmental risks, such as sodium.
  - (h) Light output quality and range at differing post heights – all of this is currently dealt with at design stage for new works and is not necessarily on a like-for-like basis but on the basis of each individual location.
  - (i) Location of installation, to achieve lighting to recognised minimum standards – these standards are currently achieved on a location specific basis.
24. It can be seen from the above that whilst much of the whole life auditing information is not linked directly to the audited inventory, the information exists in a more general form. It is suggested that rather than carry out further audit work, the Officers should prepare a Street Lighting Strategy for submission to the Executive on the basis of existing information. This will be based on lamp types, energy usage, environmental factors, costs, compliance with the Street Lighting Code of Practice and be "typical location" specific. The cost of producing this strategy can be contained within current resources.

### **Recommendation 6**

25. *Street Lighting Officers should maintain their established contact with pilot authorities trialling Photovoltaic (PV) lighting and other sustainable technologies and endeavour to keep track of the best versions of this technology available.*
26. As part of normal activities the Street Lighting Officer is in constant contact with other local authorities, sharing information on lighting technologies. The Council is involved in the Yorkshire Lighting Group and the Street Lighting Officer is a member of the Institution of Lighting Engineers. All of this enables the Council to learn from others and to assess the suitability of new technologies. These systems are not considered to be cost effective at present because the equipment and installation costs cannot be recouped over the life expectancy of this equipment through energy cost savings. There is also the problem that light output is inadequate for public highways.

### **Recommendation 7**

27. *Street Lighting Officers should recommend the use of PV powered "stand alone" systems and other sustainable technologies as the technologies improve and community netted systems installations for areas of the authority without grid netting requiring lighting. Officers should, in this instance, consider whole life costs of installation, including offsetting the installation costs against*

*savings made from electricity billing during the systems life. That the position of using PV and any other advances to sustainable technologies should be included in the annual "Highways Report".*

28. The Street Lighting Officer will track the advancements in technology in this respect and as technologies progress and become more cost effective, taking into consideration whole life costings, then these systems will be recommended. Any changes in technology will be properly costed to ensure long term value for money. The latest position will be incorporated in the street lighting section of the Annual Highway Maintenance report, which is normally presented to Members in March each year.

### **Recommendation 8**

29. *That Sub Committee considering the final report of the former Planning and Transport Scrutiny Board regarding sustainable development be requested to include a recommendation to developers – in the form of an amendment to the Supplementary Planning Guidance (SPG) – that all new or significantly refurbished developments should give consideration to incorporating sustainable street lighting. Officers to research and investigate the inclusion of a more detailed policy to address this issue as part of the development of the "Local Development Framework".*
30. This is an ongoing matter and is being dealt with by the relevant officers within City Strategy. There are no budgetary or resourcing issues for the Council arising from this recommendation.

### **Recommendation 9**

31. *That the City of York Council's Elected Member Energy Champion, Street Lighting Officer and Grants and Partnership Accountant create a bid to "Intelligent Energy Europe" with the aim of securing funding to install an intelligent lighting network.*
32. Initial investigations into the Intelligent Energy Europe scheme indicate that any grants awarded would be for schemes to raise awareness and to research energy usage. As with many grants, the Council would have to provide an equal financial input and funding is not available from existing maintenance budgets. It should be noted that this particular scheme states that it is not to be used for infrastructure improvements or for equipment.
33. If a suitable scheme could be identified and if financial resources can be made available to create a suitable bid, then input from relevant and experienced officers will be made available to support the Elected Member Energy Champion. An option may be to pursue this through the YPO group of street lighting authorities to see if there is any interest at a regional level.

### **Recommendation 10**

34. *That the Elected Member Energy Champion present a first version of the Regional Assembly's questionnaire to the Executive in September and thereafter the Regional Assembly, as a record of the authority's position across all sectors to date.*
35. There is no comment on this recommendation from City Strategy.

### **Recommendation 11**

36. *That the Elected Member Energy Champion present six monthly updates of the Regional Assembly's questionnaire to the Executive and thereafter the Regional Assembly, as a record of the authority's progress on energy across all sectors.*
37. There is no comment on this recommendation from City Strategy.

### **Recommendation 12**

38. *That the Executive Member instruct the Street Lighting (and/or Other relevant) Officer(s) to ensure that aesthetic building illumination (spots on the Guildhall and other key architectural buildings within CYC's property portfolio) use light sensors to come on only when required and do not remain on through the entire night (i.e. are switched off at 01:00 hrs) with a view to reducing electricity usage and emissions.*
39. Should the Executive Member wish to issue such instructions, then this would not create any resource issues so far as new installations are concerned as officers will ensure compliance with these instructions. With existing installations the vast majority of these are already on timers that are set to turn off at midnight in most cases. The Street Lighting Officer will systematically contact the relevant organisations to establish the need, if any, for aesthetic building illumination beyond the existing switch off time or 01.00 hrs as appropriate. Should there appear to be an identified need, then these exceptions will be reported back to the Executive Member with a recommendation for action. There are no financial implications of any significance associated with this recommendation.

### **Corporate Priorities**

40. The street lighting service meets the corporate aims of "Take Pride in the City by improving quality and sustainability, creating a clean and safe environment". It also supports the priority of "Increase the use of public and other environmental modes of transport" by providing a safe environment for all uses of the highway.

## **Implications**

### **Financial**

41. These are dealt with as part of the examination of each recommendation in the section of the report on Budgetary and Resource Implications of the Recommendations, at paragraphs 5 to 39.

### **Human Resources (HR)**

42. The Council operates on the basis of a 'Thin Client' and any recommendations requiring additional staff resources, such as Recommendation 4 have been flagged up under Financial Implications as external assistance would be needed.

### **Equalities**

43. There are no implications.

### **Legal**

44. There are no legal implications.

### **Crime and Disorder**

45. There are no implications arising directly from this report but the link between good quality street lighting and crime is well established.

### **Information Technology (IT) –**

46. There are no IT implications.

### **Property**

47. There are no property implications.

### **Other**

48. There are no other implications.

## **Risk Management**

49. In compliance with the Council's risk management strategy, the main risks that have been identified in this report are risks arising from hazards to assets and people (Physical), those which could lead to financial loss (Financial), and non-compliance with legislation (Legal & Regulatory).
50. Measured in terms of impact and likelihood, the risk score all risks has been assessed at less than 16. This means that at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report.

## **Recommendations**

51. The Executive is recommended to accept alternative proposals to Summary of Recommendations of the Sustainable Street Lighting Scrutiny Sub-Committee as set out in the following:

### **Recommendation 1**

- Insert at the end of the recommendation 'subject to the outcome of the forthcoming procurement of energy for street lighting, to be reported to Members for decision'.

### **Recommendation 2**

In the light of the position concerning the Council's approach to allocating capital and revenue resources, outlined at paragraph 12, Members may wish to not pursue this recommendation. Alternatively, the Executive may prefer to re-word the recommendation by:-

- insert after Gershon Efficiencies responses 'and where feasible reinvest as part of the annual budget process'.

### **Recommendation 3**

- Remove the words after EMAS, i.e. remove 'and that targets are set for annual carbon savings'.

OR

- Insert at the end of the recommendation 'provided that appropriate resources are available to deliver the savings proposals'.

### **Recommendation 4**

- Reword the recommendation to 'Street Lighting Officers should use the newly completed and audited inventory detailing the street lighting stock to renegotiate the electricity contract this year'.

### **Recommendation 5**

- Remove the words 'Upon completion of Audit'.

### **Recommendations 6 to 8 and 10 to 12**

- No alterations proposed.

### **Recommendation 9**

- Insert after Intelligent Energy Europe 'subject to no additional costs to the Council'.

Reason: To ensure financial controls and reporting procedures are in place and to enable the procurement of energy for street lighting to progress without delay.

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**Wards Affected:**

All

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**Background Papers:**

Executive Report 25 July 2006 – Final Report of the Sustainable Street Lighting Scrutiny Sub-Committee.

**Annexes**

None.

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24 October 2006  
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**Executive****7 November 2006**

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

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

1. The purpose of this report is to present to the Executive the final report of the Scrutiny Sub-Committee reviewing the topic 'Reducing Carbon Emissions from York's Public & Private Sector Housing'. Having endorsed the recommendations contained in the review at its meeting on 23 October 2006, Scrutiny Management Committee have referred the final report and scrutiny recommendations to the Executive for consideration.
2. The main findings arising from the work carried out by the Scrutiny Sub Committee are as follows:
  - The council has a number of obligations as set out in various Acts and international, national and regional guidance to promote sustainable forms of energy in the home and reduce harmful emissions.
  - CO<sub>2</sub> emissions and fuel poverty are seen as linked issues. The recommendations therefore refer to both reducing CO<sub>2</sub> emissions and fuel poverty.
  - Renewable microgeneration – i.e. domestic scale wind, solar or biomass generation is seen as integral to tackling fuel poverty and therefore reducing CO<sub>2</sub> emissions.
  - Yorkshire and Humberside region is the second poorest nationally in terms of fuel poverty
  - York has two wards in the bottom 10% nationally and five wards in the bottom 10% regionally concerning fuel poverty. Almost 1 in 4 households live in fuel poverty rising to almost 1 in three households in the poorest wards.
  - City of York Council Housing stock has above national average SAP(energy efficiency) rating but is still the lowest in the region.

- York residents have the lowest rate of access to funding to increase home insulation and energy efficiency and therefore, potentially, spends more money on fuel and creates more CO<sub>2</sub> emissions.
3. Members are requested to consider the report findings and recommendations.

### **Background**

4. Scrutiny Management Committee has considered the draft final report arising from the review on previous occasions and finally endorsed the report and recommendations for referral to the Executive at its last meeting on 23 October 2006.
5. The final report is structured to provide a top down view of the issues around CO<sub>2</sub> emissions and therefore details research and findings in relation to the following:
- Global/International issues
  - National responses and issues
  - Regional responses and obligations, and
  - Local obligations and implications.
6. The 12 recommendations contained in the report focus on the following areas where it is felt the Council could take immediate action:
- Strategies and action plans (recommendations 1, 10,)
  - Planning guidance and building regulations (recommendations 2, 3, 4, 6)
  - Standards, Monitoring and assessment (recommendations 5, 7, 8, 9)
  - Raising awareness (recommendations 11, 12).

### **Consultation**

7. During the detailed work undertaken by the Scrutiny Sub Committee full consultation has been carried out and recognition of those consulted has been made at the end of the report. Further detailed consultation has taken place with both Housing and Financial Services on their initial comments reported to the last meeting and on the underlying intent of the review. It is understood that the Head of Financial Services will attend the meeting to respond to any remaining queries on the financial comments, if necessary.

### **Options**

8. The options available to the Executive are:

- i. to approve the recommendations arising from the scrutiny review in full or part;
- ii. to endorse the spirit of those recommendations but propose some specific actions to reflect the intent of the findings; or
- iii. to reject the proposed recommendations and outline alternative proposals, where applicable.

### **Analysis**

9. Analysis related to the review and subsequent findings is contained throughout the final report attached.
10. In considering its available options, the Executive will wish to consider any potential financial or other impact and the appropriateness, or otherwise, of supporting the scrutiny recommendations in part or full.

### **Corporate Priorities**

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

### **Implications**

12. The implications arising from each of the recommendations are detailed in the report (see summary of recommendations grid).

### **Risk Management**

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

### **Recommendations**

14. The Executive is asked to consider the final scrutiny report on Guidance on Sustainable Development and its recommendations and indicate its views on those recommendations.

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**Report Approved**  **Date** 26.10.06

**Specialist Implications Officer(s)**

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Steve Waddington, Assistant Director (Housing Services)

**Wards Affected:** List wards or tick box to indicate all

**All**

For further information please contact the author of the report

**Background Papers: See Annex A**

**Annexes**

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

**Annex Aa: Scrutiny Topic Registration Form**

**Annex Ab: HACKW report re fuel Poverty and Health Impacts**

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

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

**Annex Ae: Mapping Domestic Thermal Efficiency in York**

**Annex Af: Affordable Warmth Strategy Development**

**Annex Ag: Sketching the Energy Efficient Home**

# Reducing Carbon Emissions Scrutiny Sub-Committee

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



**Agreed at The Reducing Carbon Emissions Scrutiny Sub-Committee  
13<sup>th</sup> September 2006**

**Considered by Scrutiny Management Committee  
26<sup>th</sup> October 2006**

**Executive Reading 7 November 2006**

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## **Chairs Foreword**

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

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

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

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

**Cllr. Bill Fairclough**

Chair of the Reducing Carbon Emissions Scrutiny Sub-Committee

## Executive Summary and Main Findings

This report and review outlines an approach to reducing carbon dioxide (CO<sub>2</sub>) emissions from York's public and private sector housing.

Regionally we are one of the last authorities to prepare a Climate Change Strategy and Action Plan. This places us in a weak position to meet our obligations under The UK Climate Change Programme 2006<sup>1</sup>. In 2004 the council signed the Nottingham Declaration on Climate Change but it has not set targets or monitored progress against its aims. See Recommendation 1.

The Home Energy Conservation Act 1995 (HECA) obliges local housing authorities to act and report annually as "energy conservation authorities". Reports must identify measures for improving energy efficiency in all residential accommodation – public and private<sup>2</sup>, obliging authorities to ensure citizens access information and grants. Doing so should make homes thermally efficient, reduce CO<sub>2</sub> emissions and improve public health.

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

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

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

National Planning Policy frameworks were recently amended to address climate change, CO<sub>2</sub> reduction, insecurity of fuel supply and indirectly fuel poverty. Local Development Documents are now required to incorporate targets ensuring that at least 10% of all energy required is provided from renewable sources in new developments – including domestic – up to 2010 with a rising target for onsite

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<sup>1</sup> The UK Climate Change Programme 2006 'Tomorrow's Climate Today's Challenge

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

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



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

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

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

The review supports and encourages the council to monitor, manage and achieve the carbon savings required by international, national, monitoring frameworks and the law as it devolves at regional and local levels. Its findings are also supported by the Audit Commission’s aims for increased sustainability in Comprehensive Performance Assessment (CPA) and Gershon efficiencies reporting<sup>4</sup>. See Recommendations 7, 8, 9 and 11.

This report is structured to provide a top down view of the issues around CO<sub>2</sub> emissions and therefore details research and findings at the following levels:

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

Details of these are précised below in Table 1.

**Table 1**

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

<sup>4</sup> for more information regarding CPA and Gershon efficiencies see glossary

LEVEL / ISSUE	REQUIREMENT or REMEDY at this LEVEL	EXPECTATION on LOCAL AUTHORITY
<p><b>NATIONAL</b> End of Fossil Fuel Reserves</p>	<p>National Investment in Renewable Energy Technology , training and grants structure</p>	<p>Pick up Grants funding in domestic property portfolio; joint working with EEAC to ensure renewables are part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc</p>
<p><b>NATIONAL</b> Fuel Poverty and Achieving thermal comfort</p>	<p>Home Energy Conservation Act</p>	<p>Obligated to complete annual HECA return which should define areas for improvement. (presently done in partnership with EEAC but some actions not being fully recorded Return could be improved by adoption of Fuel Poverty Strategy and Action Plan for delivery with internal and External Partners</p>
<p><b>NATIONAL</b> Historically thermally poor approaches to planning, buildings design and construction</p> <p><b>NATIONAL</b></p>	<p>Changes to the Planning Policy Framework including targets for renewables to be incorporated into all new build. Changes to Buildings Regs Parts L &amp; F</p> <p>Pressure to Adopt at LA level Higher Sustainable standards of build for own Stock – i.e. EcoHomes Excellent - as Exemplars</p>	<p>Change the present planning framework to incorporate Merton Rule or Higher (See para's 24 &amp; 25) Ensure that Merton Rule or Higher Are embedded in the LDF documents Ensure that Planning Enforcement / Buildings Control Officers are trained to enforce new standards Adopt a policy to ensure new Housing stock within CYC control or ALMO is EcoHomes Very Good to Excellent</p>
<p><b>REGIONAL</b> Net Energy Exporter – Hence Net CO<sub>2</sub> Contributor Greater than National need to invest in Renewables and Emmisions reduction technology across all Sectors</p>	<p>Strategic targets for devolution under the Regional Energy Strategy and Regional Spatial Strategy</p> <p>Raise awareness in Local Authorities of Reduce and Renewably Source Principals; i.e. Cabinet Energy Champions Project</p>	<p>Ensure that Merton Rule or Higher Are embedded in the LDF documents Adopt a policy to ensure new Housing stock within CYC control or ALMO is EcoHomes Very Good to Excellent</p> <p>Appoint Cabinet Energy Champion (Done Annual Full Council 2006). Ensure Champion works corporately to improve approaches to energy across the authority Appoint a Corporate Energy and Water Management Task group (done) Ensure Cabinet Energy Champion is involved in the work of the Corporate Energy and Water Management Task group (not done)</p>

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

## Summary of Recommendations

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

the Regional Assembly, as a record of the authority's progress on energy across all sectors.

9. That the authority adopt clearer lines of communication to ensure that information already collated by Housing Officers regarding thermal efficiencies improvements and other Carbon reduction measures, is shared with the Sustainability Officer. This should be done to ensure housing data relevant to the developing Environmental Management System (EMAS) is integrated. Officers in Housing should work with the Authority's Sustainability Officer to agree the best format for such data sharing and, ensure advice regarding targeted improvements in housing and the reporting of these outcomes are delivered under EMAS.
10. That the Housing Strategy & Enabling Group – Housing Standards & Adaptations Officer and other officers in housing where relevant work with York EEAC officers consult upon, devise and adopt a 'Energy Efficiency and Thermal Comfort Strategy and Action Plan' for the authority commencing this year. The Officers are recommended to use the Regional Action Plan (Annex C) NEA guidance (Annex F) and activities outlined at paragraph 50 of this report as a primary steer in shaping the process.
11. That the Local Authority ensures that CYC Officer and Member Positions on the Energy Partnership Board are always filled.
12. That Annual and inter-year joint working be conducted between EEAC's Local Authority Support Programme Co-ordinator and CYC Housing Officers to ensure that opportunities for the use of renewables are considered as part of the HRA and Housing Capital Business plan. Where such opportunities are cost neutral or affordable within the life of the business plan, micro-renewables should be installed as part of the development of the business plan. Consultation between housing officers and EEAC should cover improvements scheduled to buildings fabric, such as photovoltaic roof tiles when roofs need replacement and/or heating, water systems replacements (i.e. can carbon minimising heat pumps be applied) etc; Consultation should also explore opportunities to bring in external grants revenue.

## Summary of Implications of Recommendations for City of York Council

<b>Implications Recommendation 1.</b>	
<b>Finance</b>	The Sustainability Officer advises there are no financial implications from her perspective. While the development of a Climate Change Strategy will not in itself result in additional costs (unless significant staff resources, professional support or external consultation are required) the adoption of any resultant action plan may have financial implications which will need to be developed and considered as part of the adoption process. Funding for such actions will need to be identified either from within existing revenue and capital resources, or form part of future budget processes.
<b>Human Resources</b>	The workload of the sustainability officer is very high but should ease once the Assistant SO is in post (hopefully soon in the new year). Once the post has been filled there will be capacity for the SO and ASO to take this work area forward. It will be dependent on the filling of this post.
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	The ability to collect data on CO2 emissions. REAP the Ecological Foot printing tool will be able to provide this. It has been purchased and training needs identified, integration into the CYC network needs to be investigated. The lead officer for this tool will be the ASO. [comments provided by Sustainability Officer]
<b>Property</b>	
<b>Sustainability</b>	I am expecting that I would take a lead role in this work area. Some work started on the production of a Climate Change Strategy in 2004 in partnership with other north Yorkshire LA's and the EEAC. This has not been taken any further due to the work load of the SO and the need to prioritise work. However we will not be starting from the very beginning with this piece of work.
<b>Implications Recommendation 2.</b>	
<b>Finance</b>	Any decision to introduce additional constraints into the planning process is likely to increase developer's costs this could result a reduction in both the desirability of building within York and in the value of relevant development land. The latter of these could result in the council receiving reduced receipts for its disposals which would have a direct impact on the overall capital programme for York.
<b>Human Resources</b>	The Sustainability Officer advises that there are no additional implications because the recommendation would be taken forward through the use of existing resources
<b>Equalities</b>	
<b>Legal</b>	Advice will be sought to ensure that all the minimum standards in the SPG are not viewed as unreasonable [comments of Sustainability Officer]
<b>Crime and Disorder</b>	
<b>Information Technology</b>	There will be a need to monitor the implementation of the standard and the amount of renewable energy being installed. It is hoped this can be done via the planning Uniform system. [comments of Sustainability Officer]

<b>Property</b>	
<b>Sustainability</b>	This recommendation has a direct link to the current draft Supplementary Planning Guidance Sustainable Design and Construction. Following a clear steer from the councils Local Development Framework Steering Group it is being redrafted to include minimum standard for develop. One of these minimum standards will be the achievement of a BREEAM standard at 'very good' or 'excellent' and 10% on site renewables. The draft will be returning to the LDF steering group in October with a view to consult on it from November to February, and agreement for use in March. The last two bullet points in the recommendation will be considered for inclusion in the LDF.
<b>Implications Recommendation 3.</b>	
<b>Finance</b>	Would need to be undertaken within existing resources.
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 4.</b>	
<b>Finance</b>	The report does not provide sufficient detail to enable the impact of these changes to be accurately assessed. However if these regulations require significant additional work then this will result in pressures on affected areas which will have to met by reductions in the provision of alternate services or additional resources being deployed. Any decision to deploy additional resources must be considered as part of the council's budget process alongside the wide range of funding pressures.
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 5.</b>	
<b>Finance</b>	Utilising a regional approach would help mitigate future expenditure on what can be expensive training package. By adopting such an approach it may be possible to deliver an affordable solution to future training needs.
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	

<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 6.</b>	
<b>Finance</b>	No financial implications
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 7.</b>	
<b>Finance</b>	No financial implications
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 8.</b>	
<b>Finance</b>	No financial implications
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 9.</b>	
<b>Finance</b>	No financial implications
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	



<b>Information Technology</b>	
<b>Property</b>	
<b>Sustainability</b>	I am expecting that I will provide specialist advice for the implementation of this recommendation which will be led by housing. It is difficult to assess the time required to undertake this. However once the ASO is in post more of my time will be available. [comments of Sustainability Officer]
<b>Implications Recommendation 10.</b>	
<b>Finance</b>	While the development of a Thermal Comfort Strategy will not in itself result in additional costs (unless significant staff resources, professional support or external consultation are required) the adoption of any resultant action plan may have financial implications which will need to be developed and considered as part of the adoption process. Funding for such actions will need to be identified either from within existing revenue and capital resources, or form part of future budget processes and would need to be met from Housing's General Fund budgets.
<b>Human Resources</b>	
<b>Equalities</b>	Although fuel poverty is of particular relevance for people from disadvantaged communities (especially disabled people, older people, people with young children and people from black and minority ethnic groups) it is not clear at this stage what the impact of this recommendation will be on these groups. [Comments from, Principal Equalities Officer]
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 11.</b>	
<b>Finance</b>	No financial implications
<b>Human Resources</b>	
<b>Equalities</b>	
<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Other</b>	
<b>Implications Recommendation 12.</b>	
<b>Finance</b>	There are no immediate financial implications associated with this recommendation. However, officers are examining the potential for accessing other funding that may be available to increase investment in this area.
<b>Human Resources</b>	
<b>Equalities</b>	

<b>Legal</b>	
<b>Crime and Disorder</b>	
<b>Information Technology</b>	
<b>Property</b>	
<b>Sustainability</b>	Members may be aware that there is now a funding issue relating to the support of the LASP work of the EEAC. The Energy Saving trust has withdrawn funding as of October for this programme. The Board in charge of the EEAC have agreed to fund the programme until April 2007. In the mean time one of the officers has moved onto another post so the Programme has one officer in post. This will clearly effect the programmes ability to take forward work. [comments from Sustainability Officer]

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

### Introduction

1. Members of the Executive are presented with the final report of the Reducing Carbon Emissions Scrutiny Sub-Committee (formerly Housing Scrutiny Board) delivering their research and findings regarding approaches Local Authorities might take to reducing carbon dioxide (CO<sub>2</sub>) emissions from York's public and private sector housing.

### Background

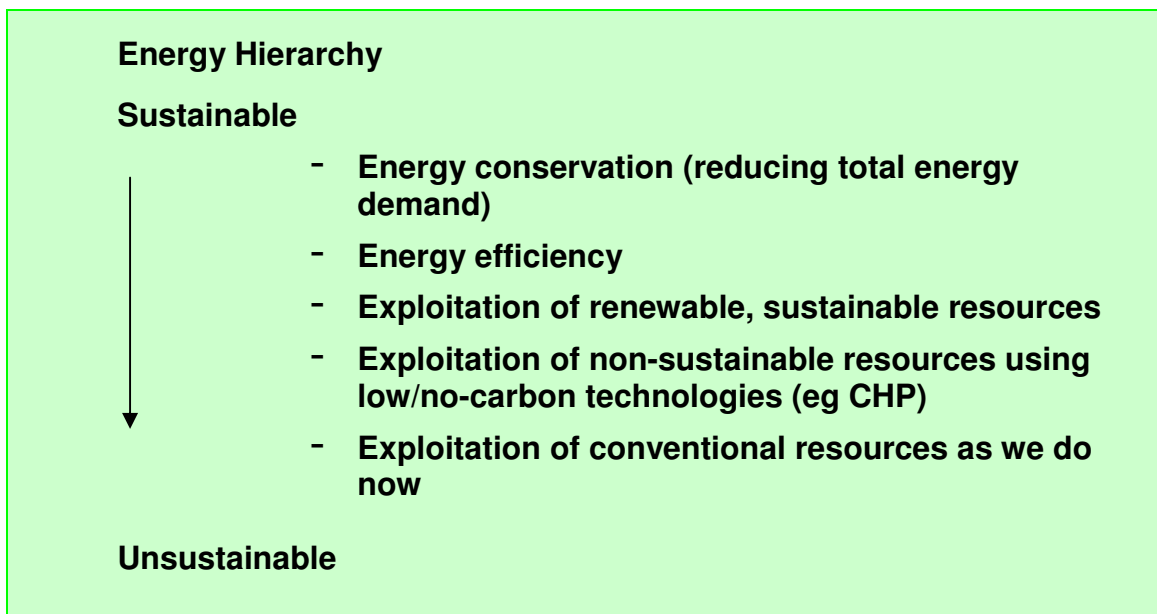
2. Between 2005 and 2006 Scrutiny<sup>5</sup> at the City of York Council advanced the development more robust and holistic strategic approaches to delivering carbon reduction and energy sourcing. These approaches have covered all sectors of the Council's work bar transportation fuel, including;
  - a. Sustainable Planning Guidance
  - b. Reducing managing and monitoring energy consumption in council property
  - c. Ensuring increasingly sustainable supply and embedded micro-generation in council property
  - d. Street Lighting - strategic management & procurement to reduce co2 emissions and waste
3. The housing topic<sup>6</sup>, 'Reducing Carbon Emissions from York's Public and Private Sector Property', was chosen by the Housing Scrutiny Board as complementary to the aims of the other Scrutiny reviews and

<sup>5</sup> Through work of the Boards: Environment and Sustainability and, Planning and Transport

<sup>6</sup> See Annex A for the topic registration form

recommendations supporting the authority to monitor, manage and achieve carbon savings in line with;

1. The Energy Hierarchy (see box below)
2. Future development of a Climate Change Strategy
3. Recent changes to the National Planning Policy framework promoting greater sustainability
4. The Audit Commission's aims for increased sustainable assessment in the Comprehensive Performance Assessment (CPA); for more information regarding Comprehensive Performance Assessment see glossary
5. Gershon efficiencies reporting; for more information regarding Gershon efficiencies see glossary
6. Local Housing Authority obligations under the Home Energy Conservation Act 1995



### **Global/International Perspective**

4. Planet Earth, seems a vast, safe and robust mass but returned cosmonauts and astronauts see it differently. They described Earth as a tiny blue gem or 'marble' beneath a thin, fragile atmosphere suspended in a silent and endless void.
5. Over the past century, Earth's surface temperature rose by about 1-2 degrees Fahrenheit with accelerated 'global warming' in the past two decades. Evidence indicates that warming over the last 50 years is attributable to human activities altering the chemical composition of the atmosphere and creating a build up of greenhouse gases<sup>7</sup>; including Carbon dioxide (CO<sub>2</sub>). In the atmosphere this acts like a thickening blanket, trapping the sun's heat and causing the planet to warm up.

<sup>7</sup> See Glossary for a definition of Green House Gasses

6. Nearly half a century of evidence increasingly reminds us how fragile the planet is.

**Global Warning Signs The Last Decade**

- Severe floods, including those across our region.
- Heat waves in 2003 cause over 20,000 European and 1,500 Indian deaths.
- Tropical forests are dying back. Without them less atmospheric CO<sub>2</sub> is locked up.
- Warmer winters are raising sea levels by melting glaciers and causing early snowmelt.
- Shifts in UK weather patterns are increasing with greater propensity to flooding.

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

7. The first global agreement to restrict CFCs was the signing of the Montreal Protocol<sup>8</sup>. The European Community is stricter, agreeing to halt production of the main CFCs from 1995. Tighter deadlines for use of the other ozone-depleting compounds are also being adopted.
8. The UK is one of the signatories to the Kyoto Protocol which commits us to reduce emissions of carbon dioxide and five other green houses gasses.
9. In working on the progression of this topic the Sub-Committee acknowledged the commitment made by the City of York Council to actions mitigating climate change in signing the Nottingham Declaration<sup>9</sup>; See glossary for more about the declaration. The Sub-Committee believe that the research, findings and recommendations in this report should support the City of York Council to fulfil its declaration commitments.
10. As a nation we are still failing to meet what are considered to be weak international targets to mitigate 'Climate Change', our reaction to this very real threat has not been very effective:
- It has long been the Government's policy to reduce greenhouse emissions by 20 per cent from 1990 levels by 2010. Yet we are now emitting only 7.5%.less than in 1990.
  - Carbon dioxide emissions rose by 1.5% in 2004, and figures released this year showed that carbon dioxide emissions are still continuing to rise."
11. The Scrutiny work on energy and CO<sub>2</sub> reduction the Sub-Committee believe this authority should now adopt a Climate Change Strategy and Action Plan to progress the signing of the Nottingham Declaration. This should done as a matter of urgency and based on best practice adopted by other Local Authorities. This would provide the authority with a framework for target setting and recording progress against the objective aims of the Nottingham Declaration.

**Recommendation 1**

<sup>8</sup> see also glossary

<sup>9</sup> For more about the Nottingham declaration please see glossary

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

## OUR NATION

12. The largest controllable source of CO<sub>2</sub> emissions is energy generation, 28% of total UK energy consumption and carbon dioxide emissions today are domestic<sup>10</sup>. Of energy consumed in households 80% is for space heating and hot water; see Department for Environment, Food and Rural Affairs' (DEFRA) report<sup>11</sup>.
13. Between 1990 and 2002, UK household energy consumption rose by 18% contrary to a domestic carbon savings target of 4.2 million tonnes by 2010 per annum. DEFRA's report concludes necessary domestic decrease requires approaches to energy efficiency combining insulation and buildings structure improvement with more innovation in, and take up of, energy-saving products for homes<sup>12</sup>.
14. The Energy Efficiency Commitment (EEC) requires energy suppliers to achieve domestic energy efficiency promotion targets which can be met by carrying out a combination of approved measures, from installing insulation to providing low energy light bulbs.
15. The Home Energy Conservation Act 1995 (HECA) obliges local housing authorities to act and report annually as "energy conservation authorities". Reports must identify measures improving energy efficiency in all residential accommodation – public and private<sup>13</sup>. After extension of HECA's scope in 1996<sup>14</sup>, the aim was to deliver improved energy efficiency of 30%. DEFRA are clear that HECA contributes to meeting the UK's Climate Change commitments.
16. In short, National Guidance links the EEC to HECA by emphasising the need for local authorities to actively ensure CO<sub>2</sub> emissions are reduced across the spectrum of their influence including public and private domestic property. Local authorities are expected to find innovative ways to ensure the domestic sector reduce fuel consumption in line with the energy hierarchy, accessing EEC funds where possible and that these improvements be recorded under HECA.

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

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

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

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

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

17. The Audit Commissions revised CPA and voluntary indicator frameworks<sup>15</sup> now also incorporate higher expectations of local authorities in respect of this issue and broader issues of sustainability. Revisions to both frameworks promote delivery of the National Government Sustainable Development Strategy 'Securing the Future'<sup>16</sup>. Each monitoring framework emphasises the role of Local Authorities as a catalyst and exemplar for better citizen's awareness regarding reduced energy use and sustainable energy sourcing. An outline to the key messages of the CPA and Voluntary Indicator frameworks can be found in the glossary.

**Fuel Poverty, Thermal Comfort and CO<sub>2</sub> Reduction.**

18. Households needing to spend above 10% of their income on fuel for all uses, to achieve 'thermal comfort'<sup>17</sup> are 'Fuel Poor', those exceeding 20% of their income are classed as **severely** fuel poor. The Government's Fuel Poverty Strategy of November 2001 aimed to end fuel poverty in vulnerable homes by 2010 and all homes by 2016; policy aims reaffirmed in the Energy White Paper of Feb. 2003, which set targets to improve energy efficiency by 20% by 2010.
19. Some experts anticipate that climate change will dramatically lower UK winter temperatures. Rising fuel prices and altered climatic factors are leaving increasing numbers of citizens in health threatening fuel poverty. The health impacts of fuel poverty, including excess winter deaths, rising NHS costs (through treating conditions worsened by living in cold and damp), mental health effects (due to not being able to pay fuel bills, debt, isolation and living with poor health conditions) will increase. For more detail regarding the Health impacts of fuel poverty see the recent HACKW report at Annex B).
20. The Energy Efficiency Partnership 'Homes Fuel Poverty Strategy Group'<sup>18</sup> have highlighted the strategic need to support embedded renewable microgeneration – i.e. domestic scale wind, solar or biomass generation etc - as integral to tackling fuel poverty. National Energy Action (NEA) and the National Right to Fuel Campaign (NRFC) believe the impact of fuel prices on fuel poverty will result in more than 1 million households still being fuel poor in 2009, with almost 90% of these being classed as vulnerable. These bodies regard renewable microgeneration, which was once seen only as a CO<sub>2</sub> reduction measure as a key remedy to fuel poverty in such higher fuel price scenarios.
21. Tackling fuel poverty and CO<sub>2</sub> reduction have become wedded issues. The responses of fuel poverty reduction bodies to the relationship between Fuel Poverty and micro generation (previously seen as primarily a CO<sub>2</sub> reduction measure) are summarised in the table below.

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

<sup>16</sup> HM Government 2005

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

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

- A. Typical energy efficiency schemes – insulation, mains gas central heating installation etc – do not benefit many UK properties as construction methods (e.g. solid walls, flat roofs) create ‘Hard to Treat Properties’ (HTT’s). Efficiency measures alone will not alleviate fuel poverty in such homes and alternatives must be sought.
- B. Proximity to gas networks impacts on fuel poverty; homes that cannot be connected usually rely on more expensive heating methods, such as electricity.
- C. Microgeneration can alleviate fuel poverty in this context. ‘Whole-house’ approaches to effective long-term improvements in energy performance and fuel poverty reduction should include strategies promoting microgeneration technologies.
- D. National government should develop ‘approved’ training courses for each of the microgeneration technologies for; installers, technicians and producers etc. Building partnerships, training and advice will drive mass-market transformation and fuel poverty elimination development facilitated by relevant sector skills councils and trade bodies. The Energy Efficiency Best Practice for Homes programme has developed a qualification regarding energy efficient central heating boilers and control systems (now offered as standard training for gas installers). Such approaches must be used to develop skills and regulate training for the microgeneration sector. With a view to inclusion of renewables in the future Warm Front and similar schemes.
- E. Devolved (Regional/Local Government) Administrations should target refurbishment of hard to treat homes with renewables and other innovative low carbon technologies, reducing fuel bills as an objective.

22. In brief the Energy Efficiency Partnership ‘Homes Fuel Poverty Strategy Group’ the NEA and NRFC recommend that national, regional and local microgeneration strategies must address fuel poverty issues, targeting the refurbishment of hard to treat (HTT) homes with renewables and other innovative low carbon technologies. That refurbishment of hard to treat (HTT) homes programmes should demonstrate reduced fuel bills promoting the wider application of renewables in future Warm Front activities in recognition of the contribution that microgeneration can now make to delivering ‘thermal comfort’ or affordable heating for all.
23. National Planning Policy frameworks and buildings regulations were recently amended, again reflecting increased awareness of the need to address climate change, CO<sub>2</sub> reduction, insecurity of fuel supply and indirectly fuel poverty. Regional Spatial Strategies (RSS) and Local Development frameworks will be required to incorporate ‘Planning Policy Statement 22: Renewable Energy’ (PPS22) emphasising the importance of Regional and Local Planning Authorities developing positively expressed policies on integrated renewables.
24. National Government recently announced its expectation that all planning authorities" put in place policies on a par with Merton, Croydon and regional exemplar Calderdale. National clarification of PPS22 wording regarding the wider take-up of Merton-type pro-renewables planning policies emphasised that

"It is essential that all planning authority's follow this example and all Chief Planning Officers will be written to urging them to do so" <sup>19</sup>.

25. Adoption of a Calderdale/Merton<sup>20</sup> Style Target will require developers to ensure that at least 10% of all energy required is provided from renewable sources in developments – including domestic – up to 2010 with a rising target for onsite embedded renewables (15% by 2015, 20% by 2021 etc) thereafter. This requirement and the associated targets should be explicit in the developing City of York Council Local Development Framework. A number of authorities are now adopting higher Merton style targets - Chichester has a 50% target, Norwich a 30% target and Milton Keynes a Zero Carbon target.

**Recommendation**

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

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

26. In addition to changes to the planning framework amendments have recently been made to Parts L and F of the Building Regulations. These highlight the importance of establishing better regulatory practice to maximise energy efficiency opportunities prior to integrating or embedding renewable energy within proposals for significant refurbishment and new development. They reflect the findings of the 'Sustainable Buildings Task Group' and EU directive developments. As a result of such changes local authorities will be expected to take a stronger approach to the enforcement of the integration of higher thermal efficiency standards during building.
27. The Office of the Deputy Prime Minister (ODPM) published their proposals for Code for Sustainable Homes in December 2005 (formerly Code for Sustainable Buildings). From April 2006 the Code applies to all new homes receiving Government funding. It establishes a five star rating system, based on six essential elements, including energy efficiency and use of materials. Minimum standards will need to be achieved for each element, with additional, optional, elements for those developments wishing to achieve higher ratings. The Code builds on the existing EcoHomes standard<sup>21</sup>.

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

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

<sup>21</sup> For more about the EcoHomes Standard see Glossary



28. Housing funded by the Housing Corporation and English Partnerships will be required to achieve a three-star rating - equating to EcoHomes Very Good. The Housing Corporation have already committed to the requirement of Ecohomes Very Good on all its funded housing from April 2006 until 2008. This however, can be seen as a minimalist approach in comparison to many other local authorities who have for some time committed where ever possible to their new homes achieving 'EcoHomes Excellent Standard'.

### **Recommendations**

- 3. That the City of York Council commits to research and copy planning policies adopted by other local authorities to specifically ensure energy efficiency by design. That all plans submitted to the Local authority be tested on these criteria.**
- 4. That the authority respond to and enforce Parts L and F of the Building Regulations as a matter of urgency, resolving any training and resourcing issues that may need addressing.**
- 5. That the Council, through its Elected Member Energy Champion request that the Yorkshire and Humber Assembly and/or Yorkshire Forward facilitate region wide BREEAM assessor training for the region's Development Control (and other appropriate) Officers with the aim of reducing costs to individual Local Authorities , with the aim of reducing future expenditure.**
- 6. That the City of York Council commit to recommend to appropriate funding bodies - i.e. Housing Corporation - that all new homes standards greater than or equal to Ecohomes 'Excellent Standards'.**

## **OUR REGION**

29. With 14.9% of households 'fuel poor', the Yorkshire and Humber Region is the second worst nationally according to the 2001 English House Condition Survey (EHCS). The relationship between regional fuel poverty and HTT homes is highlighted in the Regional Housing Strategy (RHS) of 2005-2021 as housing structures which are difficult to insulate due to solid (single shell) walls and/or location off the gas mains are cited as contributory factors.
30. The 2001 EHCS found the average SAP (standard assessment procedure) rating across all stock in the region to be 49.9. The regional aim is to increase the rating across all homes to a SAP 65 by 2016. The Regional Housing Strategy proposes the development of policies, practices, and coordinated investment activity targeted initially at properties with a SAP of less than 30, which are otherwise sustainable. With the aim of reducing the percentage of housing with a SAP of 30 or under in 10 years to less than 1% or 2% in social and private housing respectively.

31. Responding to drivers from Government Office, the Region has developed a Regional Fuel Poverty Action Plan (see Annex C) as a way to try and solve fuel poverty. Its development marries well with the fact that most authorities in the region have already developed and adopted a Fuel Poverty Strategy.
32. Figures available showing the take-up of grants for home insulation over the five years from 2000-05 show that York has performed worse than any other significant urban area in the whole of Yorkshire.

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

figures from EAGA Partnership

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

ensuring our citizens are aware of and supported to receive Government grant funding including Warm Front are discussed.

35. The Draft Regional Spatial Strategy (RSS) or 'Yorkshire and Humber Plan' devolves - for incorporation within LA Local Development Frameworks - responsibilities for energy<sup>22</sup>. This states that;

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

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

36. Scrutiny at the City of York Council was instrumental in supporting the Yorkshire and Humber Assembly's production an Elected Member Energy Champions Questionnaire. The Regional Energy Champions initiative aims to engender a better understanding and application of best energy practice and sources of practical and financial help for continuous improvement in this area region wide.

37. The City of York Council appointed Cllr. Christian Vassie as its Elected Member Energy Champion at Full Council on 25<sup>th</sup> May 2006. As a result of this the Scrutiny Sub Committee hope that the initial responses to the Housing Section of the questionnaire (see Annex D) will be completed shortly and presented to the City of York Council Executive and Regional Assembly Energy. In addition to which updated versions of the full questionnaire will be presented to the City of York Council Executive and Regional Assembly Energy on a six monthly basis to support monitoring of improvements.

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

### Recommendations

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

### OUR CITY

38. In responding to feasibility request for this topic as lodged (see Annex A) the Performance Improvement Team of the City of York Council highlighted the timeliness and particular importance of the authority addressing issues raised in this topic. Their response highlighted to Scrutiny Members the corporate CPA assessment, expected in 2007/2008, which will form a view on the following service and policy areas:
  - Condition of LA housing stock – (cross tenure fuel poverty, energy and resource efficiency are relevant)
  - Evidence that the council with partners are delivering on a 'clean and green liveability' agenda.
  - The topic was also noted as fitting with Corporate Aim 1: **'Take Pride in the City', by improving quality and sustainability, creating a clean and safe environment.**
39. In respect of the Local Authority's own housing stock York's performance can be seen as good – with a SAP rating of 66pts; above the national average but not as good as all other councils in the region. In considering the information returned through feasibility analysis the Board recognised the value of work undertaken by the authority to ensure its own housing stock meets required standards of thermal comfort.
40. Our private sector performance is however falling below this with a SAP of 44pts and mars our record on HECA reports. Improvement to Thermal Comfort within the Local Authority's own housing stock have been subsequent to achieving decent homes standard rather than strategic interventions with the joint aims of achieving thermal comfort and CO<sub>2</sub> reduction.
41. Our Authority has neither a Fuel Poverty and CO<sub>2</sub> Reduction Strategy nor Action Plan, this in association with rising energy prices may mean in real terms that the authority's position is now no better than it was some three to four years ago; a snap shot of mapped thermal efficiency giving detail regarding this can be found at Annex E.

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

**Table 2**

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

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

	Wheldrake	14	155	218
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44. It would be beneficial to the authority to adopt a more integrated approach, to recording improvements which utilized the developing Environmental Management System (EMAS) or similar. The Sustainability Officer for the Authority should be engaged to advise about targeted improvements and reporting under EMAS.

#### **Recommendation**

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

45. A holistic approach to improving thermal comfort and sustainability in relation to domestic energy procurement, in all (including non-LA) housing stock needs to be adopted by the authority in partnership. Relevant partners – i.e. the Energy Efficiency Advice Centre, Primary Care Trust, Health Authority, Private Landlords including Universities and National Energy Action – need to be consulted (see Annex F NEA process outline). Consultation should be made with a view to creating a holistic response to fuel poverty reduction and improved public health and the associated need for CO<sub>2</sub> reduction in response to climate change.
46. Since this scrutiny commenced every local authority in the Yorkshire and Humberside region has been signed up as a member of National Energy Action (NEA) since April 2006. All the subs' for the 22 authorities are signed up on a bulk purchase deal negotiated by the Assembly. The Assembly will be reviewing this towards the end of the year to see what value/use authorities made of NEA membership and to see whether it would be something we might want to continue to support in next and subsequent years should budgets allow.
47. Whilst the NEA's prime function is tackling fuel poverty including obvious linkages with regard to insulation programmes/energy efficiency, the NEA is presently conducting research into use of microgeneration as a method for tackling fuel poverty in off gas network areas. It is vital that our authority make full use of its membership – the present contact Officer at CYC being Asset Manager (Housing Services) – by ensuring that the most appropriate Officers and Members including the Elected Member Energy Champion receive the information that they provide eg Energy Action magazine and the reduced rates for training courses etc.
48. During the Scrutiny process the authority's Equalities Officer also advised the Board that the absence of a Fuel Poverty and CO<sub>2</sub> Reduction Strategy may

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

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

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

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

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

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

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



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

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

54. The EEAC has also arranged to meet with the York Registered Land Lord's Association to discuss the EEC directive about SAP ratings for tenant properties in September 2006.
55. In March 2005 the authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations worked in partnership with the Energy Efficiency Advice Centre (EEAC) targeting the private rented sector to raise awareness of energy efficiency issues both with landlord and tenants - In March we successfully contacted more than 335 landlords and 1000 tenants offering energy efficiency packs (leaflets and low energy light bulbs) More than 200 packs were distributed.
56. In October 2005 the authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations worked in partnership with EEAC and HIA - to produce a mailshot to more than 4000 residents (owner occupiers) in receipt of Council tax benefits. Intention to raise the profile of both warm front grants and other energy efficiency measures offered through EEAC and HIA. More than 450 responded, 184 surveys and 87 referrals through to Warm front.
57. The authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations attended the Housing Scrutiny Board meeting of February 2006 with representatives from the Energy efficiency Advice Centre and the EAGA partnership.
58. Since this time, the officer has been trying to arranged a mail shot with EAGA and the energy advice centre which promotes warmfront grants - this has proven difficult but it is hoped that work will be completed soon. The officer is awaiting Council tax to ok the mailshot as per Scrutiny recommendations in line with the approach taken at other Local Authorities. This should take place during September and be paid for by EAGA.
59. In line with other partnership working conclusions of the Board the officer has also worked with EEAC to create new leaflets which have been sent to DR surgeries/ pension service/age concern/CAB and Council receptions. In particular the customer advice centre/ library square/ 9 St Leonard's Place. Press releases with the Energy Efficiency Advice Centre have also been sent out and discussions held regarding training with the EAC for technical officers in the Housing Strategy & Enabling Group - Housing Standards & Adaptations team to be able to calculate SAP ratings.
60. The March and October 2005 activities and post scrutiny work of the authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations should be formally recognised and included in a Fuel Poverty and CO<sub>2</sub> Reduction Strategy and Action Plan to facilitate monitoring and target setting.
61. In respect of their findings and the testing of methods for improvement, the former Housing Scrutiny Board believe that it is now imperative that the authority consult upon, devise and adopt a Fuel Poverty and CO<sub>2</sub> Reduction Strategy and Action Plan. In addition to which they believe measures must be taken to ensure that the authority's relations with EEAC are built upon and further consolidated in partnership with others.

### Recommendations

- 10. That the Housing Strategy & Enabling Group – Housing Standards & Adaptations Officer and other officers in housing as appurtenant work with York EEAC officers consult upon, devise and adopt a Fuel Poverty and CO<sub>2</sub> Reduction Strategy and Action Plan for the authority this year. The Officers are recommended to use the Regional Action Plan (Annex C) NEA guidance (Annex F) and activities outlined at paragraph 50 of this report as a primary steer in shaping the process.**
- 11. That the Local Authority ensures that CYC Officer and Member Positions on the Energy Partnership Board are always filled.**

62. To date The authority has not done any work in respect of improving sustainable sourcing in relation to domestic energy procurement; i.e. microgeneration from embedded renewable sources in its own housing stock. Nor has it taken a strategic stance on the education and support to achieve annually increasing levels of embedded renewable microgeneration in private sector stock. In respect of this the authority area has fallen behind its regional peers<sup>25</sup>.
63. Authorities such as Kirklees, Harrogate, Bradford and Leeds have achieved significant microgeneration retrofit and new builds within their housing stock. In no small part by capitalising on established positive relations with their Energy Efficiency Advice Centres (EEAC) developed through delivery of Fuel Poverty Strategies. These have then been extended to ensure EEAC's are consulted annually in respect of proposals for upgrading of heating systems, thermal efficiency measures and other buildings fabric improvements prior to recording within Housing Revenue Account Business Plans.
64. This form of consultation has allowed EEAC's and Local Authorities to target grant funding streams and retrofit renewable microgeneration sources into domestic stock. This in turn has facilitated authorities such as Kirklees which is seen Nationally as exemplary in this field to aim for targeted levels of installation recorded under the Environmental management system EMAS.
65. To date the City of York Council has not adopted such a strategy. As a result of the Board's scrutiny however, some preliminary exploratory meetings have taken place between the Head of Housing Services and the EEAC Project Manager.
66. The Head of Housing Services agreed to look into possibilities for replacing (at end of life) standard boilers with heat pumps where this may be cost effective to the Authority and tenant. Although this situation used to be rare where

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

properties have mains gas connections, it will need to be increasingly considered in reflection of rising fuel prices and will almost certainly prove the best cost benefit fit where off gas network properties are under consideration.

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

**Recommendation**

**12. That Annual and inter-year joint working be conducted between EEAC's Local Authority Support Programme Co-ordinator and CYC Housing Officers to ensure that opportunities for the use of renewables are considered as part of the HRA and Housing Capital Business plan. Where such opportunities are cost neutral or affordable within the life of the business plan, micro-renewables should be installed as part of the development of the business plan. Consultation between housing officers and EEAC should cover improvements scheduled to buildings fabric, such as photovoltaic roof tiles when roofs need replacement and/or heating, water systems replacements (i.e. can carbon minimising heat pumps be applied) etc; Consultation should also explore opportunities to bring in external grants revenue.**

**Final Comments from the Board**

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

<b>Steve Waddington</b>	Head of Housing Services
<b>Mark Grandfield</b>	Asset Manager (Housing Services)
<b>Ruth Abbott</b>	Housing Strategy & Enabling Group – Housing Standards & Adaptations
<b>Kristina Peat</b>	Sustainability Officer, CYC
<b>Colin Eastwood</b>	Project Manager York EEAC
<b>Ashley Herbert</b>	Kirklees Energy Services
<b>Ruth Collins</b>	Local Authority Support Programme Assistant, City Strategy, Energy Efficiency Centre
<b>Lance Saxby</b>	Local Authority Support Programme Co-ordinator, City Strategy, Energy Efficiency Centre
<b>Julian Horsler</b>	Equalities Officer, CYC

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

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

**Background Papers & Publications**

**Title and Author(s)**

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

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

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

Environment and Sustainability Scrutiny Board -

**Publisher and Date**

Audit Commission  
Sept 2005

Official Journal of the  
European Union 13<sup>th</sup>  
Febrary 2003

CYC Environment &  
Sustainability EMAP  
20<sup>th</sup> April 2004

CYC Executive 2<sup>nd</sup> Feb  
2005

<b>Title and Author(s)</b>	<b>Publisher and Date</b>
Energy Use In Council Buildings	
Environment and Sustainability Scrutiny Board - Generating the Future	January 2006
Feedback on the Consultation Exercise for the Best Value Performance Indicators for 2005/2006	ODPM May 2005
Home Energy Conservation Act 1995	Crown Copyright
Local Quality of Life Indicators – Supporting Local Communities to Become Sustainable	ODPM, LGA, DEFRA, AC August 2005
Planning for Renewable Energy A Companion Guide to PPS22	ODPM 2004
Planning Policy Statement 22: Renewable Energy	ODPM 2004
Regional Housing Strategy	Yorkshire and Humber Assembly
Releasing resources to the front line Independent Review of Public Sector Efficiency Sir Peter Gershon, CBE	Crown Copyright July 2004
Review of Sustainable Energy - Beacons sustainable energy theme	June 2005 I&DeA Learning Pages
The UK Climate Change Programme 2006 'Tomorrow's Climate Today's Challenge	March 2006

## Glossary

### **Broad Leaved Native Trees**

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

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

### **Suitable for smaller gardens**

#### **\*\* Suitable for Hedging or pleatching**

### **CARBON**

Carbon monoxide (CO) is a poisonous gas, which may be given off

**MONOXIDE:  
Poisoning and  
Prevention**

by heating - both fixed and portable appliances - or cooking appliances that use gas, coal, wood or oil, if they're not working properly, if the flue is blocked in any way, or if the room is not properly ventilated.

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

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

Households with a gas boiler or heating system should be serviced every year

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

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

**In rented accommodation**

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

Tenants moving into new accommodation should:

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

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

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

Not attempt do-it-yourself work on appliances.

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

**[www.dti.gov.uk/homesafetynetwork/cm\\_intro.htm](http://www.dti.gov.uk/homesafetynetwork/cm_intro.htm)**

**ChloroFluroCarbons  
(CFC's)**

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

**CPA**

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

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

**Level 2:**

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

**Level 3:**

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

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

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

**Criteria for Judgement:**

**Level 2:**

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

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

**Level 3:**

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

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

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



**EcoHomes Standard**

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

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

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

**Emissions trading**

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

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

**Green House Gases**

The six key gases, identified as accelerating global warming due to human production, use and emission into the environment; carbon dioxide(CO<sub>2</sub>), methane, dinitrogen (nitrous) oxide (N<sub>2</sub>O), hydrofluorocarbons (HFCs), perfluorocarbons (PFCs) and sulphur hexafluoride (SF<sub>6</sub>)

Carbon dioxide (CO<sub>2</sub>) accounts for the greatest proportion of greenhouse gas emissions in the UK.

**Halocarbons**

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

**Kyoto Protocol**

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

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

**Merton Rule**

The 'Merton Rule' is the groundbreaking planning policy, pioneered by the London Borough of Merton, which requires the use of renewable energy onsite to reduce annual carbon dioxide (CO<sub>2</sub>) emissions in the built environment. Hundreds of local authorities look set to follow Merton's lead, which will impact all new major development projects throughout the UK.

Following the publication of Planning Policy Statement 22 (PPS22), Planning Guidance on Renewable Energy, issued by the Office of Deputy Prime Minister in 2004, the London Borough of Merton was the first to formalise the governments renewable energy targets in its adopted UDP, setting the target for the use of onsite renewable energy to reduce annual CO<sub>2</sub> emissions for all new major developments\* in the borough by 10%.

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

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

North Devon has chosen to demand 15% CO<sub>2</sub> reduction from renewables and Kirklees Council have proposed that by 2011, 30% of energy consumption in every one of its new buildings is from renewable sources. This is a trend that has drawn increasing interest from local authorities across the UK, with over 75 councils already drawing up policies.

**Montreal Protocol**

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

**Nottingham Declaration**

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

**Ozone (O<sub>3</sub> : 3 oxygen atoms)**

Ozone occurs naturally in the atmosphere and forms a layer in the stratosphere, thinnest in the tropics (around the equator) and denser towards the poles. It is created when ultraviolet radiation (sunlight) strikes the stratosphere, dissociating (or "splitting") oxygen molecules (O<sub>2</sub>) to atomic oxygen (O). The atomic oxygen quickly combines with further oxygen molecules to form ozone. **Ozone depletion** is mainly due to the release of manmade chemicals containing chlorine such as CFC's (ChloroFluoroCarbons), bromine containing compounds, related halogens and Nitrogen oxides;.

**Voluntary  
Indicator  
Framework**

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

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

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

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

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

24

Levels of key air pollutants.

25

Carbon dioxide emissions by sector and per capita emissions.

26

Average annual domestic consumption of gas and electricity (kwh)

**Warm Front**

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

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

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<sup>26</sup> Audit Commission, DEFRA, ODPM and Local Government Association

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

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

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

### **Insulation measures**

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

### **Heating systems**

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

### **Other measures**

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



**ANNEX A**  
**SCRUTINY TOPIC REGISTRATION FORM**

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

**ABOUT YOUR PROPOSED TOPIC**

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

WHY DO YOU THINK THIS TOPIC IS IMPORTANT?

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

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

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

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

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

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

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

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

Yes

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

**For Scrutiny Administration Only**

**Topic Identity Number** 113

**Date Received** 11 March 2005

**SC1- date sent**

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



JUNE 2005

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



## **Health Action Calderdale Kirklees Wakefield (HACKW).**

### **Introduction.**

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

### **Purpose.**

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

### **Project Summary.**

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

### **Feasibility Study Results.**

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

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

## **Target Audience.**

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

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

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

## **Planned Carbon Reduction Measures.**

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

## **Access to the Scheme.**

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

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

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

## **Delivery.**

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

## **Methodology/sample.**

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

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

The participants were sent a questionnaire (see appendix)

## **Limitations.**

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

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

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

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

## **Findings.**

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

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

## **Conclusions and Recommendations.**

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

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

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

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

## Current related research

### Met Office “Health Forecasting” ([www.metoffice.gov.uk/health](http://www.metoffice.gov.uk/health))

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

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

## Evaluation of Alpine Treatment

Alpine Environments

[www.alpine-environments.co.uk](http://www.alpine-environments.co.uk)

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

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

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

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

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

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

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

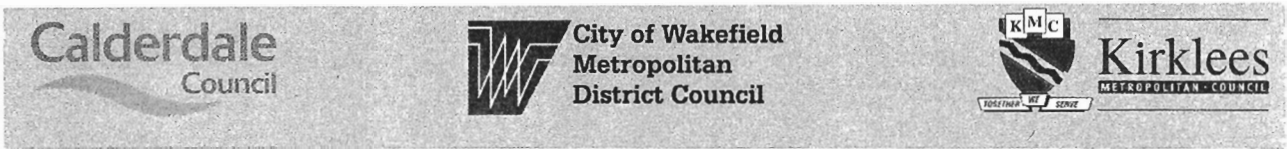
For copies of the clinical trial or further information

By e-mail [elumley@alpine-environments.co.uk](mailto:elumley@alpine-environments.co.uk)

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

**Appendix 9. Partner Roles**

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



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

Name: \_\_\_\_\_

Address: \_\_\_\_\_

Postcode: \_\_\_\_\_ Tel No: \_\_\_\_\_

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

Signed: \_\_\_\_\_

Date: \_\_\_\_\_

**To be completed by a health professional**

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

Name (Block Capitals): \_\_\_\_\_

Position \_\_\_\_\_ Place of Work: \_\_\_\_\_

Contact telephone number: \_\_\_\_\_

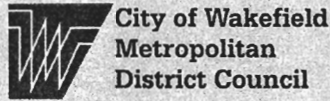
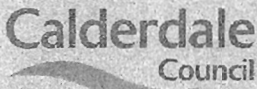
Signature: \_\_\_\_\_



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







# HACKW HEALTH ACTION FOR CALDERDALE, KIRKLEES & WAKEFIELD

IS YOUR HOME **COLD** AND  
**DRAUGHTY?**

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

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

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

Its as simple as that



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





## APPENDIX 1

### KIRKLEES ENERGY SERVICES

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

«Names»

«Address»

05 August 2005

Dear «Greeting»,

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

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

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

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

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

Yours faithfully,

Simon Tao.



«CustRef» / «Expr1»

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

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

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

- Yes  No

Please give brief details...

.....  
.....

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

- Yes  No
- 

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

- Yes  No
- 

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

- Yes  No

Please give brief details...

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

- Yes  No
- 

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

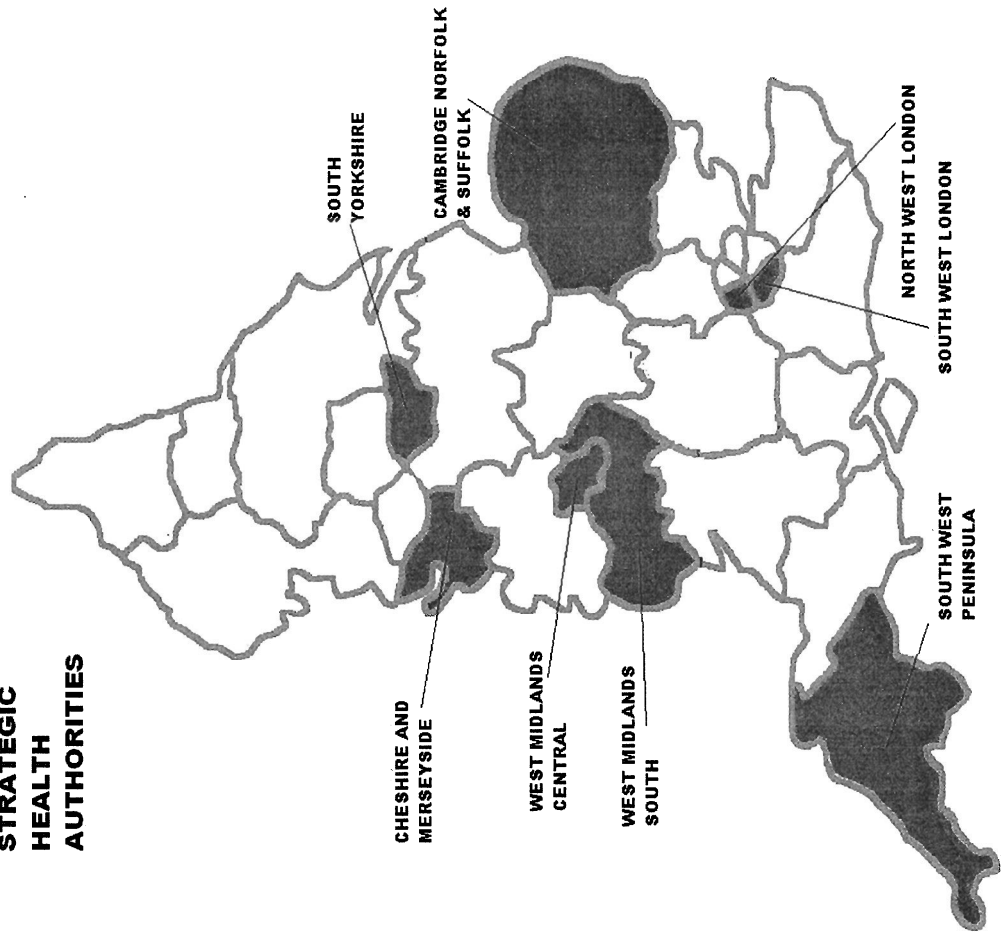


# Appendix 4

## COPD project



**STRATEGIC  
HEALTH  
AUTHORITIES**



SHA pilot project agreed.  
8 Met Office service  
Developers

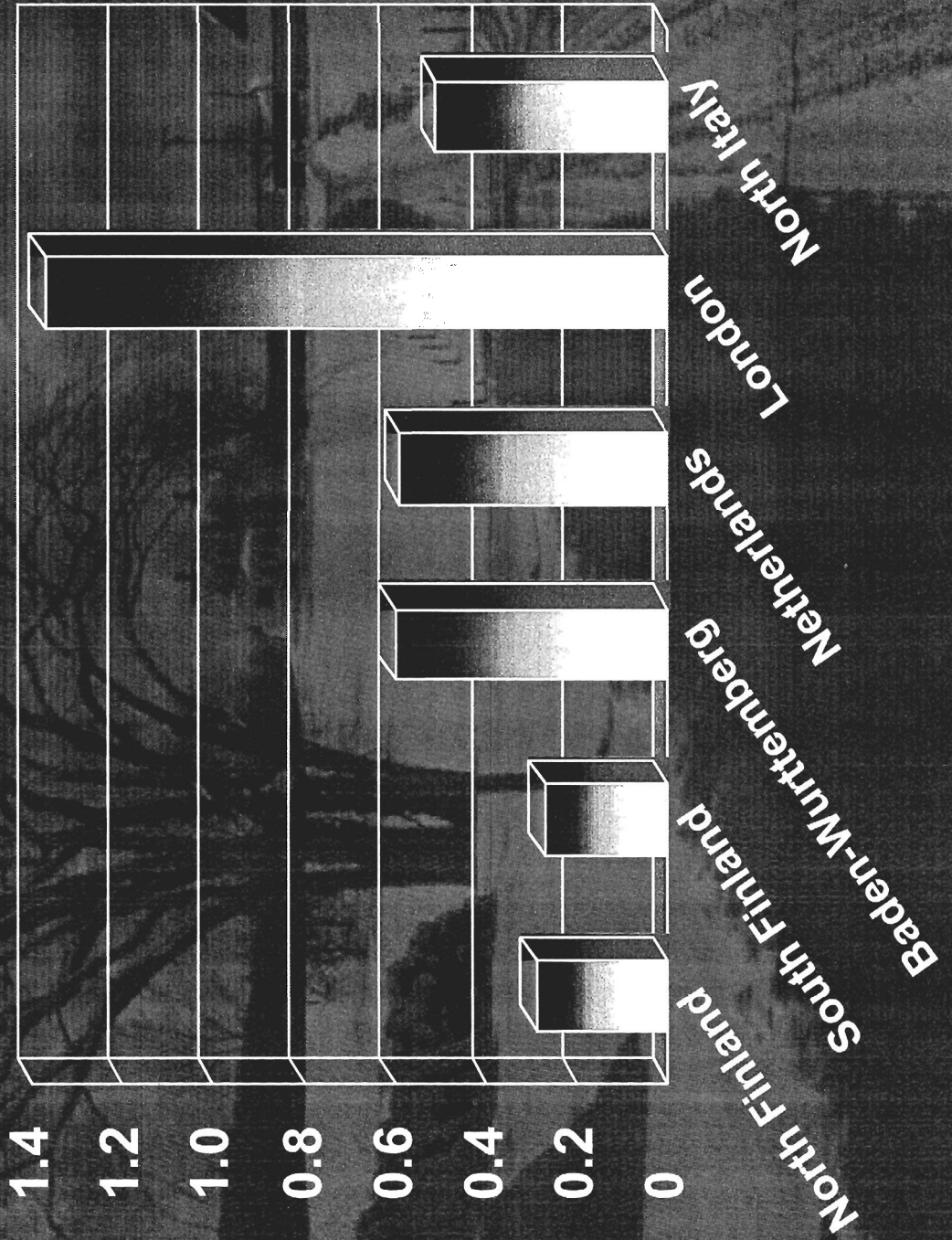
Admissions & COPD  
Prevention.

DoH funded evaluation

# Appendix 5

## Public

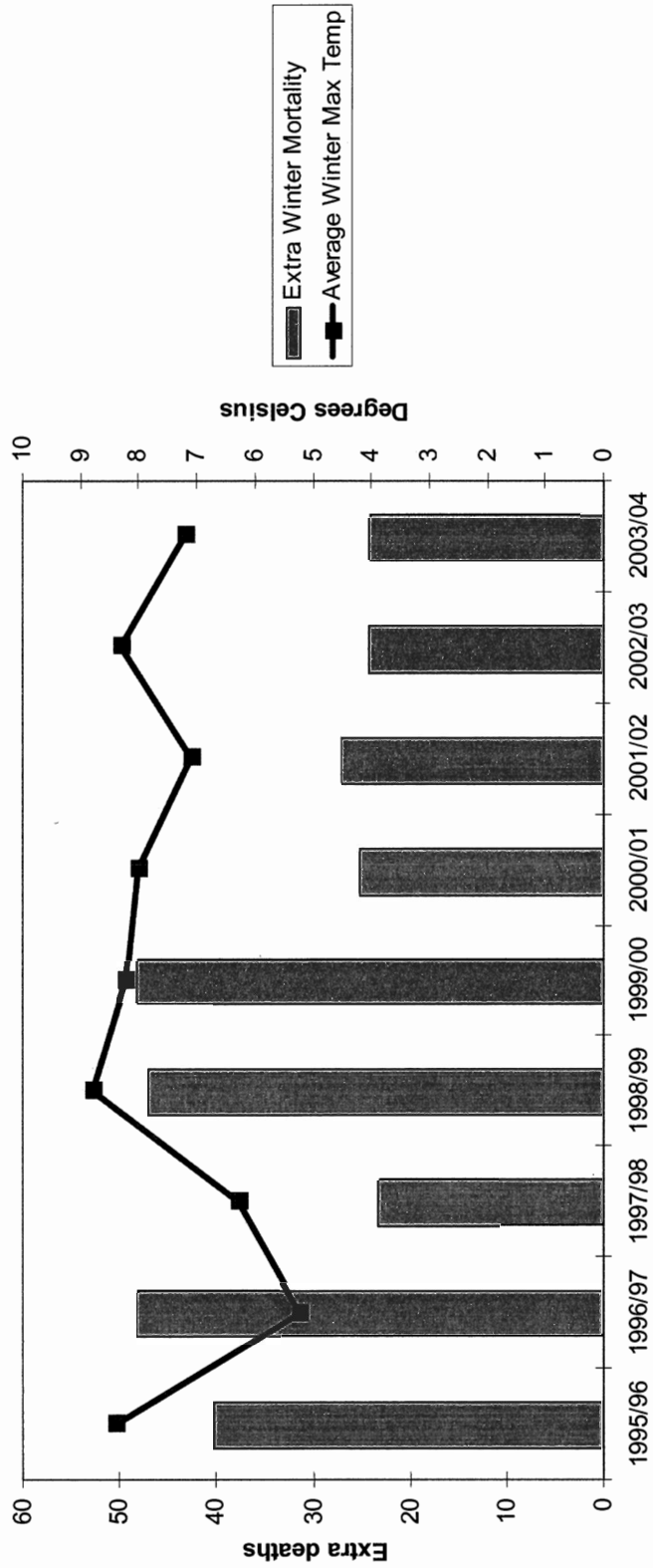
Extra winter mortality  
% increase in mortality for each 1°C fall from 18°C  
Keatinge et al, 1997



# Appendix 6 Temperature and EWM



Extra Winter Mortality and Max temp.



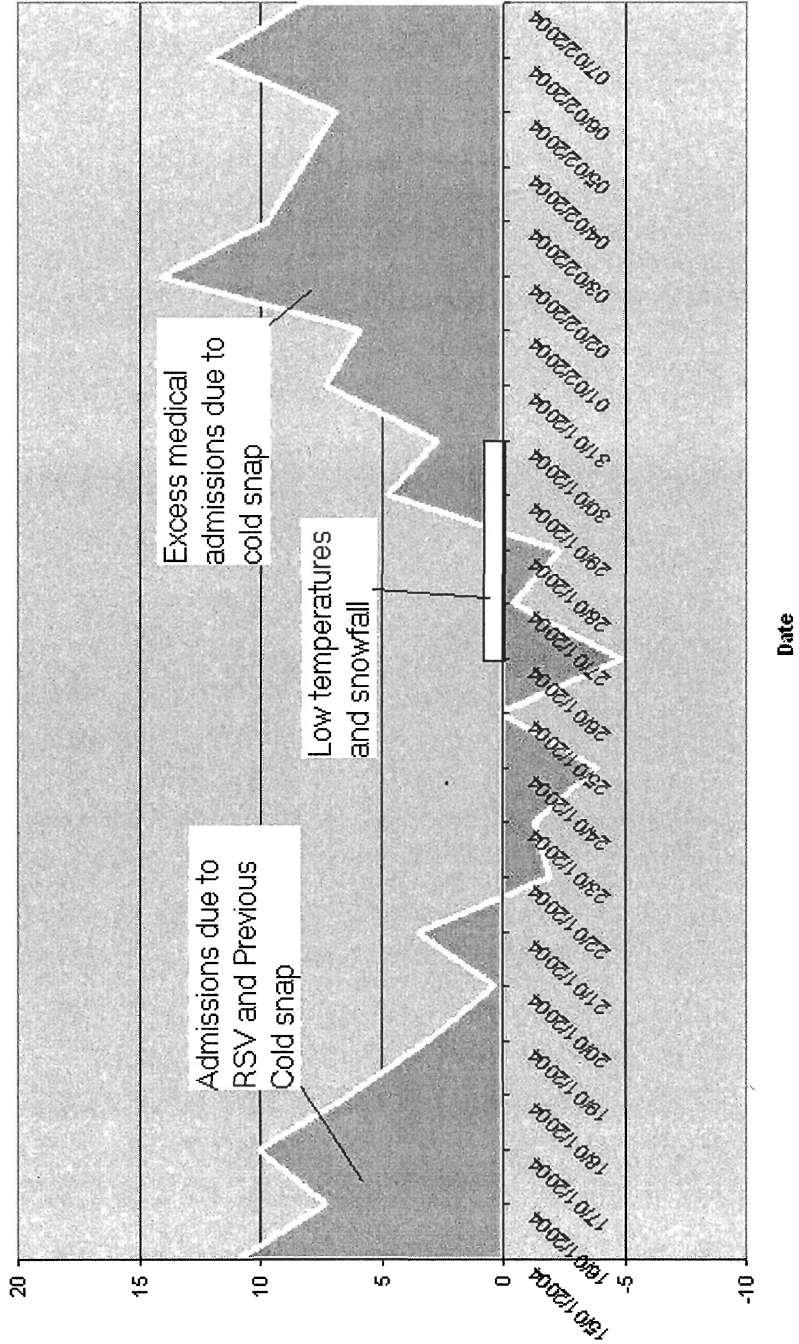


# APPENDIX 7

## The Effect of Cold on Hospital Admissions



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



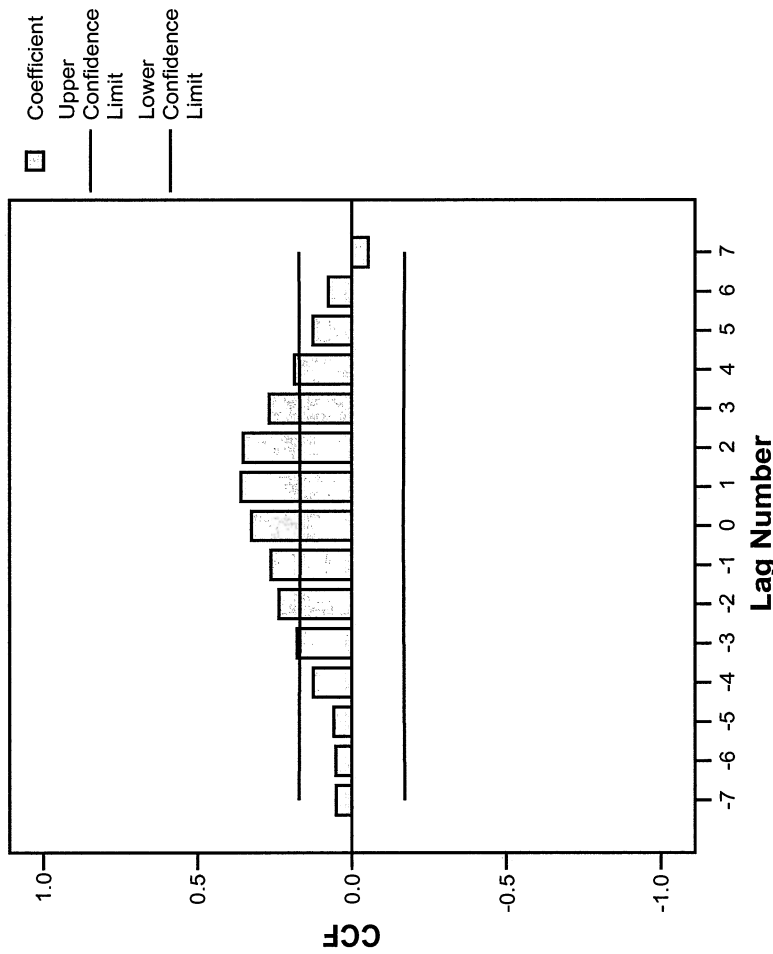


# Appendix 8

## Cross-correlations / lags of COPD with weather



Weekly "Coldness" measure vs COPD admissions



Positive correlation:

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

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

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

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

## Theme 2: Training and Awareness Raising

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

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

### Theme 3: Supporting Local Affordable Warmth Work

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

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

#### Theme 4: Improving Health and Well-being

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



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

## Theme 5: Monitoring and Evaluating the Action Plan

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

of fuel poverty indicators	<p>outputs or outcomes or both)</p> <p>5.3.2 Set targets and milestones and review progress against them<sup>1</sup></p> <p>5.5.3 Develop a regional Performance Indicator to encourage PCT's (and local authorities?) to monitor fuel poverty progress</p> <p>5.3.4 Ensure clear sign-posting to fuel poverty data so that it is accessible to regional and local organisations</p> <p>5.3.5 If feasible, pilot a 'before and after' scheme to identify potential methods of evaluation</p>	<p>Strategic Health Association (PCT Performance Framework)</p> <p>Government Office Yorkshire and the Humber (Local Area Agreements)/ LGA?</p>
5.4 Secure funding to facilitate a comprehensive evaluation of the impact of this Action Plan	<p>5.4.1 Steering group to identify what needs to be evaluated (e.g. milestones from each theme group)</p> <p>5.4.2 Steering group to identify sources of funding (where appropriate)</p> <p>5.4.3 Liase with East Midlands authorities (Regional AWS) to co-review action plans</p>	<p>Affordable Warmth Action Plan Steering Group</p> <p>Eaga Partnership Ltd.</p> <p>Government Office East Midlands</p>
5.5 Establish Implementation Group to act as custodians of this Action Plan to monitor and report on delivery	<p>5.5.1 Produce an annual report on progress against the objectives in this Action Plan</p> <p>5.5.2 Monitor effectiveness of interventions at all levels</p> <p>5.5.3 Establish a regional implementation agency for the Action Plan</p> <p>5.5.4 Monitor progress towards Action Plan targets</p> <p>5.5.5 Agree timescale for Action Plan review</p> <p>5.5.6 Ensure buy-in to the evaluation process</p>	<p>Affordable Warmth Action Plan Steering Group</p> <p>Regional Housing Board</p> <p>Strategic Health Authority</p> <p>Public Health Observatory</p>

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

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## ANNEX D

# Cabinet Energy Champion Project Council Questionnaire

YORKSHIRE  
AND  
HUMBER  
ASSEMBLY  
*Voice of the region*



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

<b>Housing (non fuel poor)</b>
Contact Officer telephone/email

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

## **ANNEX E Mapping Domestic Thermal Efficiency In York**

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

In an ideal world a low fly over of York with thermal imaging equipment would produce a colour picture – or thermographic map – of energy loss from all York’s homes on a red to blue scale where red represented most heat loss and blue least. Resources for this are not available and so mapping York’s thermal efficiency must rely on data sourced primarily for other purposes. The disadvantage of this technique is that the data whilst being reasonably reliable in respect of thermal comfort can only provide an indicative model of York’s domestic CO<sub>2</sub> emissions.

### **Two primary data sources were used;**

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

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

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

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

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

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

### **Summary of Main findings for York:**

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

94.5% of dwellings have some central or programmable heating.

85.9% of dwellings have some double glazing.

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

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

It is estimated that households current heating systems make for an average (mean) requirement to spend £518 on space and water heating and that the average dwelling produces 6.35 tonnes of CO<sub>2</sub> per year.

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

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

Mid terraced dwellings have a mean SAP of 45.

CO<sub>2</sub> Emissions and cost of heating SAP calculations may be seen as indicative for the calculation of Carbon Dioxide emissions. It is estimated that households current heating systems make for an average (mean) requirement to spend £518 on space and water heating producing 6.35 tonnes of CO<sub>2</sub> per year. CO<sub>2</sub> emissions would typically show the same trends as these are heavily influenced by the amount of fuel used (and hence the cost of fuel used).

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

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

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



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

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

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

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

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

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

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

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

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

	<b>Ward name</b>	<b>% in fuel poverty</b>	<b>No in fuel poverty</b>	<b>LASP rank</b> lower score indicating higher

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

## **Affordable Warmth Strategy Development NEA Consultancy**

### **Policy Perspective**

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

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

### **Affordable Warmth – The NEA model of strategy development**

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

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

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

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

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

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

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

### **What are the key outcomes?**

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

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

The process may have additional outcomes:

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

#### **What does NEA bring to the process?**

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

#### **Strategy Development Process Requirements**

The Local Authority should be able to provide:

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

#### **Roles and Responsibilities**

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

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

**Steering Group:** Lend sectoral ownership and endorsement

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

## **The Strategy Development Process**

### **1. Initial steps and planning:**

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

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

Likely agenda:

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

### **3. Interim Process**

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

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

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

Likely agenda:

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

#### **5. Post -Workshop Period**

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

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

#### **Consultancy days and cost**

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

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

**1. Initial Steps and Planning:**

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

**2. First Workshop:**

1/2 day workshop session  
Planning for the above

**3. Interim:**

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

**4. Second Workshop:**

1/2 day workshop session  
Planning for the above

**5. Post-workshop period:**

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

**Total consultancy = 14 days**

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

**Costs**

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

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



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

#### **Further Information**

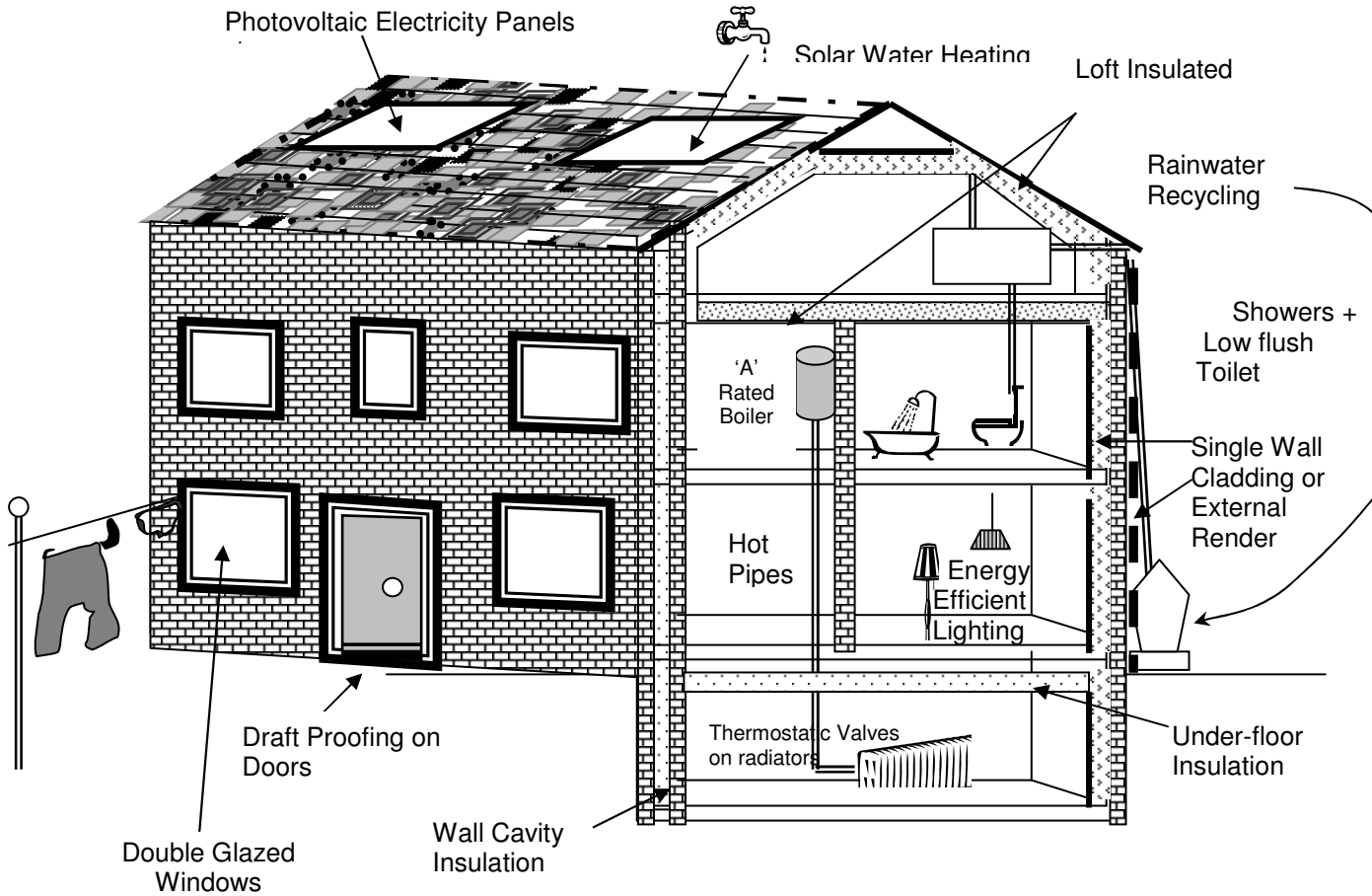
For further information on NEA's Affordable Warmth Strategy development process contact:

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



## Introduction

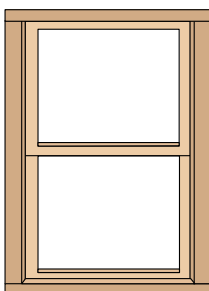
The house on the cover belongs to the Sketch family of Newsomewhere, Kirklees. Constructed by Irregular Planning and Sons it's a bit odd as its built partly in the early 1900's and the late 1980's. For us though this is great as it shows a range of issues that people face when improving energy efficiency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

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

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

The Sketch families story provides paybacks summary tables for the technologies and improvements giving an idea of how long it takes for the savings resulting from improvements to cover the original costs. This information provided for best estimate purposes is independently sourced<sup>1</sup> from experts and based on a semi-detached house with 3 bedrooms. The 'Installed Costs' assume that installation is undertaken by a professional installer. Where grants helping people make the suggested home improvements are available at time of writing information has been supplied.

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



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

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

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

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<sup>1</sup> sourced from the Energy Savings Trust and Energy Efficiency Advice Centre

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

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

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

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

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

#### **Paybacks Summary Table: Draft Proofing**

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

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

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

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

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

#### Paybacks Summary Table: Wall Insulation

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

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

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

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

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

#### Paybacks Summary Table: Loft Insulation

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

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

#### Primary Pipe Insulation Costs

Primary pipe work insulation	Approx £10 – 20
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In homes where the loft is used as part of the living space or the cavity between the floor boards isn't adequate thermo foil or special internal cladding can be used directly under the roof.

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

**Paybacks Summary Table: Floor Insulation and Draft proofing**

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

**BOILERS:** The Sketch's needed to replace their 15 year old boiler, and chose a new 'A' rated condensing model which will save them between a third and 40% (**about £150 each year**) on the fuel bill, it will also reduce their homes CO<sub>2</sub> emissions by a third.

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

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

**Paybacks Summary Table: Condensing Boiler**

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



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

**Paybacks Summary Table:** Hot Water Tank Jacket

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

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

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

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

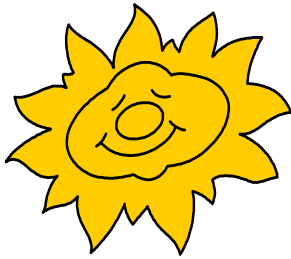
The heating in the Sketch's home is set at different temperatures for different rooms depending on the Members of their family using the room for long periods. The living room and Granny Sketch's bedroom, the rooms Granny spends most time in, are kept at 21°C (or 70F), in line with recommended temperature for less mobile people, the very young and older people. The rest of the house is kept to a temperature of no more than 18 °C (or 65F) the recommended temperature for healthy mobile people<sup>2</sup>.

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

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

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





## PHOTOVOLTAIC PANELS AND SOLAR WATER HEATING:

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

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

**Grants support:** Mr Sketch was advised by the Energy Efficiency Advice Centre to apply for a grant through the Government funded scheme for installing Solar Water Panels called Clear Skies<sup>3</sup> which will pay out £400 towards the new system regardless of system size.

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

### Paybacks Summary Table: Solar water Heating

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

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

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

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

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

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

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

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

Energy produced from PV panels can be used immediately or stored in the equivalent to batteries. An average solar panel can produce electricity for 20 years or more. A Photovoltaic<sup>4</sup> Panel can provide a household with about 30-50% of their electricity needs over a year.

#### **Paybacks Summary Table: Photovoltaic Panels**

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

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

<sup>4</sup> The term Photovoltaic is derived from the Greek prefix "Phos" meaning light and Volta after Alexander Volta a pioneer in the field of electricity.

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

Mrs Sketch is encouraging good habits in her family, but to be on the safe side got the Energy Efficiency Advice Centre to help her with some practical solutions. She was delighted to find out that installing just one energy-saving light bulb could save about £7-10 of electricity each year by only using about 20% of the energy ordinary bulbs need better still the bulbs will last 12 times longer than ordinary bulbs; making more time for shoe shopping. Apparently if every household in the UK installed just one, the saving in electricity would be the equivalent to the power needed for lighting 3 million homes each year<sup>5</sup> or about £80 million.

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

**Paybacks Summary Table: Energy Efficient Light Bulb**

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

## OTHER MEASURES AND GOOD PRACTICE

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

### Clever thinking about every day things

**Making A Cuppa:** The Sketches now measure out just the water they need to boil in the kettle before making cups of tea or coffee. This saves electricity and also lengthens the life span of the kettle by reducing scale build up. If everyone in York did this the savings would probably amount to the Street lighting bill for the city<sup>6</sup>. The

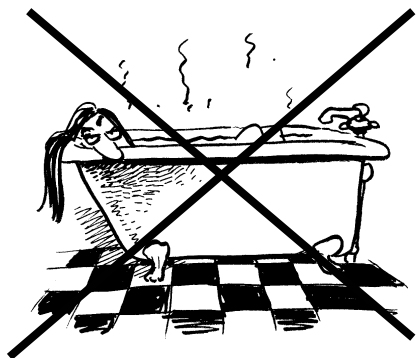


<sup>5</sup> Source for figures see; Energy Information at the University of York [www.york.ac.uk/energyconservation/matters.htm](http://www.york.ac.uk/energyconservation/matters.htm) and the Radio Times Magazine 13<sup>th</sup> –19<sup>th</sup> August 2005

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

Sketch's use white vinegar as a de-scaler<sup>7</sup> in their kettle when lime scale builds up - due to York being a hard water area – as they know this will also improve energy efficiency.

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



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

**Showers:** Whilst Mrs Sketch likes to soak in the bath after gardening and Junior likes to have a bath after a football match the Sketches realise that on most occasions showering rather than bathing is less costly in terms of both energy and the water used; saving around 40 litres<sup>8</sup> of hot water each time.

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

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

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



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

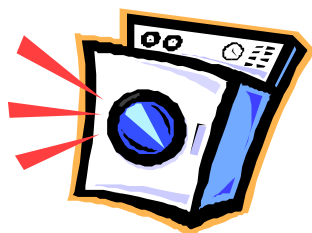
<sup>8</sup> Figure sourced from <http://www.doingyourbit.org.uk/>

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

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

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

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



All the washing is now done on a 40°C washing cycle as Mrs Sketch found that with modern washing powders this is perfectly adequate. The Sketch's use a de-scaler in their washing machine once every three months - due to York being a hard water area – as they know this will improve efficiency and extend the life of the machine. Mrs Sketch uses white vinegar as an environmentally friendly de-scaler for her washing machine<sup>9</sup>. By adopting these habits the family washing now costs the Sketch family about 30% of what it cost them last year

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

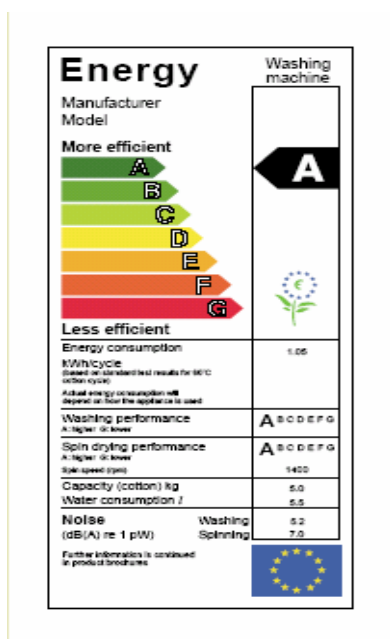
## What to look for when buying new household goods.

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

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

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



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

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

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

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

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

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

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



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

## ENVIRONMENTAL COSTS

Missy Sketch has used her families experiences as part of her school project about climate change and what ordinary people can do to help the environment. Missy knows that human activities, particularly burning of fossil fuels to produce energy release carbon as carbon dioxide (CO<sub>2</sub>), contributing to global warming. Missy's class have learned that the CO<sub>2</sub> produced in this way is the biggest controllable source of CO<sub>2</sub> and they are finding out how to reduce this in their homes and school; after all the future is theirs.

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



An average UK home produces around 6+ tonnes of Carbon Dioxide each year and not including the carbon dioxide created by car or automobile usage. To balance the damage done by an average homes production Missy is told that home owners would need to plant around 36 broad leaved native trees<sup>11</sup>. Missy's home before improvement was worse than average producing around 8 tonnes of CO<sub>2</sub> each year and would require about 48 trees planted to

balance, or 6 trees per ton.

As each of the home improvements were installed the tonnes of CO<sub>2</sub> produced each year in the house reduced, the house now only produces about 1- 1.3 tonnes of CO<sub>2</sub> per annum or 6 to 8 trees worth. Missy has planted a Crab Apple and a Rowan tree in her garden and will be planting 6 more trees with her class during National Tree Week this year (See Glossary for more about National Tree Week).

## CONTACTS

**Energy Efficiency Advice Centre**

Write: The Energy Efficiency Advice Centre

<sup>11</sup> See Glossary for definition of Broad Leaved Native Trees

20 George Hudson Street  
York

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

### **Energy Partnership**

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

### **Warm Front**

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

## **GLOSSARY:**

### **Broad Leaved Native Trees**

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

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

≡ **Suitable for smaller gardens**

\*\* **Suitable for Hedging or pleatching**

## **CARBON MONOXIDE: Poisoning and Prevention**

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



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

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

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

### **In rented accommodation**

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

Tenants moving into new accommodation should:

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

**For more information about Carbon Monoxide in Homes please see the Department of Trade and Industry web site [www.dti.gov.uk/homesafetynetwork/cm\\_intro.htm](http://www.dti.gov.uk/homesafetynetwork/cm_intro.htm)**

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

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

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

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

## **WARM FRONT**

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

### **Who might be able to claim a Warm Front Grant?**

1. Householders who have a child under the age of 16 or who are pregnant and have been given a maternity certificate MAT B1, and are also in receipt of one or more of the following benefits:
  - Income Support
  - Housing Benefit
  - Council Tax Benefit
  - Income Based Job Seekers Allowance
  
2. Householders who are in receipt of one or more of the following benefits:
  - Working Tax Credit  
*(which must include a disability premium)*
  - Child Tax Credit
  - Income Support  
*(which must include a disability premium).*
  - Housing Benefit  
*(which must include a disability premium).*
  - Council Tax Benefit  
*(which must include a disability premium).*
  - Attendance Allowance
  - Disability Living Allowance
  - Industrial Injuries Disablement Benefit  
*(which must include Constant Attendance Allowance).*
  - War Disablement Pension  
*(which must include the mobility supplement or Constant Attendance Allowance).*
  
1. People aged 60 years or over and who receive any of the following;
  - Income Support
  - Council Tax Benefit
  - Housing Benefit
  - Income-based Jobseekers Allowance
  - Pension Credit

**What energy efficiency and heating measures does Warm Front cover?**

**Insulation measures:**

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

**Heating systems**

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

**Other measures**

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

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# The Nottingham Declaration

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

## ***We acknowledge that***

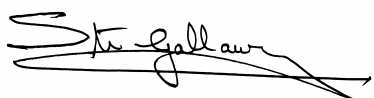
- Evidence continues to mount that climate change is occurring.
- Climate change will have far reaching effects on the UK's economy, society and environment.

## ***We welcome the***

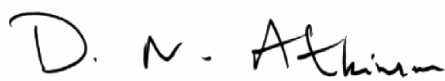
- Social, economic and environmental benefits which will come from combating climate change.
- Recognition by many sectors, especially government and business, of the need for change.
- Emissions targets agreed by central government and the programme for delivering change as set out in the *Climate Change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

## ***We commit our Council to***

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



**Steve Galloway**  
Leader  
City of York Council



**David Atkinson**  
Chief Executive  
City of York Council



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

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**Executive**7<sup>th</sup> November 2006

Report of the Director of City Strategy and the Corporate Landlord

**Lendal Bridge Sub-Station Secure Cycle Park Feasibility Study Outcome****Summary**

1. This report presents Members with the outcome of the study into whether the former Lendal Bridge Sub-Station is suitable to be converted into a secure cycle parking facility and details the options available to Members in relation to the building.
2. The report recommends a preferred option to seek 50% external match funding for the conversion of the building but if this is not available that the building is sold.

**Background**

3. A report was brought before the Executive on the 25th July 2006 detailing the options available in relation to the former sub-station namely, its sale or the investigation of its potential use as a secure cycle park. The owner of the adjacent café on Lendal Bridge made a presentation to the Executive at the same meeting expressing his interest in potentially using the roof of the sub-station as a seated terrace area for his customers. The Executive approved a recommendation that a feasibility study be undertaken to assess the suitability of the building as a cycle park and also the potential for a roof-top terrace and that the results be reported back to them.
4. A secure cycle park facility in or close to the city centre was one of the recommendations of the former Planning & Transport Scrutiny Panel's recent report on Cycling in York. This recommendation was subsequently included as a policy in the most recent Cycling Strategy, produced for the second Local Transport Plan (LTP2). It would also directly contribute to achieving the second corporate priority to "Increase the use of public and other environmentally-friendly modes of transport" and meets the aims of LTP2:
  - i To reduce the need to travel, especially by car, and encourage essential journeys to be undertaken by more sustainable modes;
  - ii To reduce levels of traffic congestion;
  - iii To improve economic performance in a sustainable manner;

- iv To improve the health of those who live or work in, or visit, York;
  - v To reduce the impact of traffic and travel on the environment, including air quality, noise and the use of non-renewable resources; and
  - vi To provide a transport system that is affordable and achievable in practical terms, and offers value for money.
5. The facility would also help to achieve one of the aims of the Safer York Partnership, namely, to reduce the number of cycles stolen from the city centre by providing a higher level of security in a staffed facility.
6. Halcrow Group Limited were commissioned to undertake the feasibility study which assessed several aspects of the conversion, namely:
- i Whether there was any private sector interest in operating the cycle park;
  - ii What other ancillary cycle-related services they would propose to operate from the building;
  - iii A desk-top review of similar facilities elsewhere;
  - iv The building's location and its capacity;
  - v The potential demand and from whom;
  - vi The costs of conversion and subsequent mechanisms to reclaim these costs from the operator over time, and;
  - vii Whether the roof was suitable for use a terrace area for the adjacent café.

Details of the findings of this study are included in Annex A.

7. A site visit was arranged for elected members and interested parties on Monday 30<sup>th</sup> October, at which it was possible to view the major constraints that will affect any use of the former sub-station;
- The building is listed;
  - It forms an integral part of the city's flood defences;
  - It was built as an electricity sub-station and as such will require significant alterations to enable other uses;
  - There are currently no services connected to the building which, if it is to become a staffed facility, will need to be in place to satisfy health & safety regulations, and;
  - The available floorspace is only 105m<sup>2</sup> split on two levels.

It is recognised, however, that these constraints can be overcome at a cost.

#### ***Costs of Conversion***

8. An estimate of costs has been calculated to include the provision of cycle parking infrastructure, connections to the utilities, refurbishment of the building,



marketing, design, supervision and project management with an appropriate contingency. These are broken down in Table 8.1 below.

Table 8.1

Item	£
Cycle Parking (100 cycle parking units at approximately £220 each)	22,000
Connections to utilities (water, electric, sewerage, telecommunications)	26,000
Internal installation costs (electrics, fire detection, heating, extraction, WC facilities, hot / cold water)	15,310
Refurbishment of building (interior and exterior)	13,190
Marketing/publicity	2,000
<b>Subtotal</b>	<b>78,500</b>
Design/Supervision (~10%)	7,850
Project management (~10%)	7,850
Contingencies (~15%)	11,775
<b>Grand Total</b>	<b>105,975</b>

9. The costs included above for cycle parking are based on a system of at least double-decker but most probably triple-decker parking in order to enable 100 cycles to be accommodated in the limited space available. As a rough guide this is the equivalent of providing all the cycle parking spaces on Parliament Street (98 in two batches) in this building or over a quarter of the cycle parking spaces at York Station (370).
10. These costs could be recovered from the operator over a period of 15 years as part of the rental agreement but it is thought that these would be too high to make a business case viable at this site. The operator would also be expected to pay business rates and the utility bills. The business rates would potentially be set at approximately 15% of the gross receipts of the activities undertaken within the building.
11. Two alternative proposals are being considered. One was received from Chris Hartley, the operator of the adjacent tollbooth cafe, giving alternative costing, which is included as Annex C, together with officer's response. A second proposal is being prepared by Bike Rescue cycle recycling service who addressed the Executive at its meeting on 24 October 2006. At the time of going to print on the agenda that proposal had not been received, but will be tabled at the meeting.

### ***Financial Viability of the Building***

12. In order to calculate the potential income of the cycle park a generous estimate of the potential usage has been made at 80% of capacity i.e. 80 spaces. Working on a 6 days per week operation this would only generate

approximately £25K per annum based on a daily charge of £1 (this is the equivalent price being charged elsewhere in the UK at facilities which are staffed). This would indicate that in order for an operator to achieve the amount of revenue to pay the rent, business rates, staff and utility bills they would have to make a significant amount of money from their other activities. This may prove difficult due to the remaining floorspace available for ancillary purposes.

13. In order to realise the full potential of the building's uses, the following minimum floorspace requirements have been estimated based on similar uses elsewhere, such as existing bike shops, cycle hire facilities etc. shown in Table 13.1 below.

Table 13.1

Cycle Parking (raised plinth area)	55m <sup>2</sup>
Cycle Hire	12m <sup>2</sup>
Cycle Sales	40m <sup>2</sup>
Cycle Repairs	20m <sup>2</sup>
Left luggage facility	5m <sup>2</sup>
Toilet / rest area	10m <sup>2</sup>
Circulatory space (inc. foyer, counter)	20m <sup>2</sup>
<b>Total Requirements</b>	<b>162m<sup>2</sup></b>
<b>Available floorspace</b>	<b>105m<sup>2</sup></b>

14. With innovative use of the walls it may be possible to slightly reduce the floorspace requirements, however, the available space will not be sufficient to be able to achieve anywhere near the maximum potential income to cover the outgoings. For this reason the operation of the facility is unlikely to be profitable unless the amount of space allotted to cycle parking is reduced. As the whole point of the scheme is to maximise the numbers of cycles parked this would not be advisable.
15. An use, proposed by Bike Rescue, is as an alternative home for its cycle refurbishment enterprise. Bike Rescue salvages abandoned and disposed cycles, which it then renovates to a roadworthy condition for retail. The operation contributes to the first priority of the council's corporate strategy to "decrease the tonnage of biodegradable waste and recyclable products going to landfill". It may be a more viable business proposition to provide a combination of cycle parking and cycle repair and renovation from the Lendal Bridge substation.

### ***Use of the Roof***

15. The feasibility study has indicated that it may be possible to convert the roof to a seating area for the adjacent café, however, there are many issues to be overcome, the most serious being the difference in levels between the two buildings and how this will be overcome to satisfy the Disability Discrimination Act. There would also need to be additional fire escapes installed and toilets on

the ground floor with lift-access to these. This would have an adverse impact on the viability of the ground floor operations due to the reduction of available floorspace. The costs associated with these additional works could easily double the conversion costs and would be very difficult to implement given the associated conservation issues.

## Consultation

16. Both internal and external consultation has taken place relating to the conversion of the sub-station to a cycle park and the possibility of a roof-top café. The internal consultees and a summary of their responses are in Table 16.1 below.

Table 16.1

Area Team Leader, City Centre & West Development Control Team	Thought the Cycle Park would be a good use of the building. Had some concerns re. the roof top terrace due to the parapet height, the potential visual impact of any rooftop furniture and potential alterations to the tollhouse to link the two buildings.
Conservation Architect, Planning & Sustainable Development	No comments re. the Cycle Park but similar concerns to those above re. parapet height / balustrading, changes to tollhouse and visual impact of rooftop furniture.
Highways Development Control, Network Management	Cycle Park may be better located nearer the city centre, however, well located near to off road riverside cyclepaths and for passing tourist trade. CCTV coverage should be considered if facility is ever operated unstaffed. If café extends onto roof a connecting staircase is needed to better link the two facilities with mutual benefits to both.
Micklegate Ward Members	As the original proposers of the scheme they provide in-principle support for the Cycle Park.

External consultees and a summary of their responses are shown below in table 16.2.

Table 16.2

Environment Agency (EA)	The building forms part of the city's flood defences including the mass concrete floor slab, the rear wall, stop logs on the rear windows, steel internal door and external flood defence wall. The agency require access for routine inspections, maintenance, repair and during any flood events. The EA would object in principle to a proposed change of use to residential or to any use other than water compatible development.
York Cycle Campaign	Feel York's cyclists would not be willing to pay much to park their cycles, but cycle repairs, cycle hire could make scheme cost effective if there is sufficient space. Rent and rates levels should be set to enable

	reasonable income levels to be achieved
English Heritage	Proposals sound acceptable in principle but will need to be consulted further when designs / detailed drawings available as this is a listed building owned by the council. Issues which may arise include; any external ramps, alterations at roof level, the means of access from the tollhouse.
Adjacent Café Owner	May want to have access to ground floor for male/female toilets, would possibly consider operating both facilities, would consider extending opening hours of café and possibly licensing café, proposes rooftop table space for 48 people at 12 tables plus a service station, an additional fire exit probably reqd.

The York Civic Trust and the Cyclists' Touring Club were also consulted but no comments had been received back at the time of publication of the study.

## Options

17. There are five options available to Members:
- A. Sell the building.
  - B. Retain the building and convert the ground floor to a Cycle Park with other ancillary cycle-related activities at a cost of £106K repaid by the user over a 15 year period.
  - C. Option B plus further investigation of the integrity of the roof and options to enable the roof to be accessed from the café at a potential cost of over £200K repaid over a 15 year period.
  - D. Option B funded through the LTP with the conversion costs not recouped that would result in some programmed transport schemes, which would have been provided with the £106K, not progressed.
  - E. Option B but conversion costs funded through external grants and LTP funding.

## Analysis

18. *Option A - Sell the building*

Advantages – The council has earmarked the sale of this building as part of its funding for the capital programme, as approved by Council on 1<sup>st</sup> March 2006. The budgeted receipt figure and implications of not progressing with the sale is included in Confidential Annex B. Failure to sell the building, will require either

- additional capital receipts to be identified,
- a compensating reduction in the approved capital programme spend, or
- a revenue cost equivalent to the cost of borrowing the lost capital receipt income (currently 4% statutory charge for the minimum revenue provision (MRP) plus the cost of interest, currently 4.65%).

A private sale is more likely to result in a more innovative use of the building to the benefit of residents and visitors. The Council can continue to have influence on the use of the building, with any development of the building being subject to planning.

Disadvantages – The council will lose a building, which has the potential to be used to deliver some of its corporate objectives.

This option is recommended.

19. *Option B - Retain the building and convert the ground floor to a Cycle Park with other ancillary cycle-related activities*

Advantages – York's cyclists will benefit from improved cycle parking facilities and the potential opportunity for a cycle repair or refurbishment service close to the city centre. Tourists will benefit from another potential cycle hire location and the potential for a left luggage facility for cycle tourists from elsewhere visiting the city. If the venture proves to be unsuccessful the building will be more valuable due to it having utility connections.

Disadvantages – The cost of conversion is high and will take up a large part of the Cycle Scheme block in the LTP capital programme. The conversion costs to the council will be approximately £106K, which will only be recouped over a 15 year period. The operator could struggle to create enough turnover to cover their costs given the space restrictions. By not disposing of the asset, the council would effectively be subsidising a commercially unviable cycle store through artificially reduced rental levels.

This option is not recommended.

20. *Option C – Option B plus further investigation of use of the roof*

Advantages – Same as for Option B plus potentially more income for the council from rent / rates. An additional café option for visitors to York with potentially excellent riverside views.

Disadvantages – There may be significant costs related to the conversion of the roof and loss of available space on the ground floor if additional toilets and a means of moving between the two floors is required. This would impact on the operator's turnover and commercial viability. Works which may be needed to strengthen the roof and other roof-related infrastructure may delay the opening of the cycle park or interfere with its operation. The means of joining the tollhouse to the roof and negotiations required may significantly delay the use of the building. The costs to convert the building for use of both floors could easily be double that of Option B. The advantages of this option could still be achieved by sale to a private operator, who may develop a more innovative solution to increase the level of rates and enhance the café space and facilities.

This option is not recommended.

21. *Option D – Option B funded through the LTP with conversion costs not recouped*

Advantages – Same as for Option B, plus the operator would not have to pay back the conversion costs over the 15 year, period thus reducing the rent payable to the council.

Disadvantages – The council would have to postpone the equivalent of £106K worth of programmed cycle schemes from its capital programme, which would have an increased impact on schemes progressed due to the reduction in funding levels next financial year.

This option is not recommended.

22. *Option E – Option B but conversion costs funded through external grants and LTP funding*

Advantages – Same as for Option B plus the impact of the cost of conversion would be reduced depending on the amount of grant funding which was available. We are currently investigating the grants that may be available and will report this to the Executive at the meeting.

Disadvantages – Grants usually come with several conditions attached such as timescales or match funding, these could potentially reduce the positive impact of the reduced conversion costs.

If the level of grant was sufficient to meet at least 50% of the conversion costs then this option would be the preferred option recommended.

### **Corporate Objectives**

23. As has been identified the Cycle Park proposal will contribute to the “Increase the use of public and other environmentally friendly modes of transport”. The cycle recycling scheme also directly contributes to the first corporate priority, to “*decrease the tonnage of biodegradable waste and recyclable products going to landfill*”. Use of the electricity sub station building to support cycling also contributes to “Improve the health and lifestyles of the people who live in York, in particular among groups whose levels of health are the poorest”. It could also contribute, to a lesser extent, to the “Improve the actual and perceived condition and appearance of the city’s streets, housing estates and publicly accessible spaces” and “Reduce the actual and perceived impact of violent, aggressive and nuisance behaviour on people in York” priorities. This is because by re-using a currently empty building, this may deter anti-social behaviour in or around the building and providing a hub for cycle-related activities near the city centre. It will help “Improve our focus on the needs of customers and residents in designing and providing services” by offering more secure cycle parking which was one of the recommendations of the former Planning & Transport Scrutiny Panel following their city-wide consultation.
24. The roof-top café would contribute to the “Improve the actual and perceived condition and appearance of the city’s streets, housing estates and publicly accessible spaces” priority by the innovative use of a currently empty space and has the potential to enhance the city’s economy thus contributing towards the LTP objective of “To maintain high levels of employment through enhancing and supporting the needs of the local economy in a sustainable manner”.

25. The introduction of cycle parks would also contribute to several of the objectives of the recently-published second Local Transport Plan. With this aim, other locations are currently being considered to provide a network of locations for covered cycle parking close to the city centre, including Foss Bank car park.

## Implications

26. The implications of this report are as follows:
- **Financial** - The existing allocation for cycling schemes within the Local Transport Plan does not include a secure cycle park scheme. The 2006/07 LTP budget for cycling schemes is £285k reducing to an indicative level of £200k in 2007/08. Whilst it would be possible to reprioritise the schemes in the programme, funding of the cycle store would mean a significant reduction in the length of cycle route constructed. As summarised in paragraph 14, if the scheme progressed an anticipated capital receipt would no longer be available to the Council for funding the Capital Programme. Confidential Annex B provides the full financial implications.
  - **Human Resources (HR)** - There are no HR implications
  - **Equalities** – Ground Floor Use - Any accesses to the ground floor of the building would need to be suitably ramped to cater for potential users or people employed within the building with a disability, this would have the benefit of making the building more accessible to all users who otherwise would have to negotiate the steps immediately inside the front entrance.  
Rooftop Use - There will be access issues associated with the proposal for a roof top terrace as detailed in paragraph A12 of Annex A.
  - **Legal** – There are no legal implications other than under the Disability Discrimination Act as discussed above.
  - **Crime and Disorder** – The secure cycle park has the potential to reduce the number of cycles stolen from the city centre in line with the Safer York Partnership's target. The re-use of a currently empty building also has the potential to reduce the incidence of anti-social behaviour in and around the building. If the building is converted, advice from the North Yorkshire Police Architectural Liaison Officer about relevant security measures will be needed.
  - **Information Technology (IT)** – There are no IT implications
  - **Property** - In order to repay the estimated capital costs for converting the building of £105,975 over 15 years would require a rent of £10,000 p.a. To support this the tenant operating the business would need to generate a gross income of £80,000 - £100,000 per annum. Further investigation would be needed, after a more detailed specification is produced, to see if interested parties could produce a business plan that indicated that the necessary income would be generated. This level of income is fairly high given the available space for ancillary commercial activity after the area to be used for cycle parking is subtracted and given the uncertainty about the

take-up of those cycle parking spaces. If a suitable tenant were to be found a pre-letting agreement would need to be entered into prior to works commencing on the building's conversion. As it is unlikely that there will be limited funding available from the LTP Capital Programme the works could possibly be funded by Prudential borrowing, however, there is some concern that a tenant would require break clauses in the lease, as a safeguard in case the business did not prove to be profitable, this could create a significant financial risk to the council because it may be extremely difficult to find another operator for the cycle park if the previous operator had not been successful.

Significant receipts from the roof top terrace cannot be relied upon due to the planning and engineering issues raised in relation to this use.

- **Others** - None

## **Risk Management**

27. In compliance with the Council's Risk Management Strategy the main risk which has been identified in this report could lead to the inability to meet business objectives (Strategic), there would also be a financial risk should the recommendation to dispose of the building not be approved due to the receipts from the sale currently forming part of the approved capital programme for 2006-2009. The disposal is currently budgeted to be received in the 2007/08 financial year. Failure to realise this sale by this date would therefore leave a shortfall in the funding of the capital programme.
28. Measured in terms of impact and likelihood, the risk score for the recommendation is less than 16 and thus at this point the risks need only to be monitored as they do not provide a real threat to the achievement of the objectives of this report. (There is a slight strategic risk associated with the achievement of the target for Indicator 8A in the Local Transport Plan : City-wide cycle usage, which is monitored on an annual basis).

## **Recommendations**

29. The Executive is recommended that:
  - The preferred Option E is adopted if 50% match funding is secured from external grant.  
  
Reason: A secure cycle store on this side of the city will contribute to the corporate strategy improvement statement to increase the use of public and environmentally friendly modes of transport and also meet the objectives identified in the Local Transport Plan.
  - If 50% match funding is not secured from external grant then option A is adopted to sell the building. The property be sold for the best sum available in the open market providing that as a minimum the lower figure of the range indicated in the Confidential Annex B is achieved.



Reason: Given the spatial and financial constraints it would be difficult for any private-sector operator to make this facility commercially viable without losing cycle parking capacity which is unacceptable. No money had been allocated in the 2006/07 LTP Capital Programme to undertake these works and to accommodate them in 2007/08 would require at least half the annual budget. Given the risks associated with the success of the venture this funding would probably be better spent elsewhere. It will also contribute towards the 2006-09 capital programme.

- The contents of the feasibility study are noted for possible use in future projects and officers are instructed to investigate and report on alternative locations. In particular, future development sites or other council buildings could be sought for cycle stores, which could be part-funded by those developments.

Reason: To work towards improved cycling facilities within the city.

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**Wards Affected: Micklegate**

**All**

**Background Papers:**

Lendal Cycle Store Feasibility Study, Halcrow, 2006 (a copy of this report and its annexes has been placed in the Members' Library)

**Annexes**

Annex A – Brief History of Lendal Sub-Station plus the Outcome of the Feasibility Study

Annex B – Confidential Financial Implications

Annex C – Alternative proposal put forward by Chris Hartley plus response from council officers

Annex D – Operating proposal put forward to the Council by BikeRescue

Annex E – Potential alternative recommendation for consideration

## **Brief History of Lendal Sub-Station**

- A1 The former electricity sub-station adjacent to Lendal Bridge has reverted back to council ownership since being decommissioned in 2004. The sub-station is a Grade II listed building constructed circa 1920 by the then York Corporation. It has been operated by various electricity boards in the interim and was finally decommissioned by Northern Electric Distribution Limited (NEDL). The building has a gross floor area of 105 square metres (1139 sq ft.) and comprises one large split-level room, the raised section of which formerly housed the electricity board's equipment and a very small storeroom. The building forms part of the city's flood defences and following decommissioning the Environment Agency made some minor alterations to the raised section of the floor to partially fill in the now empty equipment trenches and to the inside of the windows on the side of the building facing the river to bolster its flood-protection properties, they also installed a water-tight door between the main room and the storeroom. The building is currently not connected to a water or electricity supply and has no sewerage connection, however, it does have a telephone connection.
- A2 The Council's Property Services section investigated the feasibility of converting the building to a visitor centre, although feasible, this proposal was rejected due to the significant cost of converting the building. Following the rejection of this proposal the option of selling the building was investigated. At this point the option of the use of the building as a secure cycle parking facility was suggested by the Micklegate Ward Members. The Council's Local Transport Plan includes an option to open a secure cycle park on the periphery of the city centre where cyclists would pay a nominal daily fee to have their cycle stored under cover in a staffed facility. A cycle park would offer a more secure and weather-proof alternative to locking a cycle to a Sheffield stand in the city centre. A secure cycle park facility in or close to the city centre was also one of the recommendations of the former Planning & Transport EMAP Scrutiny Panel's recent report on Cycling in York. This recommendation was subsequently included as a policy in the most recent Cycling Strategy produced for the second Local Transport Plan.

## **Outcome of the Feasibility Study**

### ***Private Sector Interest***

- A3 The Council would find it difficult to operate the cycle park itself, therefore it was necessary to assess whether there was any private sector interest in operating the cycle park before undertaking any further aspects of the study. Eight out of thirteen local cycle-related companies contacted expressed an interest in operating the cycle park. They all suggested that the parking fees collected from cyclists would not be sufficient to sustain the operation on its own and suggested other cycle-related activities they would like to offer on-site to supplement their income and make the venture commercially viable such as cycle hire, cycle repairs, cycle sales, changing and left luggage facilities.

***Similar Facilities Elsewhere***

- A4 The desk-top study of other similar cycle parks in the UK and abroad showed that for a facility to be commercially viable other services such as those listed above are essential. The facility's proximity to the city centre or public transport interchange was also a critical factor to its success. The charging levels for other cycle parks tend to be at or below £1 per day which would indicate that there is a ceiling price, above which, cyclists are not willing to pay to park their cycles.

***Building Location & Capacity***

- A5 The building is located just south of the River Ouse off the Inner Ring Road and less than three minutes walk from the edge of the "Footstreets" area. Modelling has shown that the majority of key city centre sites, shops, and offices are within an 8 minute walk of the sub-station. The building is also located on Route 65 of the National Cycle Network (NCN) which also forms part of the Trans-Pennine-Trail coast-to-coast route. The site would be convenient for intercepting cyclists entering the city from the south and east and in particular the Blossom Street corridor that accounts for 21% of cycle movements during the morning peak. A further 23% enter the city centre via the Bootham corridor, a smaller percentage of these will then cross Lendal Bridge to reach their final destination therefore there is the potential to target these trips as well. The cycle park will have less appeal to those approaching from the north or east for whom the existing city centre cycle racks are probably a more attractive proposition.
- A6 The building is large enough to accommodate approximately 100 parked cycles on the raised concrete plinth with the remaining ancillary activities and toilet facilities / rest area occupying the remainder of the ground floor.

***Potential Demand***

- A7 A small market research exercise was undertaken to gauge current users of city centre cycle parking's potential transfer to the proposed cycle park. A sample of 43 people were surveyed at various locations throughout the city centre. A summary of the main findings is below.
- i work and leisure trips accounted for 75% of all cycle parking demand;
  - ii the average walk times to their final destination was in the region of 4½ minutes;
  - iii almost half could have undertaken their journey by car;
  - iv the most important factors of cycle parking were availability and the provision of a secure stand;
  - v a £1 charge to use the cycle store appeared to be acceptable to most users;

- vi respondents were only willing to walk 5 minutes from the cycle park to their final destination;
  - vii only 9% of respondents would have used and paid for the cycle park; and,
  - viii the main reason for not using the potential cycle park was the adequacy of their current stand and/or it being located on the wrong side of York for them.
- A8 It is very difficult to assess the levels of suppressed demand for such a facility as many of the potential users are probably not prepared to bring their cycles into the city centre currently due to not being prepared to leave an expensive cycle locked to a Sheffield stand out in the open. They may, however, be prepared to pay to have their cycle stored securely under cover at a staffed facility.
- A9 Similarly, it is difficult to assess the potential use by cycle tourists who wish to leave their cycles and luggage whilst they explore the city unencumbered. The proximity of the cycle park to the National Cycle Network and Trans-Pennine-Trail should help to raise the awareness and subsequent use of the facility by cycle tourists. The levels of tourist trade will also fluctuate across the year because of the seasonal nature of the market. There will also be the opportunity to advertise the cycle park's location on both Sustrans publications and Trans-Pennine-Trail marketing materials to raise the profile of the facility to cycle tourists.
- A10 Many of the larger city centre employers provide cycle parking at their own premises but there will be exceptions and there may also be some that are over-subscribed therefore there is the potential to attract commuters.

### ***Use of the Roof***

- A11 Structural Issues - As there wasn't sufficient time or funding available to undertake a full structural survey of the roof only a visual survey was possible. The roof appears to be in a good state of repair from the exterior, there are some small areas of ponding where surface water has not drained away (all surface water on the roof drains away towards the river side of the building through cut-away sections and guttering). Inside the building there is some evidence of damp penetration along some of the roof beams and on the river elevation, however, this is most probably due to the exterior guttering being blocked and broken thus causing rainwater to run over the façade of the building. The thickness, integrity and design loading of the concrete roof slab is not known, however, it should be possible to strengthen the roof. The additional loading of the roof will also have an impact on the building's foundations, the exact design of which is not known but they are most probably shallow spread brick footings due to the proximity of the building to the river. Further investigation would be needed both to assess the integrity of the roof and the capacity of the foundations to take the additional roof loading.

A12 Access Issues - There will be problems to be overcome to satisfy the Disability Discrimination Act requirements due to the difference in levels between the floor of the café and the roof of the potential cycle park. It may be possible to build a ramp between the two buildings but this will add additional loading to the roof and will also reduce the available space for the roof terrace. An alternative solution was put forward during the discussions to turn the building into a visitor centre which involved building a bridge between the roof and Lendal Bridge but this was rejected on conservation grounds as the fabric of the bridge would be altered. Another issue would be one of access to toilet facilities, these could only be located on the ground floor thus taking more space away from the cycle-related activities and in order to access these from the roof either a staircase or a lift would need to be installed, both of which would add significantly to the cost of the project.

A13 Design Issues - Another issue relates to the bridge parapet which is insufficiently high enough to be suitable and the fact that an inner parapet would need to be constructed, this would keep users away from the edge of the roof with its drainage cut-aways. The design of this inner parapet would need to be agreed with the relevant bodies. Concerns have also been raised about the visual impact of the furniture used on the terrace and any umbrellas canopies which would be used on the view of the Guildhall and riverside properties from the bridge. The storage of the roof furniture when not in use would need to be addressed both from a visual impact point of view and from a safety point of view in adverse weather conditions.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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***Alternative Proposal put forward to the council by Chris Hartley***

**Lendal Bridge Sub Station Secure Cycle Park Feasibility Study**

***Summary***

I believe the report is fundamentally flawed from the outset based on the spatial and financial restraints it is based on. It is these two factors that the reports recommendation to sell rather than that of the cycle scheme are based.

The financial burden placed on the council and the prospective lessor is based solely on the £106k that the report believes would be the estimated set up costs. These set up costs then have negative burden on the remainder of the study as the report sets such high goals in order to reach the repayment plan. The need for extra income streams is needed in order to pay for the high set up cost. The space issue is partly I believe due to the wrong units being selected for the actual cycle storage also impacting on the initial spend.

It also seems crazy to commit over 25% of total spend on project management, design and contingencies all placing a burden on the repayment.

***Costs of conversion***

**Item**

<b>Cycle parking (100 units @£35.00)</b>	<b>£3500</b>
<i>The £220 price tag is just not realistic, the unit will be managed. Individual cycle boxes are simply an extravagance. These £35.00 units take up less than half the space as the proposed boxes thus relinquishing space for other revenue streams.</i>	
<b>Connections</b>	<b>£26000</b>
<i>Seems high</i>	
<b>Internal installation costs</b>	<b>£15310</b>
<b>Refurbishment of building</b>	<b>£13190</b>
<i>Seems high again, the building only needs a rustic look for a cycle store!</i>	
<b>Marketing</b>	<b>£2000</b>
 <b>Sub total</b>	 <b><u>£60000</u></b>
 <b>Design supervision</b>	 <b>£3000</b>
<b>Project management</b>	<b>£0</b>
<i>On a project so small the operators and council property team can easily manage the development.</i>	
<b>Contingencies</b>	<b>£5000</b>
 <b>Total</b>	 <b><u>£68000</u></b>

Based on the new set up costs the repayment plan is only £4500 per annum based on the same 15-year payback. The repayment plan could be reduced to 7 years if the original payback sum was adopted.

The reduction in space by utilising the more efficient cycle racks would allow for the revenue streams identified in the report thus adding further to the cost effectiveness of the building as a cycle store.

### ***Rooftop café***

Little real thought has gone into the café idea which seems a shame as the revenue generated by its rental income would certainly help secure the success of the cycle store particularly in its early years.

I do not believe too much effort has gone into the really assessing the feasibility of the café area.

### **Raised concerns**

The **parapet height** at its lowest point on the rooftop is the same height as the parapet on Lendal Bridge?

Impact of **roof top furniture**. Of course the wrong furniture could have a massive negative impact on the building and the surrounding view. But similarly the right furniture will dramatically add value to a redundant space. The report is damning before any ideas have been tabled, surely that is what planning is for. If we can allow 'Orgasmic' to be two doors down from the Guildhall I am sure we can entertain the idea of a smart roof top café.

**Toll house link**. Again some sweeping assumptions have been made. The connection of the two buildings can be done with no permanent impact on either building.

**Disability access** is a real concern and one that the experts would need to get involved with. I do not pretend to know all the legal implications but do not believe it should be a reason to write off an idea at its conception.

It maybe that the council can benefit more by the sale of the building but the decision should not be made solely on the figures placed in the report. I hope that the brief exercise that I have carried out raises one last question whether the right recommendation has been made.

## Council Officer Response

- C1 The cycle units which have been quoted for in the original report were triple-decker racks to enable 100 cycles to be accommodated, the only type of racks which could be purchased for £35 each are either “Sheffield” stands such as those used throughout the city centre or “Butterfly” racks which enable the front wheel only to be clamped. Neither of these two types of rack are suitable for the cycle park as they would only accommodate cycles on one level and if placed too close together may result in cycles being scratched or damaged. “Butterfly” racks are never used in council provided cycle parking areas because they are deemed not to be fit for purpose as only the front wheel can be locked and they provided the bare minimum of support to the cycle hence their more commonly used nickname of “wheel-benders”.
- C2 The costs for utility connections are those provided by the consultants based on similar projects undertaken elsewhere.
- C3 The costs to refurbish the building include such things as repairing the external guttering, removing all loose paint and overpainting the whole of the interior to provide brighter working conditions, filling in trenches where appropriate where the sub-station apparatus had been located and bringing the building up to a standard to satisfy health & safety regulations.
- C4 Costs for design and management of the project and contingencies were provided by the consultants and are based on standard percentages used on projects, these may be able to be reduced if the works were supervised in-house, however, they would still cost more than the figure put forward by Mr. Hartley.
- C5 The pay-back costs quoted are only based on repaying the original sum and do not take into account interest payable which would bring the cost up to £6500 per annum based on the £68000 figure.

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*Operating Proposal put forward to the Council by BikeRescue*

# **The BIKERESCUE Project CIC**

Unit B4 Parkside Commercial Centre

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York YO23 1JP

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## **Bicycle recycling for York**

### **Operating Proposal Lendal Bridge Substation, Bike Park.**

Outline of aims & Objectives.

27-10-2006

Bernie Cullen & Andy Scaife

## Introduction.

The document set out below is based on what we would like to be possible. It is not unrealistic, however without having had the opportunity to investigate the site thoroughly, we cannot be clear about which parts of this glorious wish-list are achievable, and by when.

## The BikeRescue Project.

The BikeRescue Project has as one of its aims, the 'Promotion of cycling and environmentally friendly transport'. Our interest in operating this facility is in harmony with our operation of York's bicycle recycling facility, in nearby Terry Avenue. York's cycling business community, unlike many modern business sectors, operate in a similar way to a 'guild', with each supporting the aims of the other and of the whole. The BikeRescue Project would seek to work in conjunction with as many other cycling organisations as would wish to participate in the use of these facilities.

In our two months of operation, the BikeRescue Project is already significantly ahead of its development targets, with several of its longer-term objectives being in the development stage already, due to demand from the public, and partnership organisations.

In our primary area of Waste Reduction, we have achieved the following figures so far.

(Note; approx 60 bikes = 1 tonne).

We have logged;

150 bikes diverted from waste stream.

20 bikes stripped for spares.

130 bikes re-used, of which;-

60 sold to customers or donated to partner organisations. (£5800 worth).

16 vintage bikes for restoration.

4 special-needs bikes retained for hire or loan.

12 kept as 'special' framesets to be built-up or sold to collectors.

8 bikes in 'reserved' list awaiting workshop and collection.

30 bikes in stock awaiting refurbishment & sale.

In total, 86.6% of bikes have been re-used, significantly higher than the national average for similar schemes.

In addition, as much scrap as possible is re-used in other projects, e.g;-

Composters made from tyres, about to go on trial with York Rotters.

Frames retained for manufacture of sculpture and furniture.

Only a small amount of metal is left, which is sent for recycling.

## **Lendal Bridge Substation Bike Park.**

### **Our aims, in operating this facility.**

#### **1. To support Utility cycling, and the use of bicycles as transport.**

(Core Strategy Priority 2&7).

Provision of facility and equipment which make commuting by cycle easier and more attractive. (e.g. umbrella loan, washing & changing facility, shaver points, lockers).

Sale of consumables (batteries, inner-tubes, bulbs, brake blocks, cables).

Sale of other essentials (lights, locks, maps, waterproofs, panniers).

Provision of weekend & overnight parking for users of nearby rail station.

Provision of emergency repair service (priority given to Bike Park users).

Provision of contract overnight parking facilities for commercial cycle fleet operators.

Provision of 'clean & lube' service.

Raising awareness, by the facility's presence, of cycling as a viable, attractive, and well supported transport option.

Provision of an operating and storage base for the TENYAS cycle paramedic team.

#### **2. To contribute to the development of Integrated Transport in York.**

(Core Strategy Priority 2).

To provide a nodal point between modes of transport. (e.g. cycle to rail, cycle to foot, cycle to bus, river to foot).

Researching ways in which alternative means of transport can be encouraged, and using the Bike Park to support this.

Actively encouraging the use of bikes for utility transport, and doing everything possible to remove barriers to cycling, making it easy and enjoyable.

To be a focal point for ideas and an interface with the City Council for exchange of information (e.g. comments feedback on cycling provision, dissemination of cycling-related news).

#### **3. To support CYC's waste reduction strategy.**

(Core Strategy Priority 1).

Acting as collection point for Bicycle Recycling.

Using space for retail of recycled cycles and other products, by the BikeRescue Project, enabling the project's opening hours and accessibility to be vastly increased.

Raising awareness of the Bicycle Recycling facility.

Developing innovative ways of using energy embedded in bicycles and humans

Display of recycled bicycle art, furniture etc.

**4. To reduce cycle crime in York**

(Core strategy Priority 4)

Provision of secure, lockable cycle parking, day, night & weekend.

Provision of internal & external CCTV surveillance to deter criminal activity and aid detection of crime.

Providing visual surveillance of the nearby cycle & motor-cycle racks by Lendal Bridge.

Provision of advice on cycle security.

Sale of good quality locks, and encouragement of their use.

Expanding the work of The BikeRescue Project with North Yorkshire Police, in recovery of stolen cycles.

Working with North Yorkshire Police in provision of 'Tagging' service.

Expanding the work of The BikeRescue Project in working with vulnerable young people to steer them away from cycle crime.

**5. To provide access to cycling for all users.**

(Core Strategy Priority 7&8).

Provision of easy access to the facility for cyclists using handcycles or other adapted machines.

Provision of information about cycling for users with special needs.

Provision of The BikeRescue Project's small fleet of tandems, tricycles and adapted machines for low-cost hire.

**6. To encourage environmentally friendly tourism.**

(Core Strategy Priority 2)

Provision of a friendly welcome to York for cycle tourists, canoeists, or visitors wishing to cycle. (Note; convenient canoe landing point at nearby Rowing Club).

Provision of a library of local cycling and visitor information.

Sale of cycling and other local maps.

Provision, with Budgie Transport, of a cycle hire fleet.

**7. To encourage use of the waterway.**

To apply for funding for the construction of a pontoon at the water's edge, with disabled access ramp.

To liaise with Budgie Transport on provision of an electric boat-bus service to other local drop-off points between Clifton and Fulford.

Provision of drying facilities for cyclists & canoeists.

Provision of Paddle storage for canoeists. (this is important to canoeists as it theft is a problem).

Provision of maps and information for non-powered river users.

27-10-2006. Bernie Cullen & Andy Scaife.



**Officer Response to Proposal**

- D1 This proposal would go some way to satisfying many of the council's corporate aims both in terms of reducing waste, encouraging sustainable travel, contributing to sustainable tourism and partnership working between several agencies with common aims.
- D2 The proposal does start by admitting that it is a wish-list and that no timescales could be attached at the time of production. Many of the suggested uses may be very much space-dependent and at the time of producing the proposal the proposers had not visited the building to assess its potential, however, following a subsequent site visit the proposers are confident that all their suggested uses could be accommodated within the building.
- D3 Whilst the proposal goes into great detail about potential uses of the building there is no mention of the financial aspects of any agreement such as whether the council would be expected to pay for the building's refurbishment or whether grant funding would be sought by the proposers. There was some mention at the executive meeting on the 24<sup>th</sup> October by Bernie Cullen, on behalf of the BikeRescue, project that there were sources of grant funding which may be able to be tapped into to fund some or all of the works but no mention of this is made in the above proposal. At the time of the production of this annex no financial details had been received from BikeRescue, however, some work was being undertaken to produce some which will be tabled at the Executive meeting. Having investigated some of the sources of grant funding it would appear that a bid put forward by a voluntary organisation or community group would be much more likely to be successful than one put forward by the council because there are a greater number of sources and the grants tend not to need match-funding.
- D4 Negotiations will need to be undertaken between the proposers and interested parties such as the Environment Agency, English Heritage and the council's planning and conservation departments to ensure the proposals are acceptable to all concerned.
- D5 In conclusion, more work needs to be done on the proposal to build a business case and sources of external grant funding need to be explored by the proposers (possibly with help from council officers) to enable the council to come to an informed decision. Proposals will also need to be agreed with the relevant agencies prior to any decision being made.
- D6 If the Executive decide to proceed with the alternative recommendations put forward in Annex E the decision over whether BikeRescue currently have a business case is less relevant as they would have six months to prepare a more robust case along with any other interested parties.

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### **Lendal Sub-Station Secure Cycle Park Report - Potential Alternative Recommendation for Consideration**

- E1 Below is a potential alternative recommendation together with revised options, their analysis and associated alterations to the original risk management for the Executive to consider in parallel with those in the existing report.

#### **Summary**

- E2 In order to enable the council to make as informed a decision as possible about the future use of Lendal Sub-Station it is proposed to defer the decision relating to the future of the building for six months to enable interested parties to investigate grant funding and to prepare a fully worked-up business case for the operation of the Cycle Park. A report would be brought back to the Executive at this point detailing any proposals received from external organisations with an analysis of their relative business plans.

#### **Revised Options**

- E3 The number of options available to Members would be reduced to three, namely:
- A. Sell the building
  - B. Providing that full grant funding is available to enable the scheme to proceed, retain the building and lease it to a cycling organisation on condition that they convert the ground floor to a Cycle Park together with other ancillary cycle-related activities.
  - C. Option B plus further investigation of the integrity of the roof and options to enable the roof to be accessed from the café.

#### **Analysis of Revised Options**

- E4 *Option A – Sell the building*

Advantages – The council has earmarked the sale of this building as part of its funding for the capital programme, as approved by Council on 1<sup>st</sup> March 2006. The budgeted receipt figure and implications of not progressing with the sale is included in Confidential Annex B. Failure to sell the building, will require either

- additional capital receipts to be identified,
- a compensating reduction in the approved capital programme spend, or
- a revenue cost equivalent to the cost of borrowing the lost capital receipt income (currently 4% statutory charge for the minimum revenue provision (MRP) plus the cost of interest, currently 4.65%).

A private sale may be more likely to result in a more innovative use of the building to the benefit of residents and visitors but would be dependant on them satisfying external agencies with an interest in the building such as the Environment Agency and English Heritage. The

Council would continue to have some influence on the use of the building, with any development of the building being subject to planning.

Disadvantages – The council will lose a building, which has the potential to be used to contribute to several of its corporate objectives. With a general lack of other suitable (council-owned) buildings in the vicinity of the city centre this would severely reduce the potential for the provision of a secure cycle park in the near future. York's residents and visitors will lose the chance to benefit from the many potential cycle-related uses which could be provided from this well-located building.

- E5 *Option B - Retain the building and lease to a cycling organisation on condition that they convert the ground floor to a Cycle Park with other ancillary cycle-related activities*

Advantages – York's cyclists will benefit from improved cycle parking facilities and the potential opportunity for a cycle repair or refurbishment service close to the city centre. Tourists will benefit from another potential cycle hire location and the potential for a left luggage facility for cycle tourists from elsewhere visiting the city. The costs of conversion will be grant funded and will not impact on other LTP schemes. If the venture proves to be unsuccessful the building will be more valuable due to it having utility connections.

Disadvantages – Failure to sell the building will result in a shortfall in the capital programme for the 2007/08 financial year, the implications of which are included in Annex B

- E6 *Option C – Option B plus further investigation of use of the roof*

Advantages – Same as for Option B plus potentially more income for the council from rent / rates. An additional café option for visitors to York with potentially excellent riverside views.

Disadvantages – There may be significant costs related to the conversion of the roof and loss of available space on the ground floor if additional toilets and a means of moving between the two floors is required. This would impact on the ground floor operator's turnover and commercial viability. Works which may be needed to strengthen the roof and other roof-related infrastructure may delay the opening of the cycle park or interfere with its operation. The means of joining the tollhouse to the roof and negotiations required may significantly delay the use of the building. The costs to convert the building for use of both floors could easily be double that of Option B. The advantages of this option could still be achieved by sale to a private operator, who may develop a more innovative solution to increase the level of rates and enhance the café space and facilities.

### **Revised Risk Management**

- E7 There would be a financial risk should the recommendation to dispose of the building not be approved due to the receipts from the sale currently forming part of the approved capital programme for 2006-2009. The disposal is currently budgeted to be received in the 2007/08 financial

year. Failure to realise this sale by this date would therefore leave a shortfall in the funding of the capital programme.

- E8 If Members accept the revised recommendation below to defer the sale of the building by six months (to enable external bodies to prepare fully worked-up business plans) the financial risk to the council would be proportionally reduced by the operator being required to secure full external funding for the conversion of the building or even for the purchase of the building.

### **Revised Recommendations**

- E9 The Executive is recommended that:

- A decision on the sale of the building is deferred for 6 months.

Reason: To enable sources of funding to be investigated to facilitate a secure cycle store on this side of the city which will contribute to the corporate strategy improvement statement to increase the use of public and environmentally friendly modes of transport and also meet the objectives identified in the Local Transport Plan.

- Interested parties be invited individually, or in partnership, to explore opportunities for grant funding to finance the capital investment required for use of this property as a cycle park (including associated and compatible uses).

Reason: Funding is not available from within Council budgets. No money had been allocated in the 2006/07 LTP Capital Programme to undertake these works and to accommodate them in 2007/08 would require at least half the annual budget which would result in a loss of other LTP schemes.

- Interested parties be asked to investigate all planning, building and environmental constraints and to incorporate these within a fully developed business plan to satisfy the potential funding bodies and City Council of the scheme's viability and longevity.

Reason: To ensure that all aspects of the scheme have been considered and that it will succeed.

- That consideration is then given to leasing the building to a cycling organisation for the period needed to release the investment funding.

Reason: To control the use of the building and satisfy the funding bodies.

- That progress is regularly monitored during the 6 month period to ensure that a full and comprehensive report can be brought back to the Executive for a final decision.

Reason: To ensure that there is no slippage and the programme is kept on time.

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**Executive**7<sup>th</sup> November 2006

Report of the Director of Resources

**Proposals for Staff Compensation****Summary**

1. This report gives an update on the Council's position in relation to offers of compensation to employees who could potentially make claims against the Council under equal pay legislation. As a good employer the council wants to reasonably compensate these employees without them or the council having to go through lengthy and costly legal proceedings. This report will ask the Executive to approve an overall level of compensation to the relevant employees in return for those staff signing a legal agreement that they will take no action against the Council in respect of alleged historical equal pay issues.

**Background**

2. The council is aware that certain types of manual jobs are comparable to each other, however due to historical practices certain groups of mainly male worker jobs have attracted additions to basic pay such as bonus payments, that have not been available to the mainly female worker jobs. The Council now wants to address these inequalities.
3. Equal pay legislation has been around since the early 1970's, however in recent years the profile of equal pay has increased, in the main due to the legislation evolving through case law but also due to increased awareness of the legislation and a number of high profile cases being brought against public sector bodies, some of which have resulted in multi-million pound pay-outs. In addition, the involvement of no-win, no-fee solicitors in this area has increased the likelihood of litigation.
4. The 1997 Single Status Agreement recognised the need for Council's to modernise their pay structures, partly to address historical inequalities. The subsequent national pay deal in 2004 again attempted to tackle this matter through the inclusion of a requirement for Council's to undertake a job evaluation exercise by April 2007. However such a process will only address inequalities going forward from the date of implementation of a new pay system. Any historical inequalities cannot be addressed in this manner and a strategy is required to reduce potential liabilities and exposure to litigation in this area. If there was a large number of employees who decided to take the council to tribunal on this issue this would take a large amount of resources to deal with.

5. Claims for equal pay are generally limited to six years back from the date of the claim. Although the current pay and grading project will aim to 'future proof' the Council in this area, action is required to resolve historical issues. The Council has considered its position on this matter very carefully and, having taken into account cases elsewhere, has concluded that it is essential that action is taken to reduce the Council's risk in this area by proposing a compromise agreement to settle potential equal pay claims.

### **Consultation**

6. The Council's proposed levels of compensation have been discussed with union representatives from both Unison and the GMB. The position of the trade unions is very complex and has been made more so since an employee of Middlesbrough Council successfully brought a claim of sex discrimination against the GMB in respect of their handling of an equal pay matter. As such both UNISON and the GMB have stated that they will advise their members that, in their view, the Council's offer is the best that can be achieved through negotiation and that employees could potentially obtain more than the Council's offer through litigation. Accordingly the trade union's advice will be to reject the offer, although it will be left to the discretion of individuals to take this advice or not. The Council's compensation offer is affordable in relation to the sums it has set aside and has been calculated using a similar methodology as that used by other Local Authorities in the region who have had acceptance rates of around 90% of those employees offered compensation.

### **Options**

7. The only options available to the Council are to offer compensation or to do nothing. The latter option would not address the Council's risk and potential liability in this area and experience has shown that it is inevitable that equal pay claims will be brought by employees, either supported by the trade unions or no-win, no-fee lawyers. This risk is heightened by the signing of a recent litigation protocol which commits UNISON, GMB, TGWU and Amicus to litigating on this matter.

### **Analysis**

8. The Council has made a financial provision from past budget underspends of £1.59m to deal with this issue. Discussions have taken place with the Inland Revenue and it has been agreed that the Council will not make these payments to staff, assuming they accept the offer, through the payroll system. This means that there will be no effect on any employee's tax code, tax credits or any other benefit that is derived through the payroll system. The income tax and national insurance liability will be met separately by the Council.
9. The Council has researched recent case law on this subject and has considered events that have occurred in other local authorities. This has



led to the council agreeing a list of employees with the trade unions who are considered to be the employees who should be offered compensation for this issue. These employees work in predominantly female workgroups in jobs that do not attract additions to pay such as bonus. This research highlighted a total of 1,209 employees of which 1,072 are female and 137 are male. These employees occupy 1,328 posts as many of these employees are part time and are employed by the council in more than one job.

10. All the employees considered eligible to be offered compensation have been sent a letter on the 25<sup>th</sup> October notifying them and asking them to check the personal details the council holds about their employment. They have also been notified of the amount they could receive should they decide to accept the council's offer. A dedicated helpline will be operational from the 2<sup>nd</sup> November to answer any queries these employees may have. Included in the letter is a copy of the matrix of compensation amounts which shows how much each employee is being offered. This amount varies dependent on the manual grade of the job, the length of service in the job and the average hours per week employed in the job since they started it up to a maximum of six years. Any employees who have not had a letter offering them compensation or feel the amount they are being offered is not correct will be dealt with on an individual basis.
11. The Council will be running a number of 'road shows' in early December to which employees will be invited to discuss the offer and receive further information. If an employee accepts the Council's offer of compensation they will sign a legal declaration that they will take no legal action against the Council on this historical issue and acceptance of the offer is in full and final settlement of claims in this regard. The 'road shows' will take place at the Guildhall during the first week of December with possibly a couple of 'mop up' days being held later in the month for those employees unable to come to their original appointment. Employees will be invited to attend at a pre-determined time to receive their cheque and sign the legal declaration, known as a COT3. The Pay and Grading Project Board has decided that employees will not be released from work to attend the event as this would be too disruptive to services, rather an additional £15 will be included in the employee's cheque to reflect an average of two hours pay for attending the event and any travel costs that may be incurred.
12. In addition to the officers required to run the event, including the issuing of cheques, checking of identification etc. the events will also be attended by union representatives who will provide advice to their members and ACAS who will do the same for the non union members. This is a requirement of the legal process.

### **Implications**

13. The following implications are relevant to this report

**Financial** - The likely cost can be met from the reserve of £1.59m that has been set aside from previous budget underspends, any unexpected additional amounts that have to be paid over this amount will have to be met from the council's reserves. More detail on the financial implications are contained in confidential Annex A.

**Human Resources (HR)** - The Head of Human Resources has been fully involved and consulted on this process and is in full agreement with the recommendations of this report.

**Equalities** – It is essential that the Council addresses the inequalities in its pay structures and the proposal to address this matter is therefore supported.

**Legal** - The Head of Legal Services has been fully involved and consulted on the processes described in this report.

**Crime and Disorder** - There are no implications.

**Information Technology (IT)** - There are no implications.

**Property** - There are no implications.

**Other** – There are no other known implications.

## **Risk Management**

14. The Council's current risk in this area is high and as such immediate action must be taken. The action proposed in this report is expected to reduce the risk to medium to low. It is recognised that not all employees who could make a claim against the Council will accept the Council's offer and instead will pursue individual claims through litigation. This will involve increased officer time and legal costs in defending any claims and potentially an award of compensation greater than that being offered by the Council. Similar offers made to the same groups of employees at other local authorities have resulted in over 90% of employees accepting the compensation offer and if the same result is achieved at York, the remaining outstanding claims will be dealt with on an individual basis.

## **Recommendations**

15. The Executive is asked to:
  - 1) Endorse the above approach to make offers of compensation in full and final settlement of the Council's liabilities in respect of historical equal pay issues.
  - 2) Authorise the use of the existing financial reserves of £1.59m that have been set aside to address this issue and that if this amount is exceeded then to fund any remaining compensation from the council's general reserve.

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Simon Wiles  
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Executive

Simon Wiles  
Director of Resources and Deputy Chief  
Executive

**Report Approved**

**Date** 19<sup>th</sup> October 2006

**Specialist Implications Officer(s)**

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**Wards Affected:** None

**All**

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**Background Papers:**

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