



**Notice of meeting of  
Scrutiny Management Committee (Calling In)**

**To:** Councillors Galvin (Chair), Alexander (Vice-Chair), Firth, Gunnell, Orrell, Simpson-Laing, Taylor and Waudby

**Date:** Monday, 4 April 2011

**Time:** 5.00 pm

**Venue:** Guildhall, York

**AGENDA**

**1. Declarations of Interest**

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

**2. Public Participation**

At this point in the meeting, members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Committee's remit can do so. The deadline for registering is **5:00 pm on Friday, 1 April 2011**.

**3. Minutes**

(Pages 3 - 8)

To approve and sign the minutes of the last meeting of the Committee, held on 21 March 2011.

**4. Called-in Item: Update on Reablement Service** (Pages 9 - 44)

To consider the decisions made by the Executive on 15 March 2011 in relation to the above item, which have been called in by Councillors Alexander, Fraser and Simpson-Laing in accordance with the provisions of the Council's Constitution. A cover report is attached setting out the reasons for the call-in and the remit and powers of the Scrutiny Management Committee (Calling In) in relation to the call-in procedure, together with the original report to and decisions of the Executive.

**5. Called-in Item: Draft Framework for York Low Emissions Strategy** (Pages 45 - 86)

To consider the decisions made by the Executive on 15 March 2011 in relation to the above item, which have been called in by Councillors Gunnell, Merrett and B Watson in accordance with the provisions of the Council's Constitution. A cover report is attached setting out the reasons for the call-in and the remit and powers of the Scrutiny Management Committee (Calling In) in relation to the call-in procedure, together with the original report to and decisions of the Executive.

**6. Urgent Business**

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

Democracy Officer:

Name : Fiona Young

Contact Details:

- Telephone : 01904 551027
- E-mail : [fiona.young@york.gov.uk](mailto:fiona.young@york.gov.uk)

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

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

Contact details are set out above.

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### Further information about what's being discussed at this meeting

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### **Holding the Executive to Account**

The majority of councillors are not appointed to the Executive (40 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Decision Session) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

### **Who Gets Agenda and Reports for our Meetings?**

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
- Public libraries get copies of **all** public agenda/reports.

City of York Council

Committee Minutes

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MEETING	SCRUTINY MANAGEMENT COMMITTEE (CALLING IN)
DATE	21 MARCH 2011
PRESENT	COUNCILLORS GALVIN (CHAIR), FIRTH, GUNNELL, ORRELL, SIMPSON-LAING, TAYLOR, WAUDBY AND HORTON (SUB FOR CLLR ALEXANDER)
APOLOGIES	COUNCILLOR ALEXANDER
IN ATTENDANCE	COUNCILLORS CRISP AND MERRETT

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**29. DECLARATIONS OF INTEREST**

Members were invited to declare at this point in the meeting any personal of prejudicial interests they might have in the business on the agenda.

Councillor Waudby declared a personal non prejudicial interest in respect of Agenda item 5 (City Strategy Capital Programme – 2011/12 Budget Report) in relation to the Rawcliffe Recreation Ground shared-use path as both Rawcliffe Parish Council and the Ward Committee were involved in link work to this footpath.

**30. PUBLIC PARTICIPATION**

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

**31. MINUTES**

RESOLVED: That the minutes of the last meeting of the Scrutiny Management Committee (Calling-In) held on 28 February 2011 be approved and signed by the Chair as a correct record.

**32. CALLED-IN ITEM: LOCAL SUSTAINABLE TRANSPORT FUND**

Members received a report which asked them to consider the decisions made by the Executive Member for City Strategy at his Decision Session on 1 March 2011 in relation to a report which set out a proposed approach for the submission of an application to the Department's (DfT) Local Sustainable Transport Fund (LSTF). The report had also sought approval of the approach and delegated authority to complete and submit any subsequent bid to the DfT by the Director of City Strategy.

Details of the Executive Members decision had been attached as Annex A to the report and the original report to the Executive Member attached as

Annex B. The decisions had been called in by Cllrs Merrett, Potter and Simpson-Laing, on the grounds that:

- *Any final submission delegated to officers should only follow consultation with all Groups' transport spokespersons as well as the Executive Member given the importance of this bid for future transport funding in the city. This has not been confirmed.*
- *The report and decision for an area-based approach offer no evidence for how sustainable change will be achieved city-wide, given the funding is only one-off funding.*
- *There is no evidence of action to address the five air quality management area hotspots as part of this area-based approach.*
- *There is a lack of emphasis on improving local bus services, the highest resident priority after tackling congestion. Also insufficient focus on the most effective measures on bus priorities, cycling and travel campaigns.*
- *The Library Square scheme has been retained resulting in the loss of disabled parking spaces and is no longer affordable in the current climate.*

Members were asked to decide whether to confirm the decisions of the Executive Member for City Strategy (Option A) or to refer them back to the Executive Member for re-consideration (Option B).

Councillor Merrett addressed the Committee on behalf of the Calling In Members, stating that the LSTF bid was key to the provision of funding to replace that lost by transport funding cuts. He detailed reasons why more emphasis needed to be placed on improving local bus services, the highest resident priority in tackling congestion. The bid also required stronger commitment to improve air quality and gaps in the cycling network.

Officers pointed out that they were still keen to continue dialogue and consultation to assist in the further development of the bid. To reinforce the integrated transport approach it was confirmed that the bid would be 'area based' to provide a geographical focus for targeting measures and given the limited funding available, the bid would reflect these comments as far as possible.

After a full debate, it was

RESOLVED: That Option B be approved and resolution 8 (iv) referred to the Executive (Calling-In) meeting, for the reason that any final submission delegated to officers should only follow consultation with all Groups' transport spokespersons as well as the Executive Member, given the importance of this bid for future transport funding in the city.



REASON: In accordance with the requirements of the Council's Constitution.

**33. CALLED-IN ITEM: CITY STRATEGY CAPITAL PROGRAMME - 2011/12 BUDGET REPORT**

Members received a report which asked them to consider the decisions made by the Executive Member for City Strategy at his Decision Session on 1 March 2011 in relation to a report setting out the funding sources for the City Strategy Capital Programme and the proposed schemes to be delivered in 2011/12.

Details of the Executive Member's decision had been attached as Annex A to the report and the original report to the Executive Member attached as Annex B. The decisions had been called in by Cllrs Merrett, Potter and Simpson-Laing, on the grounds that:

- *The programme is insufficiently strategically focused in the current climate of significantly reduced capital funding, and current schemes' benefits should be reassessed to ensure key changes are delivered, removing the 'nice to do' aspects.*
- *There is a lack of prioritisation on air quality/a Low Emission Zone; bus priority measures; improvements to bus services and a city-wide 20mph residential area speed limit.*
- *There is an absence of a commitment to a partnership approach with other organisations to deliver smaller schemes, eg. like Rawcliffe Recreation Path.*
- *The Library Square scheme has been retained resulting in the loss of disabled parking spaces and is no longer affordable in the current climate.*

Members were asked to decide whether to confirm the decisions of the Executive Member for City Strategy (Option A) or to refer them back to the Executive Member for re-consideration (Option B).

Councillor Merrett addressed the Committee on behalf of the Calling In Members, expressing concern that with scarcer resources the programme needed to be more strategically focused. He again referred to residents' top priority of improving local bus services. The priorities being the introduction of bus priority measures, improving air quality, working with parishes and local groups to deliver smaller off road cycle schemes together with approaches to the University in terms of additional road contributions.

Officers confirmed that this was a transitional year, which was reflected in the block funding for schemes. Due to reduced funding the programme had been developed to support the strategic aims of LTP3 and the Corporate Strategy and schemes prioritised in order to make the best use

of available funding. Details of a city centre accessibility study were also reported which would be included in the City Centre Action Plan.

After a full debate, Councillor Simpson-Laing moved, and Councillor Horton seconded, that Option B be approved and the decision referred back to the Executive for reconsideration, on the following grounds:

- That the programme was insufficiently focused in the current climate, and current schemes' benefits needed to be reassessed to ensure key changes were delivered, removing the 'nice to do' aspects.
- Lack of prioritisation on air quality/a Low Emission Zone; bus priority measures; improvements to bus services and a city wide 20mph residential speed limit.
- Absence of a commitment to a partnership approach with other organisations to deliver smaller schemes.

Three Members voted for this proposal and four voted against and the motion was lost. It was then

RESOLVED: That Option A be approved and that the decision of the Executive Member for City Strategy be confirmed.

REASON: In accordance with the requirements of the Council's Constitution.

**34. CALLED-IN ITEM: DEVELOPMENT OF THE EXPLORE VISION IN LIBRARIES**

Members received a report which asked them to consider the decisions made by the Executive Member for Leisure, Culture and Social Inclusion at his Decision Session on 8 March 2011 in relation to a report detailing proposals to extend the 'Explore' vision across the whole of the city's library service.

Details of the Executive Member's decision had been attached as Annex A to the report and the original report to the Executive Member attached as Annex B. The decisions had been called in by Cllrs Crisp, Alexander and Simpson-Laing, on the grounds that:

- *There has been a lack of pre-decision consultation with staff and library users;*
- *No proper Equality Impact Assessment has been conducted;*
- *The report is based on data, which is in some cases five years old and in others, at least a decade out of date;*
- *The Executive is trying to carry out a consultation and the implementation of the decision concurrently;*

- *The decision should not be taken so close to the purdah period - the Council should wait until the electorate's verdict in May before proceeding with such a far-reaching policy decision.*

Members were asked to decide whether to confirm the decisions of the Executive Member for City Strategy (Option A) or to refer them back to the Executive Member for re-consideration (Option B).

Councillor Crisp addressed the Committee on behalf of the Calling In Members, expressing concern at the speed at which this decision appeared to have been made prior to full consultation and the conducting of a full Equality Impact Assessment (EIA). Pointing out that data on which the report was based was out of date.

In answer to questions, Officers detailed the lengthy staff consultation already undertaken and the vision for the popular Explore concept in place at York and Acomb, which was now to be extended across the whole service. It was confirmed that the next stage would involve local communities and examine how they wished to see their library service delivered. It was also explained that the EIA was a living process, leading to an action plan, which would then be further developed for each community. It was also confirmed that the decisions taken did not rely on census data.

After a full debate, Councillor Simpson-Laing moved, and Councillor Taylor seconded, that Option B be approved and the decision be referred back to the Executive for reconsideration, with the recommendation that the decision be deferred pending completion of a full Equality Impact Assessment and consultation with staff and library users prior to a report back to the Executive Member after the election in May.

Four members voted for this proposal and four voted against. The Chair then used his casting vote against the proposal, which was accordingly declared LOST and it was therefore

RESOLVED: That Option A be approved and that the decision of the Executive Member for City Strategy be confirmed.

REASON: In accordance with the requirements of the Council's Constitution.

CLLR J GALVIN, Chair

[The meeting started at 5.00 pm and finished at 7.15 pm].

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## Scrutiny Management Committee (Calling – In)

4 April 2011

### Report of the Head of Civic, Democratic and Legal Services

### Called-in Item: Update on Reablement Service

#### Summary

1. This report sets out the reasons for the call-in of the decisions made by the Executive on 15 March 2011 regarding a report which provided an update on the opportunities offered by a remodelled reablement service (as discussed in a previous report to Executive on 14 December 2010) and sought a decision on the next steps for the service. This covering report also explains the powers and role of the Scrutiny Management Committee in relation to dealing with the call-in.

#### Background

2. An extract from the decision list published after the relevant Executive Meeting is attached as Annex A to this report. This sets out the decisions taken by the Executive on the called-in item. The original report to the Executive is attached as Annex B.
3. Councillors Alexander, Fraser, and Simpson-Laing have called in the Executive's decisions for review by the Scrutiny Management Committee (SMC) (Calling-In), in accordance with the constitutional requirements for post-decision call-in. The reasons given for the call-in are that:
  - *The Executive failed to properly assess the performance of the previously privatised part of the Home Care Service, and analyse the reason for its many failures*
  - *Inadequate consultation has taken place with the Council's major partner affected by the performance of the Reablement Service, York Teaching Hospitals Foundation Trust, the Council Leader and Executive Member having only met with the hospital Chief Executive the day prior to the Executive Meeting*
  - *No analysis of the reasons for the escalating hospital delayed discharge statistics has taken place*

- *The financial comparisons of the costs of providing the service between the in-house team and the private sector are flawed*
- *The decision runs contrary to previous assurances given to the Council's staff in 2005/6, at the time of the privatisation of the Long-term Care Service.*

### **Consultation**

4. In accordance with the requirements of the Constitution, the Calling-In Members will be invited to attend and/or speak at the Calling-In meeting, as appropriate.

### **Options**

5. The following options are available to SMC (Calling-In) in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:
  - (a) To confirm the decisions of the Executive, on the grounds that the SMC (Calling-In) does not believe there is any basis for reconsideration. If this option is chosen, the decisions will take effect from the date of the SMC (Calling-In) meeting.
  - (b) To refer the matter back to the Executive, for them to reconsider their original decisions. If this option is chosen, the matter will be re-considered at a meeting of the Executive (Calling-In) to be held on 22 March 2011.

### **Analysis**

6. Members need to consider the reasons for call-in and the basis of the decisions made by the Executive and form a view on whether there are grounds for reconsideration of those decisions.

### **Corporate Priorities**

7. An indication of the Corporate Priorities to which the Executive's decisions are expected to contribute is provided in paragraph 55-57 of Annex B to this report.

### **Implications**

8. There are no known financial, HR, Legal, Property, Equalities, or Crime and Disorder implications in relation to the following in terms of dealing with the specific matter before Members; namely, to determine and handle the call-in:

**Risk Management**

- 9. There are no risk management implications associated with the call in of this matter.

**Recommendations**

- 10. Members are asked to consider the call-in and reasons for it and decide whether they wish to confirm the decisions made by the Executive or refer the matter back for re-consideration at the scheduled Executive Calling-In meeting.

**Reason:**

- 11. To enable the called-in matter to be dealt with efficiently and in accordance with the requirements of the Council's Constitution.

**Contact details:**

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**Chief Officer Responsible for the report:**

Andrew Docherty  
Head of Civic, Democratic and Legal Services

**Report Approved**  **Date** 21 March 2011

**Specialist Implications Officer(s)** None

**Wards Affected:**

**All**

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

**Annexes**

Annex A – decisions of the Executive on Update on Reablement Service (extract from decision list published after the meeting on 15/3/11)

Annex B – report to Executive meeting held on 15/3/11

**Background Papers**

Agenda and minutes relating to the above meeting (published on the Council's website)

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**EXECUTIVE****TUESDAY, 15 MARCH 2011****DECISIONS**

Set out below is a summary of the decisions taken at the meeting of the Executive held on Tuesday, 15 March 2011. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call in a decision, notice must be given to Democracy Support Group no later than 4pm on the second working day after this meeting.

If you have any queries about any matters referred to in this decision sheet please contact Fiona Young.

**5. UPDATE ON REABLEMENT SERVICE**

- RESOLVED: (i) That the following be noted:
- a) The need, with an ageing population, to increase the amount of provision for the Reablement Service.
  - b) The work that has been undertaken to reduce costs and improve the percentage of contact time within the existing service, but that this will not deliver the efficiencies necessary to increase the provision of care.
  - c) That 'mutuals' and 'social enterprise' organisations would be able to compete through the tendering process as much as independent providers.
  - d) That staff in the current in-house service have the opportunity to tender to become a mutual or social enterprise company at the tender stage, and that this could include an option for a Local Authority Traded Company.

REASON: To set in context the Executive's decisions in respect of the service.

- (ii) That approval be given for City of York Council to progress the purchase of its ongoing expanded Reablement service from external providers, and at the same time for staff in the existing service to be offered the option of dismissal for business reasons in addition to TUPE.

REASON: To ensure that the Council is able to deliver an increased level of reablement services, which will match changing

demographic needs within the City.

(iii) That Officers ensure that information is given to the relevant interested staff regarding the establishment of 'mutuals', 'social enterprise' organisations, or a Local Authority Traded Company for the tendering process.

REASON: To enable staff to take advantage of these opportunities should they so wish.



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Executive

15 March 2011

Report of the Director of Adults, Children and Education

## **Update on Reablement Service**

### **Summary**

1. This report is a follow on report from an item on the agenda of the Executive meeting of the 14 December 2010. It updates the Executive on the opportunities of a remodelled reablement service as part of a wider strategy to meet the challenges both financially and qualitatively of the changing demographics within the City. It also seeks to facilitate decision making on the next steps for the service. A copy of the original report is at Annex 1.

### **Background**

#### **Previous Executive Decisions**

2. A report was presented to Executive on the 14 December 2010 recommending the option to remodel the current in-house reablement service to create an expanded reablement service, purchased from the independent sector, which would meet the needs of the changing demographics within the City. The recommendation also sought approval to offer staff the option of dismissal for business efficiency reasons in addition to the opportunity to transfer to any new provider under TUPE. The original report also sought approval for officers to update Executive Member in public on the ensuing procurement process and the outcomes of further consultation.
3. Executive agreed to:
  - a) progress purchasing the ongoing entire expanded reablement service from the independent sector, with staff to be offered the option of voluntary severance for business efficiency reasons, in addition to TUPE;
  - b) review any further changes that may be needed to the in-house service in order to maintain that provision;
  - c) request Officers to update the Executive on progress with the procurement process, the outcome of ongoing consultations, and the production of tables comparing the costs of provision of services (in-house and independent sector) and consequent outcomes;
  - d) request Officers to provide details of the Equalities Impact Assessments of any changes to the service.

**Reablement model**

4. Reablement is a short-term service to customers, which is aimed to maximize independence and minimise the ongoing need or intensity of a longer-term support package. It focuses on independence and results in significantly better outcomes for customers and a reduction in overall spend on continuing long-term home care packages. The focus of staff within the reablement service is to support people to move through the service as they increase their independence, with a maximum period of a 6-week intervention. This requires a different approach from staff to that of a traditional home care service delivery model, and does not rely on long term relationship building with the customers.

**Size and Costs of the remodelled service**

5. The previous report outlined the need arising from demographic changes to increase the face-to-face hours of reablement to the customer to 1012 hours per week which is a 50% increase in capacity for face-to-face support. The previous report detailed how existing in-house service delivers 503 hours of face-to-face care at a cost of £1.39m.
6. The previous report also advised that the costs of expanding the service by purchasing it through the independent sector would be in the region of £986,700. Allowing costs for TUPE and the option of staff the option of dismissal for business efficiency reasons, the costs would be £1.313m. (See Paragraph 58).
7. The previous report also proposed that a prospective transfer to the independent sector would be based on 80% actual face-to-face support time to allow time for planning, case management and assessment (this would mean that a total of 1215 hours would be needed to be commissioned to deliver 1012 face-to-face contact hours).

**Update on Size and Costing model from Independent Sector**

8. Discussions with both providers, the UKHCA and the Independent Care Group, have welcomed the approach in agreeing a non-contact time allowance for training, management, assessment etc and it is viewed as a positive and bold approach by the council.
9. Mike Padgham, United Kingdom Home Care Association, Chair said:

*"I am delighted that City of York Council is proposing to offer out their domiciliary reablement services to tender in the wider market place. It makes economic sense. The Association has long held the view that to achieve Best Value for the taxpayer, the independent sector should be allowed to bid for the reablement contracts. Sadly not enough local authorities are doing this as yet and therefore the few that are - including York - are to be praised for their forward thinking. As a result of this, hard pressed local authorities are ensuring they get value for money; people will receive individually tailored services to meet their needs and the quality of services overall will be maintained or even improved."*

10. Costs that were anticipated within the previous Executive report “in the region of £15 per hour” is still applicable following the discussions with independent care providers. These costs do not include the costs of any TUPE transfer costs.
11. Average rates for recently secured Framework contracts are £13.64/hour, with an additional council premium for the reablement approach indicate we fully expect that the costs will be in the region of £15-17/hour.

#### **Update on Market testing**

12. Officers from the have undertaken some “soft” market testing of the council’s approach with several providers and representatives of the sector. Indications from the meetings are that there will be interest from organisations wishing to deliver the service and as detailed in paragraph 8.
13. Officers of the council have also had conversations with a “mutual” or “social enterprise” organisation that has already offered a franchising scheme within other local authority areas. Should any organisations operating this model wish to be considered as potential providers of the reablement home care service they would have equal opportunity to compete through the tendering process.
14. The recent re-tender of the council’s Locality Home Care Contracts produced a total of 82 expressions of interest. This was a joint Pre Qualification and tender process but still led to 16 organisations submitting a tender wishing to deliver these services. In summary we believe the market would respond positively to any new opportunities made available.
15. In summary the projected costs presented in the last report continue in the light of dialogue and soft market testing to remain applicable.

#### **Update on other local authority experiences for provision of a reablement service**

16. We have gathered information from other local authorities relating to outsourced reablement services. The reason for including this information in the report is to explore the comparative performance of in-house and external provision particularly in delivering a reablement service. All agree that any additional volume increases in provision achieved through outsourcing would be negated if the quality of that provision were open to question. Quality in this context must be judged both from the perspective of the customer in terms of the support received but also the extent to which that provision delivered the best practice outcome levels of reablement.
17. A survey was undertaken of local authorities that have either partly or are wholly running their reablement service indirectly. There are around 20 local authorities in this category and responses have been received from 10 authorities. Some responses are below - others can be accessed as part of Annex 2.

18. Reablement is a relatively new type of service and as a consequence authorities are continually refining and adapting the model, as more is understood about best practice and performance. These refinements affect both in-house and externally provided services alike.
19. The models adopted by authorities vary considerably. For example some apply fair access to care criteria, some only take customers discharged from hospital, some have an emphasis on assessment, others have health input and some do not. It is therefore difficult to directly compare performance outcomes and this is exacerbated by variations in calculations used to measure performance.
20. It is only in relatively recent times that there has been an attempt to share best practice and move towards a more common model. This is reflected in the most recent survey by the Joint Improvement Partnership in their report of February 2011, which outlines best practice in reablement. Consequently the councils that responded to the survey were concentrating on achieving best practice within the overall care pathway for the customer and were less concerned about the delivery platform.
21. Of those local authorities that responded to the survey, all said that feedback from customers was positive and there were few concerns about the way the external contract was being operated. Some had experienced better reablement rates than originally anticipated. All considered that managing the contract and the relationship with providers was essential to success.
  - Several, including Brent, had experienced early difficulty around the flow of referrals through care management into reablement and on to long-term care provision:
  - Essex County Council could see few disadvantages in outsourcing reablement and had achieved 98% customer satisfaction.
  - Hertfordshire County Council were very positive about the whole experience although they had had some early difficulties from lack of referrals from care management. Hertfordshire Council has achieved 70% reductions in ongoing care needs so far.
  - Camden in their post project evaluation found that their deliverables had all been met and their reablement targets had been achieved. Camden along with others recognised the need and value of training (a factor which is equally critical within in-house provision).
  - Medway concluded that outsourcing had been a success but like all outsourced services required careful monitoring and Poole was starting to consider expanding their outsourced service in light of their experience so far.
22. In conclusion the survey indicated that there was little difference in performance between in-house and external provision and that the key to better performance in both areas was the development of a performance management culture where reablement was seen as a system involving care management, commissioning staff, occupational therapist and care staff.

### **Update on Quality Issues**

23. In looking at existing quality issues we have considered the Care Quality Commission ratings, number of complaints, number of safeguarding referrals and also the customer surveys for both the in-house service and the independent sector. Whilst it is not possible to compare the in-house reablement service with an independent service within the City (as one currently does not exist), the overall home care situation gives an idea of qualitative issues. Information on each of these is covered in paragraphs 28-35 below.
24. It is also important that we are able to monitor the quality of any service that is outsourced on a regular basis and in a robust way. To ensure this, as per existing contract monitoring arrangements, regular meetings with the provider would take place where quality of service delivery would be discussed and measured against the service specification. Regular surveys of customers' views would take place and feedback through the care management teams of customers' views is given.
25. The oversight of the whole reablement service - which would include the outsourced reablement home care service - would be through officers of the council's Assessment and Safeguarding arm. A specific service manager role is dedicated to overseeing the workflow and quality of support offered to customers using the reablement service. By bringing the role of reablement more closely aligned within the assessment function, the ability to manage the service to the best advantage to customers is given.
26. Further additional benefits which will add to the quality of provision will be given by closer working relationships with health partners, with particular regard to a more joined up reablement and intermediate care service. Initial discussions with managers in health have shown a willingness to make these arrangements operate in a practical way to the benefit of the citizens of York with shared resources and systems management.
27. Additional quality of service delivery will be given through introducing the non-charging for the reablement home care service. This will ensure the time that staff give to customers is not constrained by time limited charged slots. This will allow both staff and customers to focus on a more reabling approach rather than a time limited intervention. The costs for any associated loss of income are taken into account in the overall costs of the service

### **Latest Care Quality Commission (CQC) Ratings**

28. The last published ratings from CQC gave the following outcomes to local independent providers:
  - Riccall Carers - Excellent
  - York Helpers - Good
  - Goldsborough - Good
  - Surecare - Excellent

- Prestige - Good
29. The last published ratings from CQC gave the following outcomes to CYC services (please note the promoting independence teams were amalgamated to become reablement team). These ratings were the last given ratings. CQC no longer rate in this way:
- Promoting independence team - Glen Lodge - Good
  - Promoting independence team - SE - Good
  - Promoting independence team - GFC - Good
  - Promoting independence team - Barstow House - Good
  - Care Services (formerly EMI and High Dependency) - Good
  - Home Support - Not required to be registered with CQC

### Customer Surveys

30. Customer surveys are undertaken on a regular basis. These include both in-house provided home care services, including reablement and independent provided services.
31. These surveys show no discernable difference over a period of time. From time to time providers in both the independent sector and our in-house services have shown 'dips' in satisfaction. When this happens it triggers a proactive approach between the commissioners and providers to address any issues. In the most recent surveys for example, one independent provider showed lower satisfaction rates in respect of consistency of times of delivered care. This is now being addressed and will be reviewed through the next survey. One other area of quality that needs to be improved for all providers is in the area of "knowing which carer is coming to see you". Only 22% of CYC care services customers, 29% of one independent provider, and 37% of CYC reablement services customers responded favourably to this. This again is an area that providers have been required to address and improve.
32. As part of the planned service changes the following areas will enhance the delivery of the service and the customer experience:
- non-charging for the service will allow staff a greater ability to offer a reablement approach without the constraints of a limited time slot. This means customers will not be concerned re rushing the home carers visit due to the costs associated with a charged service against time spent

### Safeguarding Referrals

33. 73% of York's home care delivery is done by the independent sector, the remaining 27% by CYC in-house provision. It would therefore be reasonable to presume that statistically 73% of safeguarding referrals relating to older persons home care service should be with regard to the independent sector. This is not the case however. The number is less than this given that for the 4 months up to December 2010, of 61 Safeguarding referrals 60% (36) relate to the independent sector providers and 40% (25) of referrals related to



customers using CYC services. These are referral numbers only and do not relate to “proven” safeguarding incidents.

### Complaints

34. From April 2010 to end January 2011 there have been 13 formal concerns/complaints raised regarding home care service. Of these 8 were relating to the independent sector and 5 relating to CYC provision. These should again be viewed in light of volume of service deliver outlined above.
35. In summary the challenge that the independent sector cannot match the in-house service in terms of quality of provision may have only an anecdotal evidence base. .

### **Update on Consultation with Staff and Unions**

36. At the time of drafting this report a total of 7 open meetings with groups of reablement staff have been held since the 14 December meeting of the Executive. These weekly meetings were supplemented by 2 further sessions devoted to questions and answers on TUPE in response to requests from staff. Unison and GMB representatives were invited to attend the weekly meetings and the TUPE sessions and attended where they could.
37. The purpose of the meetings has been to communicate the Executive’s decision taken in December and to encourage further suggestions from all staff whilst continuing a dialogue and involvement about planned service changes and improvements.
38. Three specific meetings were arranged with Unison and a GMB representative to discuss the improvements in the service and any suggestions they wished to make for further improvements. The first meeting on 4 January was cancelled due to Unisons representatives’ sickness but meetings on 20 January and 11 February went ahead without a GMB representative in attendance. A separate briefing with GMB took place on 26 January. A Directorate JCC was held on the 13 January.
39. The meetings with unions explored any opportunities for further flexibility in working practices but in the absence of any new proposals a focus on monitoring existing planned changes was helpful.
40. A further Directorate JCC was held on 2 March where an update was given on the reablement progress and recent discussions with the mutual company.

### **Update on improvements in performance within in-house service**

41. There has been a concerted focus for the last two years on improving the face to face contact time in all in-house home care services following the last review of home care services that concluded in January 2009.
42. The actions and changes arising from that review were approved at a meeting of the Housing and Adult Social Care EMAP on the 29 January 2009 and these have been implemented. In addition, subsequent actions for

example on adopting the council's lone working policy, changing shift patterns, reducing levels of sickness absence and becoming a keyless service have all contributed to the 8% increase in the last two years.

43. In June 2008 the face-to-face contact time in the Promoting Independence Team (the forerunner to the reablement service) was 32% and currently stands at 50% of the hours deployed each day to work with customers. The most significant change since the December Executive meetings is the introduction of a new rota which had been planned for a late January start with staff also operating in one of six team areas across the city. These actions have also improved the availability and quality of the service to its customers.
44. Information on current and proposed rates of face-to-face time can be seen in Annex 3.
45. The scope for further improvement to face to face time is however limited due to various factors that reduce the time reablement staff are available to work and are available to be in face to face contact with customers. These are based on staff terms and conditions such as annual leave and public holiday entitlements, paid sickness, staff travel time between customers visits and customer related tasks. The effect this has is that 43% of staff time is not available for face-to-face work with customers. The table below demonstrates this.

Deductions from staffing hours and hours available for face-to-face contact time

Annual leave & public holidays	8%
Sickness absence	8%
Travel time	20%
Handovers, customer related tasks etc	9%
	43%

46. This shows that with existing terms and conditions the absolute maximum time available for face-to-face work by the in house team is 57%. This 57% would rely on the service deploying and utilising its staff to a 100% maximum efficiency and not incur any downtime from staff working outside of peak times of customer demand. Travel time between visits etc varies but it has not dipped below 20% of the overall time spent in work.
47. In addition that hourly rate of pay afforded to in-house staff is greater than that of the independent sector thus further restricting the possibility of favourable cost comparisons against an independent sector provision.
48. All of these costs are already factored in to the hourly costs of the external service providers, and their hourly rates include the costs associated with the factors in the table above any allowance for this.
49. The National Lead in CSED (Care Services Efficiency & Delivery) for Reablement, Gerald Pilkington, advises that in-house services across the

country are delivering between a 30 to 40% face to face contact time for similar reasons to those listed above. The recent improvements are the culmination of a two-year programme and place the in-house service amongst the higher performing in-house services in the country but given the constraints posed by the council's terms and conditions, the in-house service will not be able to compete with the cost and efficiency level of the independent sector.

### **Consultation with partners**

50. Further consultations with partners relating to the proposal to increase the size of the reablement service which have taken place since the last Executive are outlined below:

- Levels of Care Meetings - these meetings have GP consortia representatives/PCT/York health trust and CYC staff input. Discussions about increasing reablement capacity has been fully supported as a priority action to benefit not just customers but also the overall system in terms of improving capacity and throughput.
- Winter pressures meetings. These are multi-agency meetings looking at pressures relating to seasonal influences. The increase in reablement capacity is seen as one of the major positive steps to ensure faster, smoother throughput of customers through the system, aiding hospital discharge protocols and is welcomed as a concept.
- Joint Commissioning group – Senior officers from the PCT, the council and the current GP Commissioning Consortium met in January and confirmed their agreement to the work undertaken by the Levels of Care Group, including joint investment plans to develop the wider reablement team approach, and to increase our capacity to deliver more reablement care.
- York Hospitals Foundations Trust - Mike Proctor the Chief Executive of the trust has advised:

*“We are aware that the proposals to potentially outsource the reablement service has been discussed at key partnership planning forums. In so doing the LA is positively seeking to increase the scale of the service and as a result the level of community based support available in the city. We welcome developments which could have a positive impact in reducing hospital admissions and facilitating earlier discharge.”*

### **Equality Impact Assessment**

51. The equality strands mostly affected are age and disability and the impacts of both are positive as we move to an enhanced more flexible service.

52. In summary:

- More customers (up to 50% increase) will receive the opportunity to be reabled within the existing cost envelope of the existing service.

- The opportunity for an increase in independence and diminishing reliance on large ongoing support packages will be offered to more citizens of York.
53. Staff will be affected by the proposal as outlined in the previous report, and due to the nature of the staff team being mainly composed of females it is inevitable that this will have a disproportionate affect on female reablement workers. However, the TUPE arrangements will offer some protection for all staff irrespective of gender.
54. The full equality impact assessment can be seen at Annex 4.

### **Corporate Priorities**

55. This report takes account of the following corporate priorities:

#### **Inclusive City**

56. City of York Council will make York an inclusive City. We will do our best to make sure that all citizens, regardless of race, age, disability, sexual orientation, faith or gender, feel included in the life of York. We will help improve prospects for all, tackle poverty and exclusion and make services and facilities easy to access.

#### **Healthy City**

57. We want York to be a city where residents enjoy long, healthy and independent lives. For this to happen we will make sure that people are supported to make healthier lifestyle choices and that health and social care services are quick to respond to those that need them.

### **Implications**

#### **Financial**

58. The current budget for the in-house reablement service is £1.39m to deliver currently 602 hours of face-to-face support. The financial implications for delivering the expanded service in the independent sector of 1012 face-to-face hours remain as per the original report. This shows a minimum cost of £0.987m in year 5 as opposed to a maximum cost of £1.313m for a much greater level of service delivery.
59. As agreed in the previous report a small part of the differences in costs from the in-house costs to the independent sector costs will be used to develop the expanded reablement service, eg for occupational therapy costs, training costs and will meet the expected loss of income as the service moves to a non-chargeable one.
60. In addition, cost avoidance savings have been identified in the first year of full operation of an expanded model of £696k. Please note these cost avoidance savings are based on the assumption of the delivery of an increase in the

capacity of the service of 50% which can only be delivered within the current budget if it is outsourced.

61. The table below summarises the overall financial implications.

	Independent Sector with TUPE costs to new provider (assuming 80% contact time and TUPE transfer of all staff)			Independent Sector with costs associated with dismissals for business efficiency (assuming 80% contact time)		
	Year 1 £m	Year 2-5 £m	Year 6+ £m	Year 1 £m	Year 2-5 £m	Year 6+ £m
<b>Estimated Cost Of Options</b>						
Reablement Service Delivery Costs	1.313	1.313	1.313	0.987	0.987	0.987
Occupational Therapy Staffing	0.035	0.035	0.035	0.035	0.035	0.035
Trusted Assessor Training	0.004			0.004		
Project Management Costs	0.050			0.050		
Severance Costs				0.272		
Pension Access Costs				0.014	0.014	
<b>Total Cost Of Service</b>	<b>1.402</b>	<b>1.348</b>	<b>1.348</b>	<b>1.362</b>	<b>1.036</b>	<b>1.022</b>
Less Cost of Existing Reablement Service	(1.342)	(1.342)	(1.342)	(1.342)	(1.342)	(1.342)
Add Removal of Charging Income	0.100	0.100	0.100	0.100	0.100	0.100
<b>Net Additional Budget Requirement</b>	<b>0.160</b>	<b>0.106</b>	<b>0.106</b>	<b>0.120</b>	<b>(0.206)</b>	<b>(0.220)</b>
Less Estimated Future Cost Avoidance	(0.696)	(1.254)	(1.254)	(0.696)	(1.254)	(1.254)
<b>Overall Net (Saving) / Cost Of Option</b>	<b>(0.536)</b>	<b>(1.148)</b>	<b>(1.148)</b>	<b>(0.576)</b>	<b>(1.460)</b>	<b>(1.474)</b>

## Human Resources

62. There are currently 59 Reablement Workers in the service, which make up 33 full time equivalent (FTE) posts. Reablement Workers work a range of contractual hours, from 15-30 hours per week, and are paid within Grade 5, which has a gross salary range of £17,415-£19,147 per annum.
63. There are also a small number of management (Team Leader) and administrative support, which work solely in reablement, and so would be affected by these proposals.
64. The option presented within this report involves a “contract out” of the reablement service to the independent sector, and TUPE applies to all relevant transfers where services are outsourced, ‘insourced’ or assigned to a new contractor.
65. The Transfer of Undertakings (Protection of Employment) Regulations 2006 is the main piece of legislation governing the transfer of an undertaking, or part of one, to another. The regulations are designed to protect the rights of employees in a transfer situation ensure they receive the same terms and conditions, with continuity of employment, as formerly, and will apply to this proposal.
66. Therefore, all employees employed in the service, are covered under TUPE legislation and have a right to transfer to the new organisation with their existing terms and conditions of employment. Their continuity of service is also preserved.

67. The process of transfer will be managed in line with the council's Policy on Transfer of Staff, which is compliant with TUPE regulations. If Members agree to the recommendation to pursue an outsource of the service, then formal consultation with staff would commence.
68. Without prejudice to their right to transfer to the new organisation, staff may wish to volunteer to be released from employment on the grounds of business efficiency. The Local Government, Early Termination of Employment (Discretionary Payment) Regulations 2006, provide Local Government employers with powers to consider a one off lump sum payment to an employee whose contract is terminated in the interests of the efficient exercise of employing the authority's functions.
69. Early consultation with staff has resulted in some staff indicating their wish to be released from City of York Council employment and not transfer to the new provider. These requests will be managed in the same way as we currently manage requests for Voluntary Redundancy, and a business case would still need be considered (including associated financial costs) and presented to Staffing Matters and Urgency Committee. There will still be an opportunity for staff to express an interest in Voluntary Severance, following Members' decision.

### **Legal**

70. The Transfer of Undertakings (Protection of Employment) Regulations 2006 will apply to any transfer of staff.
71. Any employees wishing to leave early should agree to sign a compromise agreement by which the employee will agree not to pursue any legal claims, including unfair dismissal claims. The compromise agreement should detail the terms of the severance agreement, so that there can be no doubt the employee is voluntarily accepting termination of their contract.

### **IT**

72. There are no IT implications arising from the report.

### **Property**

73. A movement to an outsourced service would also potentially release property occupied by the in-house service.

### **Risk Management**

74. The risk in not moving to the recommendation is:
- A lack of a robust strategy to enable cost avoidance of the foreseeable changes in the demographics of the older persons population.
  - A missed opportunity for a greater number of the customers of adult social care to be enabled therefore reducing individuals dependency on the adult social care system with subsequent improved outcomes for customers and financial savings to the authority.

75. The risks in moving to implement the recommendation are:
- The ability to continue to adequately staff the current service until handover to the independent sector. The mitigation for this is the option for severance or TUPE which will only come into force at the handover of the service.
  - The communication to any current customers of the reablement service at the time of change. The mitigation for this will be a staggered handover of service delivery, ensuring that current customers “finish” their reablement period with the same service provider, and also a robust customer communication strategy to ensure people are aware of planned changes.

### **Summary**

76. Within the body of the report information has been given which shows the results of cost and quality comparisons, informs Executive of the market testing work undertaken, shows the improvements that have been made within the in-house service whilst recognising the limitations on potential future improvements, and reconfirms existing financial profiles. From this information the case for the expansion of the reablement service by outsourcing to the independent sector in order to offer a service to more citizens of York within the same cost parameters is reconfirmed as the officer recommendation.

### **Recommendations**

77. Members are asked to:
- (a) Agree to CYC progressing the purchasing of its ongoing expanded reablement service from the independent sector at the same time giving approval for offering staff in the existing CYC reablement service options of dismissal for business reasons in addition to TUPE.

Reason: To ensure the authority is able to deliver increased level of reablement services which will match changing demographic needs within the city.

**Contact Details****Author:**

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 Adults, Children and Education

**Chief Officer Responsible for the report:**

Pete Dwyer  
 Director of Adults, Children and Education

**Report Approved****Date** 3 March 2011**Specialist Implications Officer(s)***Finance:*

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 554225

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 554505

*Legal:*

Peter Cairns  
 Legal Services  
 551095

**Wards Affected:****All****Background Papers**

December Executive Paper on reablement changes

**Annexes**

- Annex 1 - December Executive Paper on reablement changes
- Annex 2 - Feedback from other local authorities that have had experience in outsourcing their reablement services
- Annex 3 - Existing and proposed reablement face-to-face contact times
- Annex 4 - Equality impact assessment



## **Feedback from other local authorities that have had experience in outsourcing their reablement services**

A list of local authorities that had outsourced their reablement services was obtained from the Care Services Efficiency Delivery Team. All of these authorities were emailed with specific questions about the success of their service and their tendering arrangements.

There is some degree of commercial sensitivity around these issues and as a consequence a number chose not to respond at all. Of those that did reply some were comprehensive in their response and others less so.

### **1. Medway**

The actual service delivered has been very successful. Over 50% of all cases referred to our outsourced provider have not required any further intervention from social services after the reablement period. Secondly, (and this is very important to note) the average duration for each care package is roughly 3 weeks which of course is a massive success for the individual service users who are getting well a lot faster than envisaged, although our model allows for a 6-week reablement period.

No adverse comments from customers, or care managers/occupational therapists regarding the quality of outsourced service. Of course given the above 3-week average duration, systematic feedback has been limited. The provider undertakes a survey at the 2-week stage, and no major adverse feedback is received.

Advantages are the usual ones linked to the fact that the service was outsourced to an experienced homecare provider with homecare expertise, training, recruitment, office set up. Disadvantages are possibly around losing some flexibility, given that the external provider is currently not allowed to increase/decrease care packages without express authorisation from a care manager or an OT. This flexibility, built around trust, would have probably been retained by in-house team carers. Predictably, there is an expectation that care packages will increase/decrease in this initial 6-week period.

In summary, the actual outsourced reablement service delivered has been a success, but all aspects, especially if TUPE applies, have to be carefully considered by any provider taking on this work in order to ensure the project remains sustainable over the duration of the contract.

### **2. Brent**

Brent has an outsourced reablement service which was implemented in 2010. Indeed Brent has had a totally outsourced home care service for some years. The experience with providers has been a positive one with incentives being a contracting issue we dealt with. Outsourced reablement can be dealt with through effective partnerships and contracting. The main lesson has been that the blocks to an

effective reablement service are more down to the in house assessment arrangements and capacity with a slow rate of referral to the reablement service.

### **3. Essex**

As a Local Authority Trading Company (LATC), Essex Care has a block contract for services including reablement with KPIs linked to payment mechanisms. This ensures that the relationship is a commercial arrangement and is transparent in terms of interests. Indeed the basis of the LATC formation was on certain specific conditions which avoid the challenge of for example providing state aid and also having to fully tender in the first instance all the transferring services.

There are very few disadvantages of outsourcing. However, it is important that the contract does not become the sole focus of the relationship and that very much a partnership approach is taken for example in allowing for the development of reablement further.

A key benefit of being an LATC is now being able to trade outside of Essex CC and engage both with self-funders as well as other local authorities. A key challenge for Essex Care now is the role of Health in funding reablement and the 30 post discharge responsibilities. As a provider to Essex CC and health the situation is being examined to ensure that delivery is secured for the future through QIPP plans.

### **4. Hertfordshire**

Hertfordshire outsourced its directly provided home care services in the 90s so all services were then commissioned from the independent sector. This delivered cost savings and some staff transferred.

In order to implement the enablement service Hertfordshire has varied the countywide block home care contract to become the lead intake provide for enablement. This contract is based on a cost recovery basis with incentivisation provided within the profit formula.

Roll out commenced in August and is about 50% into implementation.

In order to deal with any conflict of interest the CW block will no longer hold any long term work which after enablement may be required which is transferred to other locality based block providers. There has been a 70% reduction in on-going need after enablement and the original case was based upon 40% reduction in need (and associated savings in on-going support).

The service has had some very positive feedback from service recipients who have achieved some marked shift in support required but there were some early implementation issues about not getting the message across about the service and people not wanting to take this pathway and hearts and minds of practitioners needed work.

## **5. Camden**

In terms of activity the service appears to be on target for achieving net reductions in the volume of commissioned care hours. A growing number of customers are now being supported to remain independent in their own homes, and the scope for extending these benefits to more residents remains healthy, with existing customers and specialist client groups planned for inclusion in the longer term.

The key deliverables have both been met, with baseline data available against which to measure progress and all new customers are now offered a period of reablement based on their assessed needs. The focus has now shifted towards improving service outcomes in line with the targets set by the steering group within a sustainable long-term delivery model.

## **6. Barnet**

Sent their tender specification but did not comment on the success of their service.

## **7. Poole**

The service has been provided by SCA for three years, and has a value of £150,000, shared 50/50 between the LA and the PCT. It's a small contract, and Poole is currently giving thought to how to expand their reablement service. It works well, with the staff mostly deployed by the intermediate care team, but the specification is less sophisticated than one that would be designed today. With a tighter specification, the service could be a lot more effective. The local NHS community trust is able to provide reablement homecare as part of the intermediate care service, so Poole will have to decide whether to expand through NHS staff, independent sector provision or a mixed approach.

## **8. Redbridge**

Using an independent provider, the service can be managed within a contractual framework with clear obligations set out and monitoring arrangements in place which is not case when you have an in-house service. The service is much cheaper as compared to in-house service, the hourly rate ranges between £18.30 to £17.90 depending on the volume of the providers.

The disadvantages have been creating effective working relationship between the OT/Social Work team and the provider for the service to work effectively - however, this has been now done and it is working well.

Performance relies on the provider, how well they train their staff and are committed to the reablement ethos. This is ongoing, as Redbridge is not able to give large volume of hours, the provider does not have lot of incentive to invest in the staff and training etc so we have to ensure the performance is up to the mark.

## **9. Lambeth**

With regard to contracting arrangements Lambeth currently pay £17.50 per hour for the first 1000 hours per month, all subsequent hours are charged at £14.00.

Lambeth is considering payment by results when it is re-commissioned, but this is not yet decided. Lambeth went to a national tender for enablement services, because they wanted a dedicated team of staff to provide this. Lambeth is currently developing a specification which will include an outcomes framework. This is in draft form and they are willing to share a copy once it has been agreed and signed off, which should be in the next 6-8 weeks.

## **10. Lincolnshire**

Lincolnshire plan to downsize their in-house reablement service and then develop it in the independent sector.

**Existing and proposed reablement face-to-face contact times**

	<b>Hours commissioned</b>	<b>Hours of face to face time if delivering at 80%</b>	<b>Face to face actual (at 14 February 2011)</b>
In house Provision	1500	1200	602
Independent sector*	1215	1215	1012

\* proposed

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# 1. How - Planning your Impact Assessment

## Name of service area / function:

**Adults, Children and Education  
Reablement Service in Adult Care**

## Lead officer for this EIA: Include job title so if this person leaves the link is not lost.

Name: Anne Bygrave  
Phone Number: 01904 554045  
Job Title: Assistant Director Assessment & Personalisation

## Describe the service area / function:

Re-ablement is a short-term intermediate care service designed to help older customers become more independent and less reliant upon long term services. The service is delivered in customers own homes by care staff working for Adult Care within the City of York Council The reablement service should last for no more than 6 weeks after which time customers are re-assessed to determine whether they have any long term care needs and how these can be met. The service has been running in York for over eighteen months with an expectation that almost all older customers would be able to access reablement before any long term care package was allocated. The service as it currently exists attracts a charge from those customers that are considered able to pay following a financial assessment.

## Date of EIA: (or review date)

25 January 2011. The EIA will be reviewed at key decision stages in order to reflect the impact of decisions made.

**EIA signed off by:** e.g. DMT, CMT, Partnership Board etc.

## ACE DMT/ More 4 York Board

### **2. Issues** - identifying the issues and finding evidence

#### Issue 1:

**The need to increase the capacity of the existing reablement service whilst recognising the pressure on all Council budgets.**

Experience so far shows that the size of the existing service is not adequate to deliver the expected benefits to customers. A consequence of this is that significant numbers of customers are being placed either in residential or domiciliary long term care provision without the opportunity to realise their full capacity. Data from the Department of Health generated from comparison with other local authorities shows that based on the population of York, 693 customers would be potential reablement customers in a year. This equates to 1012 per week of face to face service hours per week, which is twice the current amount, provided by the existing service. In order to increase capacity and allow all older people entering social care to take full advantage of the benefits of reablement there is a requirement to double the size of the service.

This increase in service capacity would require a significant investment at a time when there is considerable pressure on Council budgets. Alongside this, there is an increased demand over the coming years because of the forecast growth in the older people population.



Evidence to support this:

The reablement service takes place in a customer's home and care staff work with customers to help them regain confidence and skills in day-to-day living. Successfully reabled customers become more independent and less reliant on being helped and more able to help themselves. Reablement results in improvements in customer's health-related and social care-related quality of life. Consequently older people are able to stay in their own home for much longer and are far better able to fend for themselves and be more independent for much longer.

A reablement service is now a feature of almost all local authorities providing social care. It has proved to be an effective way of reducing both admissions to residential care and the size of care packages required for ongoing domiciliary care. It saves significant resources that can in turn be used to provide more care to a greater number of people. A number of national studies have been undertaken which support and acknowledge the benefits of reablement; the most recent being "Home care reablement services: investigating the longer-term impacts, 2011." This work was undertaken by the Social Policy Research Unit at the University of York and commissioned by the Department of Health's Care Services Efficiency Delivery team.

The current service which is run in-house is too small to cope with demand which means that many customers are not able to take advantage of the benefits of being re-abled and go instead directly into long term care. This capacity issue presents an inequality where many service users that could take advantage and benefit from being re-abled are not able to do so. The long term care which is subsequently purchased for these customers will cost more to provide which in turn means that less money is available overall to provide social care to a growing older population. The existing reablement service is approximately half the size it should be in order to be fully effective. There is therefore a need to expand the service to create the required additional capacity. A major benefit of the expanded service will be that it will no longer attract a charge nor will there be any change to the eligibility criteria. A reablement service that is of the correct size will eliminate the current inequality that currently exists for the people of York.

Which of the 6 strands does this issue affect?

Disability in older people

## Issue 2:

### How the expansion of reablement will be achieved.

A number of methods by which reablement could be expanded have been examined. It is considered that there remains only two realistic ways of expanding the size of the reablement service.

**Option 1** is to recruit the extra staff into the in-house service. This option would have no adverse effect on the staff currently employed and consequently there would be no equality impact by using this solution to resolve **Issue 2**.

**Option 2** is to seek an alternate provider for the required extra capacity and simultaneously transfer the in-house reablement team to the new provider. This option would have an impact on the in-house team, as they would no longer be Council employees albeit they would still retain their current terms and conditions after transfer to their new provider.

The decision on which option is chosen relates predominantly to the cost of provision. **Option 1** requires considerable financial investment unless significant change can be made to practice and operating costs of the in-house team.

**Option 2** can be achieved with no additional investment.

### Evidence to support this:

**Option 1** would require a further minimum investment of £1.1M. It is considered that the total level of service (existing and expanded) could be purchased from the independent sector for the same price that it currently costs to operate the in-house service. This is because In-house costs are generally significantly more expensive than independent sector costs.

Although the outcome for customers of Reablement is different to traditional domiciliary care, it is similar in business operation terms. Over the past ten years many local authorities with a social care responsibility have either partly or wholly outsourced or sought alternative provision for their domiciliary care. This has been caused by a growth in demand for homecare resulting from increased growth in the older population alongside a desire for people to remain in their own homes as long as possible. Consequently there has been a very large expansion in the number of

domiciliary care agencies registered with the Care Quality Commission. It was found that independent sector providers could supply good quality domiciliary care at much less cost than the private sector. Over a period of time many local authorities with successful private sector operations chose to move their remaining in-house services to the private sector in order to reduce cost and make better use of their resources. City of York Council already has 73% of the domiciliary care market in the private sector. The Department of Health has encouraged local authorities through the Care Services Efficiency Delivery Team to reduce inefficiencies in social care delivery in order to reduce the budget pressures that will result from the projected growth in the older population. Although Local Authorities will continue to have responsibility for delivery social care it is not expected that this will be by directly providing services if alternate good quality services can be purchased at a better price.

In order to ensure that a contract for the delivery of reablement care is successful it is fundamental:

1. That the supplier is chosen carefully and has a good record with the Care Quality Commission and a previous track record of successful reablement or domiciliary care delivery.
2. That the contract is robust and is clear about expected outcomes and performance
3. That the contract is properly monitored by council commissioning staff and that there is a strong relationship built between commissioner and supplier.
4. That there is a robust operational relationship between in-house care management staff and the chosen provider to ensure that the care planning and the care delivery process works to achieve the expected outcomes in reablement.
5. That there is a robust operational relationship between in-house care management staff and the chosen provider to ensure that the care planning and the care delivery process works to achieve the expected outcomes in reablement.

Should a decision be made to seek an alternative provider for the reablement service it is planned that these elements will be in place and will be governed by a performance management framework, which will monitor the overall performance of the new service.

Customers already undergoing reablement at the point of change in provision will not be affected because the service runs for a maximum of six weeks so they will be able to complete their programme with the in-house team.

A fully functioning reablement service operating at the correct size could save the Adult Care budget up to £700,000 per annum by reduction in the cost of ongoing long-term care packages. The in-house current service costs £1.4M to operate but is not able to produce these savings because of its inadequate size. To expand the service in-house with its current operating costs would take a further minimum investment of £1.1M. This is not considered to be cost effective and this level of investment is unlikely to be available to spend in the current economic climate.

Should Option 2 be chosen. Without prejudice to their right to transfer to the new organisation, staff may wish to volunteer to be released from employment on the grounds of business efficiency if they do not wish to be transferred to a new provider. It will be a requirement within the contract for the new provider to have experience of managing staff transferred under the Transfer of Undertakings (protection of employment) scheme (TUPE) and that they are able to demonstrate that they can provide and are members of a comparable pension scheme. No staff will be made compulsorily redundant and under TUPE regulations there will be no adverse effect on the existing terms and conditions which they have with City of York Council. In addition to the staff transferred the new reablement provider will be required to recruit more staff in order to deliver the extra capacity need and it is expected that this could generate in the order of 50 additional new jobs within the wider York community.

Which of the 6 strands does this issue affect?

Gender; the in-house staff group numbering 59 is almost exclusively female.

### 3. Consultation - Get stakeholder/customer feedback on your service.

**Consultation.** Who did you consult? How did you consult them? What did you find out?

#### Consultation

Consultation with older peoples groups has taken place regularly. There is a consistent message from older people that wish to be supported at home and not enter residential care prematurely. An expanded reablement service would help address this message. Should there be a decision in favour of Option 2 it means that there is will be no service transfer

for the customer. Any customer already on the in-house reablement scheme will be able to complete their programme. Only new customers will enter into the re-provided service.

Feedback has been sought from other local authorities that have either outsourced their reablement service either wholly or in part. All have said that they have been pleased with customer feedback and that they are achieving good outcomes. In some cases reablement rates have exceeded their expectations.

The Council Executive has not yet agreed this proposal and therefore formal staff and trade union consultation has not taken place. However, subject to Executive agreement it is planned that formal consultation with staff and trade unions will commence immediately after a decision has been made.

#### Consultation with trade unions and staff

Early conversations with both UNISON and GMB have taken place in order to brief them of the situation. Detailed cost analysis has also been shared and management have offered to explain the detail of this. Should it be resolved that the expanded and existing service should be procured, formal consultation will begin immediately.

Staff were briefed immediately prior to the report becoming public. Over 50 staff attended this briefing and were joined by representatives from UNISON and GMB. There will be ongoing detailed formal consultation on the proposals with staff groups and on an individual basis throughout the consultation period. A total of 7 open meetings have been held since 14 December 2010. These weekly meetings were supplemented by 2 further sessions devoted to questions and answers on TUPE in response to requests from staff. Unison and GMB representatives were invited to attend the weekly meetings and the TUPE sessions and attended where they could.

## 4. Actions - Develop an improvement plan.

What actions are you going to take to address the issues identified?	By when?
Should there be a decision in favour of <b>option 2</b> then a project plan will be initialised to deliver the required outcomes. The project will be implemented between March until October 2011 with a view to being completed and becoming operational around October 2011. The exact timescale will be determined by the staff consultation period and the procurement process.	October 2010

## 5. Summary - Summarise the key issues and actions (this bit will be made public).

Please summarise the <b>key issues</b> that you have identified (add more if you wish).	<p>1. The need to increase the capacity of the existing reablement service An increase in capacity will have a <b>positive</b> equality <b>impact</b> on the older people of the City of York by ensuring that all have the opportunity to access a service that is currently too small to meet everyone's needs. Accessing the service results in improvements to customer's health-related and social care-related quality of life. Consequently older people are able to stay in their own home for much longer and are far better able to fend for themselves and be more independent for much longer.</p> <p>2. Should it be decided that the option to expand the reablement service by transferring current in-house provision to the private sector alongside purchasing the additional required capacity then this would affect the predominantly female workforce who would be required to transfer to the new provider under transfer of undertakings protected employment (TUPE) rules.</p>
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Please summarise the **key actions** that you have identified (add more if you wish).

1. A decision to increase the capacity of the existing reablement service will result in a project delivery plan which will ensure that a contract is procured offering quality provision at the best price with safeguards in place to guarantee that the service is delivered in accordance with the desired outcomes.

2. The impact on staff will be managed through detailed consultation and support over the coming months. Staff will have access to management and human resource staff for advice and information. TUPE rules protect the existing terms and conditions of the staff group and no compulsory redundancies would result from this decision.

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**Scrutiny Management Committee  
(Calling – In)**

**4 April 2011**

**Report of the Head of Civic, Democratic and Legal Services**

**Called-in Item: Draft Framework for Low Emission Strategy**

**Summary**

1. This report sets out the reasons for the call-in of the decisions made by the Executive on 15 March 2011 regarding a report which presented a draft framework for the York Low Emission Strategy, to be taken forward for public consultation in 2011. This covering report also explains the powers and role of the Scrutiny Management Committee in relation to dealing with the call-in.

**Background**

2. An extract from the decision list published after the relevant Executive Meeting is attached as Annex A to this report. This sets out the decisions taken by the Executive on the called-in item. The original report to the Executive is attached as Annex B.
3. Councillors Gunnell, Merrett and B Watson have called in the Executive's decisions for review by the Scrutiny Management Committee (SMC) (Calling-In), in accordance with the constitutional requirements for post-decision call-in. The reasons given for the call-in are as follows:

*(The draft LES Framework)*

- *is wholly inadequate given the number of premature deaths and ill health that worsening traffic related pollution is causing;*
- *offers no clear target for when health-based limits are to be achieved;*
- *provides no commentary on the effect of the different measures mentioned or on what impact the overall strategy will have;*
- *contains no proper discussion nor makes any positive recommendations for potentially the most effective solution to*

*the emissions problem of a Low Emission Zones (LEZ), as now used in London, Norwich, and 200 cities across Europe;*

- *and leaves the Council vulnerable to potential significant EU fines should the UK Government's current legislative proposal to pass down any EU fines on the UK to individual local authorities covering areas failing to meet the EU legislative requirements.*

### **Consultation**

4. In accordance with the requirements of the Constitution, the Calling-In Members will be invited to attend and/or speak at the Calling-In meeting, as appropriate.

### **Options**

5. The following options are available to SMC (Calling-In) in relation to dealing with this call-in, in accordance with the constitutional and legal requirements under the Local Government Act 2000:
  - (a) To confirm the decisions of the Executive, on the grounds that the SMC (Calling-In) does not believe there is any basis for reconsideration. If this option is chosen, the decisions will take effect from the date of the SMC (Calling-In) meeting.
  - (b) To refer the matter back to the Executive, for them to reconsider their original decisions. If this option is chosen, the matter will be re-considered at a meeting of the Executive (Calling-In) to be held on 22 March 2011.

### **Analysis**

6. Members need to consider the reasons for call-in and the basis of the decisions made by the Executive and form a view on whether there are grounds for reconsideration of those decisions.

### **Corporate Priorities**

7. An indication of the Corporate Priorities to which the Executive's decisions are expected to contribute is provided in paragraph 48 of Annex B to this report.

### **Implications**

8. There are no known financial, HR, Legal, Property, Equalities, or Crime and Disorder implications in relation to the following in

terms of dealing with the specific matter before Members; namely, to determine and handle the call-in:

**Risk Management**

- 9. There are no risk management implications associated with the call in of this matter.

**Recommendations**

- 10. Members are asked to consider the call-in and reasons for it and decide whether they wish to confirm the decisions made by the Executive or refer the matter back for re-consideration at the scheduled Executive Calling-In meeting.

**Reason:**

- 11. To enable the called-in matter to be dealt with efficiently and in accordance with the requirements of the Council's Constitution.

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**Chief Officer Responsible for the report:**  
Andrew Docherty  
Head of Civic, Democratic and Legal Services

**Report Approved**  **Date** 21 March 2011

**Specialist Implications Officer(s)** None

**Wards Affected:** All

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

**Annexes**

Annex A – decisions of the Executive on Draft Framework for York Low Emission Strategy (extract from decision list published after the meeting on 15/3/11)  
Annex B – report to Executive meeting held on 15/3/11

**Background Papers**

Agenda and minutes relating to the above meeting (published on the Council's website)

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**EXECUTIVE****TUESDAY, 15 MARCH 2011****DECISIONS**

Set out below is a summary of the decisions taken at the meeting of the Executive held on Tuesday, 15 March 2011. The wording used does not necessarily reflect the actual wording that will appear in the minutes.

Members are reminded that, should they wish to call in a decision, notice must be given to Democracy Support Group no later than 4pm on the second working day after this meeting.

If you have any queries about any matters referred to in this decision sheet please contact Fiona Young.

**7. DRAFT FRAMEWORK FOR YORK LOW EMISSION STRATEGY**

RESOLVED: (i) That the consequences of European legislation, which has had the unintended consequence of increasing nitrogen oxide emissions due to a greater emphasis on reducing carbon emissions, be noted and that Officers be requested to write to York's MEPs to request their help in changing this situation for the benefit of air quality in York.

REASON: To help bring about further improvements to the City's air quality.

(ii) That the outline framework, vision, objectives and proposed LES measures detailed in paragraphs 14 to 18 of, and Annex D to, the report be approved, and that Officers be permitted to proceed directly to the development of a draft consultation LES.

REASON: To enable the draft consultation LES to be drawn up in line with the timetable set out by the LESP RGi, to allow LES measures to be incorporated adequately into LTP3 and AQAP3 and to maximise the chances of York attracting low emission vehicles, technologies and jobs to the City.

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**Executive**

**15 March 2011**

Joint Report of the Director of Communities and Neighbourhoods and the Director of City Strategy

## **DRAFT FRAMEWORK FOR YORK LOW EMISSION STRATEGY**

### **Summary**

1. On 8 June 2010 the Executive agreed that an overarching Low Emission Strategy (LES) should be developed for York to ensure a more holistic approach to local air quality management and carbon reduction. This report presents a draft framework for the York Low Emission Strategy (LES) to be taken forward for public consultation in 2011. It presents an outline of the proposed measures and actions and suggested timescales for their implementation. It also sets out proposals for further public consultation.

### **Background**

2. Action to manage and improve air quality in the UK is driven by European (EU) legislation. The 2008 ambient air quality directive (2008/50/EC) set legally binding limits for concentrations in outdoor air of major air pollutants that impact public health, such as particulate matter (PM<sub>10</sub>) and nitrogen dioxide (NO<sub>2</sub>). The 2008 directive replaced most of the previous EU air quality legislation and was made law in England through the Air Quality Standards Regulations 2010. The Secretary of State for Environment, Food and Rural Affairs has responsibility for meeting the limit values in England and the Department for Environment, Food and Rural Affairs (Defra) co-ordinates assessment and air quality plans for the UK as a whole.
3. To assist the Secretary of State in delivering the EU limit values local authorities are required under the provisions of the Environment Act 1995 to regularly 'review' and 'assess' air quality in their areas and to declare 'Air Quality Management Areas' (AQMAs) where health based air quality objectives are not being met. The health-based objectives are generally more stringent than the EU limit values (they have to be met sooner than the EU limit values and/or have different numerical values). Local authorities are only required to work towards meeting the air quality objectives and at present have no legal responsibility for meeting the EU limit values; this remains the responsibility of the Secretary of State.

4. At the present time some parts of London remain in breach of the EU limit values for PM<sub>10</sub> and many urban areas in the UK remain in breach of the NO<sub>2</sub> limit value. The Secretary of State is therefore currently under the threat of very substantial EU fines for non-compliance with the EU air quality limit values and it has been indicated that some of these fines may be passed on to local authorities who are considered to be underperforming in their local air quality management duties. It is therefore essential that York continues to demonstrate a strong commitment to local air quality management and air quality improvement measures.
5. In 2002 City of York Council (CYC) declared an AQMA around the inner ring road where concentrations of nitrogen dioxide (NO<sub>2</sub>) were above the health-based objective levels. Nitrogen dioxide is formed during all combustion processes (primary NO<sub>2</sub>) and can also be formed in the atmosphere from other pollutants (secondary NO<sub>2</sub>). The main source of nitrogen dioxide in York is traffic.
6. Following the declaration of the first AQMA, two Air Quality Action Plans (AQAPs) were developed. These AQAPs have focused primarily on encouraging 'modal shift' with an emphasis on encouraging walking, cycling and public transport use. Since the introduction of the second AQAP cycle usage has increased and so has the proportion of the bus fleet that meets ever more stringent Euro emission standards.
7. Since 2001 bus patronage has increased by over 5 million passengers (+54%), with 2004/05 showing the largest recorded annual rise of approximately 2.5 million passengers (+21%). This was generally contrary to a decline in bus patronage nationally. The latest available figures show that over the last few years the early rapid increase in bus use (including Park & Ride use) has stabilised, with annual growth varying between plus or minus 5%.
8. Traffic flow data, included in York's Local Transport Plan 2011 onwards (LTP3) shows that since 2005 traffic levels have fallen overall in all time periods. Traffic flows fell the most in the peak hours (approximately 4%). In the inter-peak period traffic flows fell by about 1%.
9. Whilst encouraging modal shift and reducing the number of journeys undertaken by car remains an important aspect of air quality management in York, modal shift alone is not delivering a great enough improvement in air quality to meet the health-based objectives.
10. Between 2002 and 2005 there was a slight improvement in air quality around the inner ring road, but since then air quality has deteriorated (Figure 1, annex A). Due to deteriorating air quality a further AQMA was declared in Fulford in April 2010.



11. The exact reasons for the continuing deterioration in air quality in York are unclear, but are thought to include:
  - i. An increased proportion of primary nitrogen dioxide emissions from modern diesel vehicles, particularly cars (see Annex C). This is due to emission controls added to vehicles to reduce other pollutants such as particles and carbon monoxide.
  - ii. Increased use of bio-fuels in vehicles and boiler plant (some bio-fuels can reduce emissions of carbon dioxide, but increase local emissions of particulate and oxides of nitrogen)<sup>1</sup>
  - iii. The cumulative impact of small scale developments
  - iv. Increased fares for buses and Park and Ride, coupled with an increase in the amount of relatively cheap city centre car parking, has made car journeys to the city centre more attractive
12. To improve York's air quality, emissions from traffic (including buses, HGVs and taxis) need to be reduced and further measures need to be put in place to minimise traffic emissions from development. This can be achieved by incentivising the uptake of low emission technologies (such as electric, hybrid and bio-methane vehicles) within the general vehicle fleet and by requiring developers to mitigate more effectively against transport emissions from their developments (by providing incentives for low emission vehicle use and contributing towards the cost of low emission infrastructure). There also needs to be a more holistic approach to carbon and local air quality management to ensure all emissions to air are minimised as far as possible. The Executive of 8 June 2010 agreed to an overarching Low Emission Strategy (LES) to address these issues.
13. As well as the delivery of a local LES, York is working in partnership with Leeds City Council and the national Low Emission Strategy Partnership (LESP) to accelerate the uptake of low emission technology within the Leeds City region. As regional 'Low Emission Champions' York and Leeds have already hosted a number of events aimed at increasing awareness of low emission technology and developing low emission planning guidance. A key output from the regional group initiative (RGi) will be the York Low Emission Strategy, which will be developed into a national framework for adoption by other local authorities and organisations.

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<sup>1</sup> Biomass and Air Quality Guidance for Local Authorities, LACORS, June 2009

### **Progress to date**

14. Initial development of the LES in York has been undertaken primarily by the LES Steering Group (previously the Air Quality Steering Group). This group is led by representatives of the environmental protection unit (EPU) and includes officers from transport planning, network management, city development, procurement, fleet management and sustainability and links to Visit York and the Local Strategic Partnership (LSP).
15. Key tasks undertaken to date include:
  - Development of a draft vision and objectives for the LES
  - Development of policy links with Local Development Framework (LDF)
  - Drawing up of a list of potential LES measures by reviewing activities in other LAs and considering other ideas
  - Consideration of individual measures in terms of feasibility, timescale for delivery, cost and compatibility with existing and emerging policies e.g. Local Transport Plan 3.
  - Shortlisting of measures for inclusion in the draft LES
  - Introducing the LSP to the concept of a LES
  - Undertaking a source apportionment study

### **Local progress**

16. City of York Council are regional low emissions champions: through our planning, sustainability and procurement policies and the way we use transport to deliver our services (see the Transport and Fleet review) we will aim to act as an exemplar in terms of reducing emissions from all sources. However, support will be needed from the public sector, local residents and business to implement all the measures in the low emission strategy.

Although the LES for York has not yet been produced, some progress has already been made towards attracting low emission technology to the city:

- Installation of two electric car-recharging bays at the new Waitrose store, achieved through negotiation with the developer.
- The current trial of hybrid and electric buses on the A19 corridor from (to assist with improving air quality in the Fulford AQMA)
- Drawing up of a section 106 agreement for electric vehicle charging points, car club and contributions towards air quality monitoring for the Nestle South development site.

- Inclusion of a requirement for low emission measures in the York North West Supplementary Planning Document.

### **National progress**

17. Council officers have been involved in the development of the following national low emission projects:

- Recent publication of draft guidance on the development of Low Emission Supplementary Planning Documents (SPDs) by the LESP. York intends to be one of the first authorities to produce such guidance.
- Development of guidance on using public procurement to reduce transport emissions by the LESP.
- Development of an emissions toolkit by the LESP that will allow fleet managers to calculate emission savings from proposed fleet changes and allow planning officers to calculate the emissions savings likely from different low emission mitigation strategies. York is involved in the testing of this tool prior to general release.
- Roll out of the Plugged in Places (PiP) programme. This provides match funding to local consortia made up of businesses and other public sector partners, to help provide electric vehicle recharging infrastructure in a range of different locations. A Yorkshire and Humberside PiP bid was submitted in October 2010, but was unsuccessful due to a lack of business and public sector match funding. The Yorkshire and Humberside PiP board is currently considering other possible funding sources such as European Regional Development Funding (ERDF), LTP3 funding and the Local Sustainable Travel Fund (LSTF).

### **Regional progress**

18. Regional projects include:

- A low emission vehicle demonstration day and conference in Leeds on 7 October 2010 as part of our regional low emission champion role
- Hybrid bus trial on A61 Leeds
- Continuing trial of bio-methane refuse trucks in Leeds
- Development of a bio-methane refuelling station in Leeds (due to open March 2011)

- LES planning seminar in York in March 2011 for the Yorkshire branch of Royal Town Planning Institute (RTPI)
- Funding recently secured for a regional vehicle emission monitoring research programme by Institute of Transport Studies, University of Leeds. This will include further data collection in York.

### Links to other policies, strategies and programmes

19. In drawing up the draft framework for the LES consideration has been given to existing policies and programmes that already aim to improve local air quality and/or reduce carbon emissions. The aim of the LES is to strengthen and enhance these policies and programmes whilst avoiding duplication. Key policies and programmes to which the LES will be closely linked are:

#### **Sustainable Community Strategy (SCS)**

20. The SCS sets out and ensures the delivery of a long-term vision for the city based around seven key themes including 'A sustainable city' and 'A healthier city'. One of the overall aims of this strategy is to *'ensure that York is a sustainable city which tackles climate change and reduces its impact on the environment while maintaining the city's special qualities and enabling it to grow and thrive.'* To support the SCS a Climate Change Framework and Action Plan (CCFAP) has already been drawn up to reduce the city's carbon emissions. The LES can assist in the delivery of the SCS by ensuring emissions of local as well as global pollutants are reduced as far as possible (particularly from development led transport emissions) and by generally encouraging the uptake of alternative vehicle technology. Reduced emissions of local air pollutants should result in a healthier environment for all.

#### **Carbon Management Programme**

21. The Council's internal Carbon Management Programme (CMP) was established to reduce the council's CO<sub>2</sub> emissions. The remit of the CMP is Council owned buildings (including schools), street lighting, council fleet, employee travel and waste. The LES will need to take account of the CMP and work to ensure both CO<sub>2</sub> and other emission savings are maximised. In recognition of this fact the LES has recently been incorporated into the Sustainable Development Board (SDB), which oversees the work of the CMP.

#### **Local Transport Plan and Air Quality Action Plan**

22. One of the key objectives of the current LTP2 is to *'improve air quality'*. LTP2 therefore incorporates an Air Quality Action Plan (AQAP2) at Annex U. AQAP2 is primarily based on modal shift measures (promotion of walking, cycling and public transport) as a means of improving local air quality. As already

mentioned (paragraph 8) monitoring of air quality within the city centre AQMA has indicated that modal shift measures alone are not enough to deliver the health based air quality objectives at all locations in the city.

23. Limited capital funding is available via LTP3 to deliver LES measures. One of the proposed strategic aims in the draft LTP3 is to '*Tackle Transport Emissions*'. The draft LTP3 includes measures to promote the use of low emission technology as well as a continued commitment to modal shift. Theme 4 of LTP3 sets out to reduce emissions of Carbon Dioxide (CO<sub>2</sub>) and Oxides of Nitrogen (NO<sub>x</sub>), particularly Nitrogen Dioxide (NO<sub>2</sub>), arising from transport, thereby contributing to the council's carbon reduction target and improving local air quality.
24. LTP3 aims to reduce emissions from individual vehicles through the promotion of less polluting fuels and improved technology developments and more generally through reducing vehicle numbers and discouraging the use of more polluting vehicles. It will do this by having the infrastructure in place to support the use of electric or electrically assisted vehicles and encouraging the use of other lower emission vehicles and by regulating the entry of more polluting vehicles into the AQMAs and discouraging more polluting vehicles.
25. A revised AQAP3 will be drawn up to support LTP3 and the LES.

#### **Local Sustainable Transport Fund**

26. The Government has created a Local Sustainable Transport Fund (LSTF), which aims to deliver sustainable transport that supports economic growth and reduces carbon. Solutions will be geared to supporting jobs and businesses through effectively tackling the problems of congestion, improving the reliability and predictability of journey times, enabling economic investment, revitalising town centres and enhancing access to employment. They should also aim to change patterns of travel behaviour and use more sustainable transport modes and so deliver a reduction in carbon and other harmful emissions. Funding will be up to 2014/15.
27. Discussions with the Department for Transport (DfT) have indicated that broadly a 60:40 resource-capital split would be looked for. A bid is being proposed for York to use and build on the momentum and success of the Cycling City programme (but expanded in scope). To meet the criteria set by DfT, a programme is being developed to include projects totaling up to £5 million:
  - Are deliverable in the funding period
  - Are additional to existing projects/funding proposals (e.g. LTP 3)
  - Bring economic and carbon benefits and address the problems facing York

- Are proven to work, in York or elsewhere
- Support a targeted and genuinely integrated package of measures
- Measures to improve travel planning and promote bus usage and cycling should help to reduce emissions

### **Local Development Framework**

28. The council's emerging Local Development Framework (LDF) Core Strategy is the plan for the future development of York. It will be a blueprint for the economic, social and environmental future of York, providing the framework for implementing the Council's aims and objectives that affect the use of land and buildings. A key aim of the LDF Vision is for York to be a leading environmentally friendly City. Under this theme, the Vision states that the LDF will play a key role in helping to deliver improvements to air quality and the implementation of a Low Emission Strategy.. The LDF will promote the creation of sustainable, low carbon neighbourhood by ensuring the identification of sites and future development are in locations that are accessible to sustainable modes of transport and a range of services that would not lead to unacceptable levels of congestion, pollution and/or air quality. The Core Strategy is at the centre of the LDF process; all other LDF documents must be in accordance with the policies of the Core Strategy. In the Core Strategy there is a dedicated air quality section which sets out strategic objective to support measures to reduce emissions to air to be measured through targets to achieve legal air quality objectives city wide. The policy requires air quality to be considered both through the planning application process and in the identification and allocation of future sites. The air quality policy will be supported through the preparation of Low Emission Strategy Supplementary Planning Document (LES SPD) that will require developers to provide more information about the actual emissions from their developments and ensure all emissions from additional transport are adequately mitigated against. This will sit alongside a Sustainable Design and Construction SPD which will ensure that all new residential and non residential developments built in the city meet high sustainable design and construction standards, reduce carbon emissions, and where feasible, generate onsite renewable energy. On the 1 March 2011 the Executive recommended that Council approve the draft Core Strategy for Publications and Submission to the Secretary of State.

A diagram showing how the LES will link to other key policies and programmes is included at Annex B.

### **More For York Transport and Fleet review**

29. In addition to the LES steering group and existing policies and programmes, a transport and fleet review board has been established under the More for York programme. The board is looking specifically at how both cost and emission savings can be made in relation to the council's use and procurement of

vehicles. The review will consider council owned vehicles, privately owned vehicles used on council business and transport services procured by the council, such as school buses and taxis. The review is likely to recommend a number of vehicle efficiency savings which should reduce the number of miles travelled by council procured vehicles and result in an associated emission saving. The review will also examine opportunities for introducing low emission vehicles into the council fleet and other services procured by the council.

### **Framework for the York LES**

30. The consultation draft LES will contain the following:
- i. An overview of the key local, regional and national policies that influence and control emissions to air (including both local and global pollutants)
  - ii. Presentation of an evidence base to support the requirement for a LES in York. This will include recent air pollution monitoring data, and the findings of a recent source apportionment study undertaken by Dr James Tate from the Institute of Transport Studies, University of Leeds<sup>2</sup> (currently seconded to EPU). Graphs showing the contribution different type of vehicles make to emissions in York can be found at Annex C.
  - iii. A low emission technology overview – a summary of what technologies and systems are currently available, costs, funding opportunities and real life examples
  - iv. Draft vision and objectives for the LES
  - v. Proposed LES measures (Annex D). To include timescales, estimated costs, delivery mechanism
  - vi. Setting of baseline emissions and target emissions

Views on items iv, v and vi will be invited as part of the public consultation process.

### **Draft vision and objectives**

31. A vision and objectives were agreed following discussion within the LES steering group. These may be amended following the consultation process. The following vision is proposed for the LES.

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<sup>2</sup> The contribution of different vehicle types to emissions in the Fishergate and Lawrence Street Technical Breach Areas, Dr James Tate, 8 November 2010

*'To transform York into a nationally acclaimed low emission city'*

There was a consensus that 'transformation' and 'aspiration' should be the key messages within the vision statement and that it should be kept short and concise. Understanding and acceptability of the vision statement will be explored as part of the public consultation process.

32. The following set of draft objectives are proposed:
- i. To raise awareness and understanding of emissions to air in order to protect public health and meet the city's ambitious carbon reduction targets.
  - ii. To minimise emissions to air from new developments by encouraging the uptake of low emission technologies
  - iii. To reduce emissions to air from existing buildings and vehicles by providing businesses, residents and visitors with incentives and opportunities to use low emission technology
  - iv. To ensure emissions to air are fully considered during the future procurement of goods and services by CYC and its partners
  - v. To encourage inward investment by providers of low emission technology, fuels and support services

**The proposed measures**

33. Annex D sets out the measures proposed for inclusion in the LES. Some measures can be implemented rapidly with little additional funding or consultation, whilst others are more long-term aspirations that will require further investigation, funding and consultation prior to implementation. The measures have been set out in order of likely timescale scales for implementation on the following basis:

Short-term measures - within 12 months (by end of 2011)  
 Medium term measures - within 3 years (by end of 2013)  
 Long term measures – 2014 and beyond

34. Within Annex D an indication has also been provided of the likely cost associated with each measure. Costs have been indicated as follows:

Low cost < £40,000  
 Medium cost > £40,000 < £100,000  
 High cost > £100,000



The low cost items are those that can be funded out of the air quality action planning grant funding obtained from DEFRA earlier this year or which have funded allocated to them in the LTP3 capital programme. These items should be progressed within the indicated timescales. Medium and high cost items will require additional internal or external funding to be sought.

### **Aims and priorities for the LES**

35. The main aims of the LES will be to:
- i. Ensure a more holistic approach to reducing both local and global air pollutants. The LES will act as a critical friend to the Council's carbon reduction commitments / projects to ensure that emissions of both CO<sub>2</sub> and other air pollutants are minimised as far as possible.
  - ii. Minimise and mitigate transport related emissions from future developments and monitor their cumulative impacts
  - iii. Provide incentives and infrastructure that will encourage the uptake of cleaner vehicles by both individuals and corporate fleet
  - iv. Ensure York takes maximum economic advantage of the opportunities early adoption of low emission technology may bring
36. To support the air quality policy of the emerging Core Strategy one of the first measures to be implemented will be the development of the new LES Supplementary Planning Document. Minimising emissions from development is considered a priority for the LES because development related emissions are continually increasing and adding to the other underlying air quality issues in the city. The aim is not to prevent development, but to ensure that it proceeds with the minimum of emissions.
37. The new LES SPD will require developers to provide more information about the likely emissions from their developments, provide incentives for the uptake of low emission technologies on their developments (e.g. electric vehicle recharging points, priority parking schemes, zero parking schemes etc) and in some cases contribute towards the development of low emission infrastructure to serve their developments (e.g. low emission buses, low emission refuse collection etc.) The new LES SPD will sit alongside an SPD on Sustainable Design and Construction which will provide advice on sustainable design and construction standards, reducing carbon emissions and generating renewable energy.
38. Increasing the use of low emission vehicles is another key priority area for the LES. In the short term this will be focused on cleaning up the CYC fleet (in line

with the recommendations of the ongoing More For York transport and fleet review) and providing a network of electric vehicle charging points across the city, along with appropriate incentives for their use. A sum of £30,000 is proposed within the 2011/12 LTP3 capital programme to commence installation of the recharging network. Provision of electric vehicle parking and charging points within council car parks will make ownership of an electric vehicle a viable option for some consumers in future years. Further incentives for electric vehicle ownership can be achieved by offering reduced rates of parking, preferential parking and/ or free electricity. The ability to provide such incentives will be explored further as part of the delivery of the LES.

39. Following the unsuccessful Yorkshire and Humberside PiP bid, alternative sources of funding to continue this programme are still being sought both locally and regionally. An ERDF funding bid has been developed which will allow small and medium enterprises (SMEs) in Yorkshire to obtain 40% match funding towards the cost of leasing an electric vehicle. Lease rates will be at 60% of the normal rate and a free electric vehicle recharging point will be provided as part of the package. If successful this bid will allow a number of businesses in the region to trial electric vehicle technology in their fleets and will increase the number of recharging points currently available in the region. In addition negotiations are currently taking place with a potential private sector partner who has expressed an interest in helping to resource back office facilities to help promote the uptake of electric vehicles in the region. This office could be responsible for the public dissemination of information about alternative vehicles and available support, assist with the establishment of incentives for the use of alternatively fuelled vehicles and actively promote technologies through events and visits to individuals and larger fleet operators.
40. The provision of recharging facilities on private property will continue to be pursued through the planning process (as already achieved at Waitrose) and by trying to establish partnerships with energy companies who have already expressed some interest in installing EV charging points within existing and new homes.
41. The recent source apportionment study of emissions in the AQMA by Dr James Tate has indicated that buses make up approximately 2.5% of the total traffic flow in the AQMA, but emit around 28% of the oxides of nitrogen (Annex C). Therefore reducing bus emissions has to be a high priority for the LES. It is essential that early negotiations with bus companies are undertaken to ensure the early delivery of low emission buses in York. Hybrid buses are reported to produce up to 50% less oxides of nitrogen than conventional diesel buses, whilst electric buses have zero emissions at the point of use (although there is still an emission associated with electricity production unless it is from a renewable energy source). With the assistance of Dr Tate, EPU is currently assessing the in-use emission reductions from the hybrid buses currently being trailed on the Designer Outlet Park and Ride service. This route was chosen

for the trial because it passes through both the Fulford and City Centre AQMAs. The trial will provide important information about the level of emission reduction that could be expected by introducing hybrid and electric vehicles into the York fleet on a permanent basis, particularly on those services operating in areas of poor air quality. In view of the high proportion of emissions resulting from buses and HGVs it has been recommended that the initial timescales for tackling these emission sources in the draft LTP3 should be brought forward as far as possible within the constraints of available funding.

42. Delivering the LES vision and objectives will be a lengthy process taking place over many years. The speed and extent to which York transforms itself into a low emission city will be dependant on a number of factors including:
- i. the level of local support and commitment to the concept of a low emission city
  - ii. the general availability and affordability of suitable technology
  - iii. the number of development sites coming forward which are considered suitable for the application of LES measures
  - iv. the rate of uptake of low emission vehicles within the local vehicle fleet. (Rapid uptake within the CYC fleet and local bus fleet are key to this).
  - v. the availability of grants and other funding to support the uptake and demonstration of low emission measures
  - vi. the success of CYC in 'selling' the concept of a LES and 'winning hearts and minds'
  - vii. the ability of York to attract low emission technology researchers, suppliers and support businesses.

### **Timescales and proposed consultation process**

43. It is proposed that a consultation draft of the LES will be prepared the end of June 2011. The consultation draft will be circulated to members, key officers and the LSP, via the Environment Partnership Board. The consultation draft will be made publicly available on the JorAir website and the opportunity to comment on the content of the draft LES will be highlighted within council literature and on the CYC website. The possibility of an online consultation survey will also be investigated. It is anticipated that a final LES could be adopted by the end of October 2011.

### **Options**

- 44.(a) Approve the outline framework, vision, objectives and proposed LES measures detailed in paragraphs 14 to 18 and Annex D of this report (subject to amendments requested at this meeting) and allow officers to proceed directly to the development of a draft consultation LES.

- 45.(b) Request revisions to the outline framework, vision, objectives and proposed LES measures detailed in paragraphs 14 to 18 and Annex D of this report to be brought back before the Executive prior to development of a draft consultation LES.

## **Analysis**

46. Option (a) will enable the development of a LES for York to progress immediately and ensure a draft LES can be completed by the end of June 2011. It will also allow the main transport measures within the LES to be incorporated into the emerging LTP3 and revised AQAP3. Early completion of the LES for York will place the city in a good position to attract low emission vehicles, technologies and associated jobs ahead of other local authorities.
47. Option (b) will slow down the process of developing a LES for York. Uncertainty about the final content of the LES will limit the number of supporting measures that can be incorporated into the emerging LTP3 and AQAP3. Delays in committing to a final LES may result in York missing out on opportunities to attract low emission vehicles, technologies and associated jobs.

## **Corporate Priorities**

48. The LES contributes to the council's corporate strategy as follows:
- Sustainable City – protecting the local and global environment
  - Healthy City – protection of public health
  - Thriving City – could attract inward investment and will support sustainable development and tourism
  - City of Culture – protects the historic environment and the health of people attending outdoor events
  - Effective Organisation – promotes partnership working
  - Inclusive City – promotes a unified approach to air quality issues across the city

## **Financial Implications**

49. The cost of developing a draft LES for consultation will be met from existing budgets. Annex A highlights those measures that are affordable within current budgets (low cost measures) and which will be implemented once the final LES document has been approved. 'Medium' or 'high' cost measures will only be implemented / progressed if suitable funding sources can be identified in the future and if members choose to allocate such funding to the further development of the LES. The report assumes current staffing and funding levels. There are no other financial implications associated with this report at the present time.

### **Human Resources**

50. The draft consultation LES and low cost measures can be delivered with existing staff resources. Some of the medium and high cost measures may require additional staffing resources in the future, but implementation of these measures will be subject to suitable funding sources being identified and consultation with members.

### **Equalities**

51. An assessment of the equalities implications will be completed.

### **Legal Implications**

52. An assessment of the legal implications will be completed.

### **Crime and Disorder**

53. There are no crime and disorder implications.

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

54. There are no IT implications.

### **Risk Management**

55. In compliance with the Council's risk management strategy, failing to meet the health based air quality targets, considering the likelihood and impact, the current net risk rating is 21 or High. The development of a LES, together with an AQAP and climate change action plan and their implementation should reduce the risk to Medium.

### **Recommendations**

56. The Executive is advised to:
57. **Approve option (a)** – Approve the outline framework, vision, objectives and proposed LES measures detailed in paragraphs 14 to 18 and Annex D of this report (subject to amendments requested at this meeting) and allow officers to proceed directly to the development of a draft consultation LES.

*Reason:* This option will allow the draft consultation LES to be drawn up in line with the timetable set out by the LESP RGi, allow LES measures to be adequately incorporated into LTP3 and AQAP3 and maximise the chances of York attracting low emission vehicles, technologies and jobs to the city.

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City Strategy

**Report Approved**  **Date** 30 Nov 2010

**Wards Affected:**

**All**

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

**Background Papers:**

National Air Quality Strategy

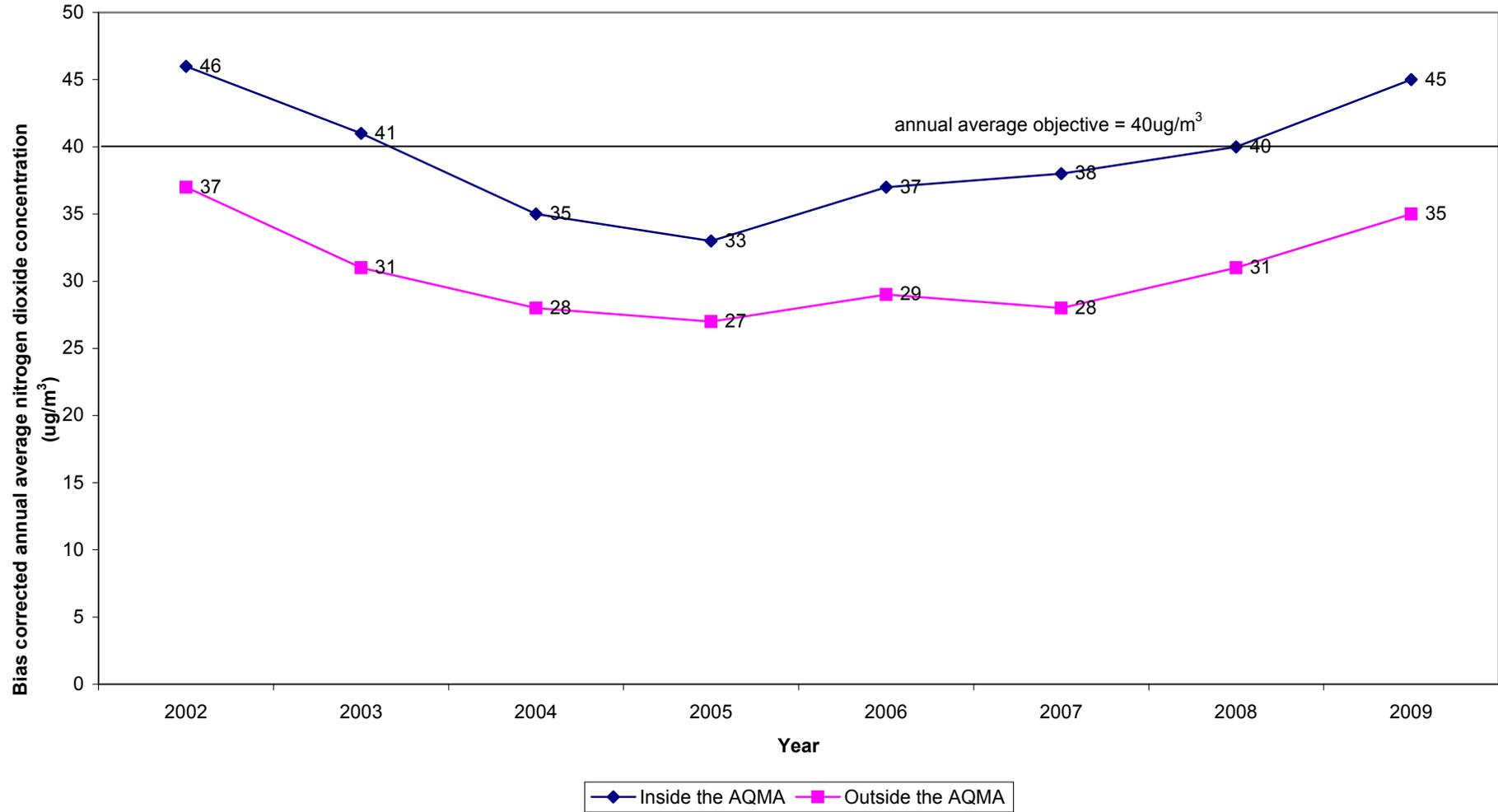
A Low Emission Strategy for York - Executive Member for Communities and  
Neighbourhoods (8 June 2010)

Air Quality Update – Executive Member for Neighbourhoods (16 Nov 2010)

City of York's Local Transport Plan 3 – Draft 'Framework' LTP3 – Decision  
Session Executive Member City Strategy (5 Oct 2010)

## Annex B1

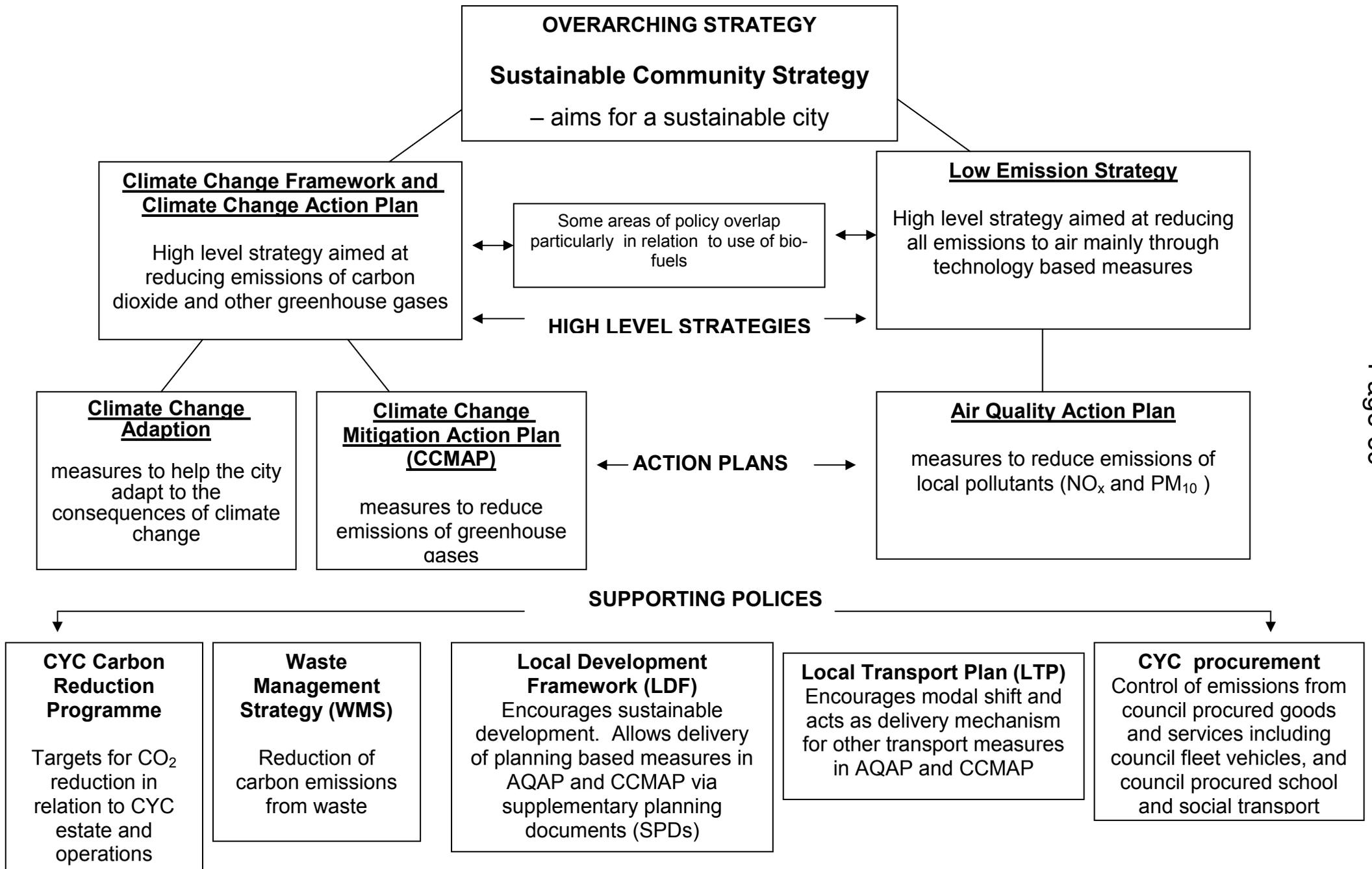
Figure 1: Average nitrogen dioxide concentrations in York (2002 to 2009)



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## Annex B2 – Framework for CYC emission reduction policies



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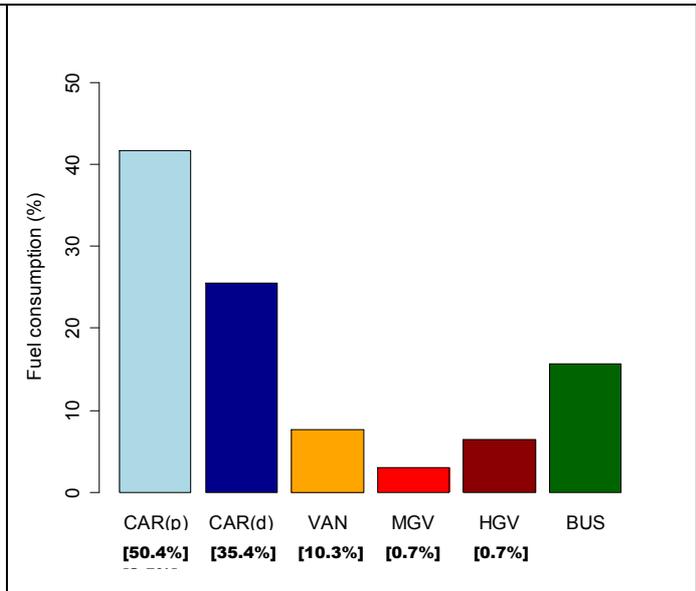
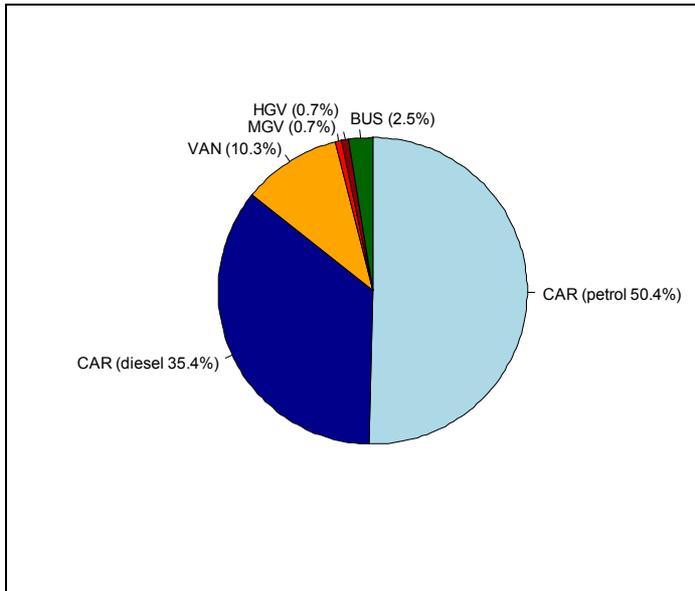


FIGURE 1: Vehicle fleet breakdown

FIGURE 2: Fuel consumption  
NOTE: Fleet % in []

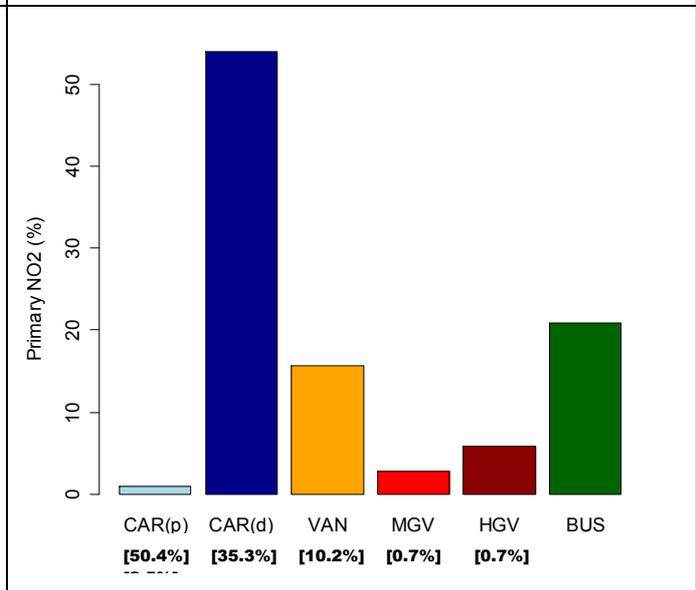
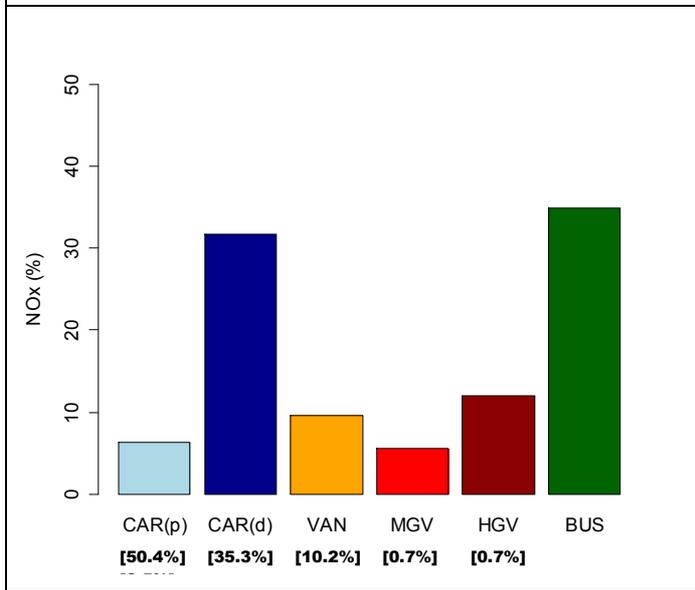


FIGURE 3: Oxides of Nitrogen (NO<sub>x</sub>)

FIGURE 4: Nitrogen dioxide (NO<sub>2</sub>)

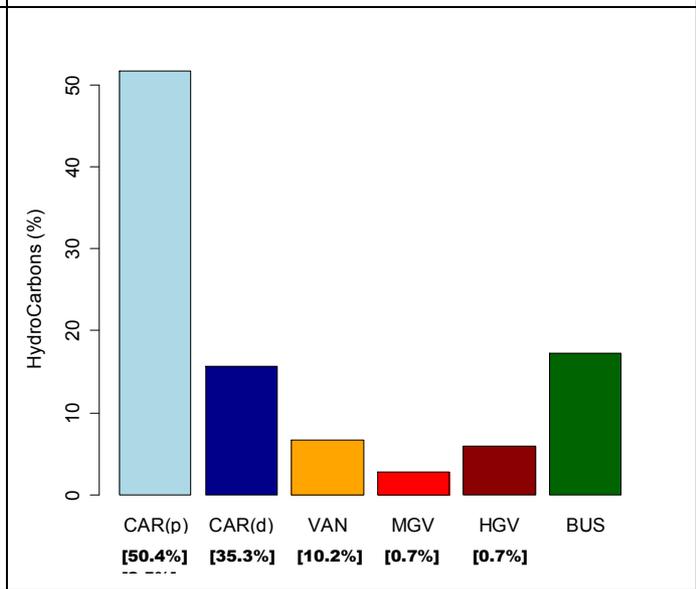
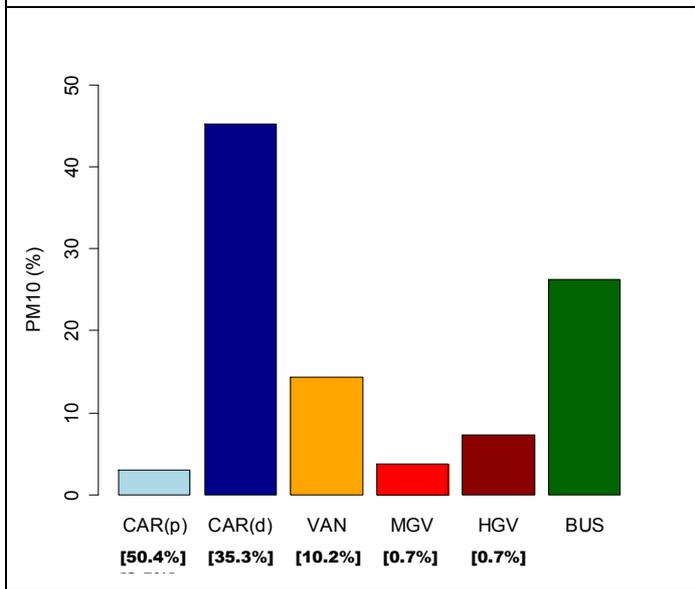


FIGURE 5: Particles (PM<sub>10</sub>)

FIGURE 6: HydroCarbons

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## Annex B4

### Proposed LES measures

#### Objective 1: To raise awareness and understanding of emissions to air

	Short Term (by end of 2011)	Medium Term (by end of 2013)	Long Term (2014 and beyond)
Line reference number	Low Cost Measures		
1	Promotion of the concept of a Low Emission Strategy (LES) via local media and CYC publications	Dissemination of information about new low emission measures and incentives via local media and CYC publications	Continued local promotion of LES measures
2	Inclusion of LES information on existing JorAir website		
3	Continue with JorAir school visits to promote understanding of air quality issues and travel choices amongst primary school children <i>(existing programme)</i>	Continue with JorAir school visits	Continue with JorAir school visits
4	Include air quality data in ward profiles on an annual basis		
5	Identify and bid for a source of funding for a high profile LES marketing campaign		
6		Promote the concept of a low emission city within the local business community through a small number of events	

Medium Cost Measures			
7		Incorporate promotion of low emission vehicles and technology into current travel planning programmes / business link schemes.	Continue with active promotion of low emission vehicles and technology via travel planning / business link schemes
8		<p>Develop a high profile LES marketing campaign that could include:</p> <ul style="list-style-type: none"> <li>• Establishment of an 'approved' LES logo to identify vehicles, developments and other schemes that are contributing to the low emission city vision</li> <li>• Promotion of incentives available for the uptake of low emission technology</li> <li>• Development of a dedicated LES website with access to all the latest news on the LES development and a LES information helpdesk facility</li> </ul>	Continue with high profile LES marketing campaign
9			Undertake national promotion of York as low emission city
High Cost Measures			
10			Undertake international promotion of York as a low emission city

**Objective 2: To minimise emissions to air from new developments by encouraging the uptake of low emission technologies**

	<b>Short Term (by end of 2011)</b>	<b>Medium Term (by end of 2013)</b>	<b>Long Term (2014 and beyond)</b>
<b>Line reference number</b>	<b>Low Cost Measures</b>		
11	Establish policy hooks for LES measures in LDF		
12	Produce a draft LES supplementary planning document (SPD) for consultation to include: <ul style="list-style-type: none"> <li>• Requirement for emission statements / assessments to be submitted with planning applications</li> <li>• Minimum standards for numbers of electric vehicle recharge points on new developments</li> <li>• Requirements for other LES measures depending on size and scale of development</li> <li>• Low emission construction plans</li> </ul>	Consult on and adopt an initial LES SPD	Continue to review and amend LES SPD as and when required
13	Continue to negotiate inclusion of LES measures and other emission mitigation measures on new developments ( <i>ongoing process</i> )	Implement requirements of the LES SPD	Continue to implement requirements of the LES SPD
14		Set up a database of development based mitigation measures	Continue to populate database of low emission measures

Medium Cost Measures			
15	Undertake a study of major development sites in the city to determine what level of LES mitigation may be applicable on each site	Include LES mitigation requirements in action plans and / or development briefs for all major development sites	Ensure LES requirements of action plans / development briefs are implemented as sites come forward for development
16		<p>Work with LESP and other LAs to develop:</p> <ul style="list-style-type: none"> <li>a) a low emission funding formula to assist in the funding of wider low emissions infrastructure e.g. buses, refuse collection vehicles, council vehicle fleet etc</li> <li>b) a BREEAM style accreditation scheme for low emission developments</li> </ul> <p>Update and consult upon a revised LES SPD incorporating a LES funding element</p>	<p>Implement the requirements of the revised LES SPD (incorporating a funding element)</p> <p>Use development low emission fund to provide low emission infrastructure across the city.</p>
High Cost Measures			
17	none	none	none



**Objective 3: To reduce emissions to air from existing buildings and vehicles by providing businesses, residents and visitors with incentives and opportunities to use low emission technology**

**Reducing HGV emissions**

	<b>Short Term (by end of 2011)</b>	<b>Medium Term (by end of 2013)</b>	<b>Long Term (2014 and beyond)</b>
<b>Low Cost Measures – Reducing HGV emissions</b>			
18	Try to identify a source of alternative funding for a freight and delivery management study (LTP3 capital funding unlikely to be provided until after 2015)		
19	Obtain costs for setting up of a 'green fleet' award scheme giving recognition for emission improvements made by fleet operators		
<b>Medium Cost Measures – Reducing HGV emissions</b>			
20	Work towards the development of a quality freight partnership. Obtain fleet data for main operators.	Work with haulage companies to develop low emission strategies for their fleets	
21		Through quality freight partnership work with haulage companies to identify opportunities to consolidate loads	
22		Implement green fleet award scheme if considered feasible	
23			Undertake a freight and delivery management study (including the feasibility of an urban consolidation centre). Could be brought forward if an alternative source of funding can be found.
24	Include HGVs in the scoping of a feasibility study for a Low Emission Zone (LEZ) or other form of regulatory measure to limit the entry of more polluting vehicles ( <i>proposed LTP3 measure</i> )	Include HGVs in a feasibility study for a Low Emission Zone (LEZ) or other form of regulatory measure to limit the entry of more polluting vehicles ( <i>proposed LTP3 measure</i> )	
<b>High Cost Measures – Reducing HGV emissions</b>			
25			Implement high cost viable actions from freight and delivery management study

## Reducing bus emissions

	Short Term (by end of 2011)	Medium Term (by end of 2013)	Long Term (2014 and beyond)
<b>Low Cost Measures – Reducing bus emissions</b>			
26	Identify main bus companies operating in the city and details of their current fleets		
27	Improve switch off engine signage in coach parks / rendezvous points	Consider further roll out and enforcement of switch off engine signs around the city	
28	Review the use of bus services procured by CYC as part of ongoing fleet review	Implement bus based efficiency and route optimisation savings for CYC procured bus services as identified by fleet review. Consider setting an emission standard for bus services procured by CYC	Aim to set a minimum emission standard or specify bus type (eg. electric, hybrid) for CYC procured services.
29	Raise awareness of low emission strategy with local bus companies via existing Quality Bus Partnership		
<b>Medium Cost Measures – Reducing bus emissions</b>			
30		Undertake detailed emissions modelling of current bus fleet and calculate improvement potential of a bus replacement programme for both carbon dioxide and local pollutants	
31	Through existing QBP work with bus companies to introduce a small number of demonstration hybrid / alternatively fuelled buses into York (ongoing)	Work towards developing a statutory quality bus partnership (SQBP) and work with bus companies to develop detailed low emission strategies for their fleets	Work with bus companies to secure more hybrid, or other alternatively-fuelled vehicles within general bus fleets
32	Investigate funding opportunities to accelerate uptake of hybrid and other alternatively fuelled buses	Aim to secure at least one hybrid, or other alternatively-fuelled bus in the bus fleet	Use Park and Ride contracts to ensure all Park and Ride buses are hybrid or alternatively fuelled (post 2017)
33	Include buses in the scoping of a feasibility study for a Low Emission Zone (LEZ) or other form of regulatory measure to limit the entry of more polluting vehicles <i>(proposed LTP3 measure)</i>	Include buses in a feasibility study for a Low Emission Zone (LEZ) or other form of regulatory measure to limit the entry of more polluting vehicles <i>(proposed LTP3 measure)</i>	
<b>High Cost Measures – Reducing bus emissions</b>			
34			Secure and provide funding to accelerate uptake of hybrid buses on city centre services. Work with bus companies to ensure all buses operating in the city centre are a minimum of Euro III.

## Reducing taxi emissions

	Short Term (by end of 2011)	Medium Term (by end of 2013)	Long Term (2014 and beyond)
<b>Low Cost Measures – Reducing taxi emissions</b>			
35	Investigate possible funding sources to assist taxi drivers in the purchase of low emission vehicles	Hold information sessions for taxi drivers to promote existing incentives for low emission vehicles and advise where grant funding can be obtained	Continue to provide advice to taxi operators on funding and incentives for low emission vehicles
36		Explore the possibility of developing a local package of incentives for low emission taxi drivers that could include: <ul style="list-style-type: none"> <li>• Reduced fees</li> <li>• Priority access to key areas</li> <li>• Low emission accreditation / reward scheme</li> </ul>	Consider implementing local incentives for the use of low emission taxis
37	Review the use of taxi services procured by CYC as part of ongoing fleet review	Implement taxi based efficiency and route optimisation savings as identified by fleet review. Consider setting an emission standard for taxi services procured by CYC	Aim to have only ultra low emission taxis used for CYC procured services (electric, hybrid or bio-methane fuelled vehicles)
<b>Medium Cost Measures – Reducing taxi emissions</b>			
38	Obtain emissions information for current taxi fleet and try to quantify associated emissions. Set target emission reductions.	Consult upon future emission standards for taxis based on emissions review and reduction targets set.	Implement revised emission standards for taxis
39	Include taxis in the scoping of a feasibility study for a Low Emission Zone (LEZ) or other form of regulatory measure to limit the entry of more polluting vehicles <i>(proposed LTP3 measure)</i>	Include taxis in a feasibility study for a Low Emission Zone (LEZ) or other form of regulatory measure to limit the entry of more polluting vehicles (proposed LTP3 measure)	
<b>High Cost Measures – Reducing taxi emissions</b>			
40		Secure and provide, where possible, funding to accelerate the uptake of low emission taxis in the city (meeting the requirements of the council's emission standards)	Continue to invest in low emission taxis, possibly using proceeds from low emission development levies

## Reducing emissions from private vehicles

	Short Term (by end of 2011)	Medium Term (by end of 2013)	Long Term (2014 and beyond)
<b>Low Cost Measures – Reducing emissions from private vehicles</b>			
43	Identify suitable locations for electric vehicle recharging points, identify potential partners and potential funding sources.	Begin roll out of electric vehicle recharging points in CYC car parks and other locations using LTP3 capital programme allocation	
44	Explore the development of a package of incentives for the use of electric vehicles in CYC car parks	Roll out appropriate parking incentives for electric vehicles	Continue roll out of parking incentives for electric vehicles
45	Investigate funding opportunities available to assist with provision of bio-methane refuelling infrastructure in York		
46	Consider providing free or substantially reduced residents parking permits for electric and bio-methane vehicles	Roll out reduced residents parking permits for electric vehicles and increase price differential in relation to other vehicles	Continue roll out of reduced residents parking permits for electric vehicles and gradually increase price differential. Review ability to provide designated electric vehicle res park spaces.
47		Investigate the possibility of introducing priority parking schemes for electric vehicles at key locations and on new developments in the city	Continue roll out of priority parking for electric vehicles
48	Undertake further in-use vehicle emission testing to obtain a better understanding of in-use emissions. Consider providing advice to drivers of highly polluting vehicles.		

<b>Medium Cost Measures – Reducing emissions from private vehicles</b>			
49		Investigate feasibility and cost effectiveness of providing a bio-methane refuelling station in York	Provide a bio-methane refuelling station if there is enough identified demand and an external funding source can be found
50		Work with city car club to provide electric and/ or bio-methane vehicles in some locations	Aim to replace all car club vehicles with alternatively fuelled vehicles
51		Investigate other sources of funding for EV charging points.	Continue with roll out of electric vehicle charging points subject to funding and demand
52	Include private vehicles in the scoping of a feasibility study for a Low Emission Zone (LEZ) or other form of regulatory measure to limit the entry of more polluting vehicles <i>(proposed LTP3 measure)</i>	Include private vehicles in a feasibility study for a Low Emission Zone (LEZ) or other form of regulatory measure to limit the entry of more polluting vehicles (proposed LTP3 measure)	
<b>High Cost Measures – Reducing emissions from private vehicles</b>			
53			<p>Fund a bio-methane refuelling station without external funding</p> <p>Consider implementation of a low emission zone for all vehicles</p> <p>Review acceptability / feasibility of a workplace charging scheme</p>

## Reducing emissions from CYC activities

	Short Term (by end of 2011)	Medium Term (by end of 2013)	Long Term (2014 and beyond)
<b>Low Cost Measures – Reducing emissions from CYC activities</b>			
54	Identify potential emission savings within existing CYC fleet as part of ongoing fleet review	Implement low cost outcomes of fleet review- likely to reduce incentives to use private vehicles for CYC business	Aim to have all CYC journeys made by low emission vehicles
55		Develop draft low emission procurement guidance	Adopt and implement low emission procurement guidance for vehicle purchases and transport services
56		Have an updated CYC travel plan in place	
<b>Medium Cost Measures – Reducing emissions from CYC activities</b>			
57		Implement medium cost measures of fleet review	
58		Develop guidance to ensure future boiler provision in CYC premises is adequately assessed in terms of all emissions	
59		Investigate the possibility of using bio-methane from locally derived waste to fuel some of the CYC fleet (particularly refuse trucks)	
<b>High Cost Measures – Reducing emissions from CYC activities</b>			
60		Implement high cost measures in fleet review – likely to relate to the purchase of new low emission vehicles	Introduce bio-methane into CYC fleet if found to be a viable option

## Reducing emissions from tourism

	Short Term (by end of 2011)	Medium Term (by end of 2013)	Long Term (2014 and beyond)
<b>Low Cost Measures – Reducing emissions from tourism</b>			
61		Obtain mode of travel data for visitor trips to the city and try to quantify the associated emissions. Set targets for emission reduction.	
62	Identify locations where visitors may wish to access and recharge electric vehicles.	If a suitable source of funding can be found commence roll out of electric vehicle recharge points at key tourist destinations, hotels and Park and Ride sites	Continue to roll out electric vehicle recharging points in line with demand
63		Undertake negotiations with local car hire companies to incorporate low emission vehicles into their fleets, particularly close to the railway station.	Provide a target number of electric vehicles within local car hire fleets (target to be set)
64		Promote the advantages of electric vehicle use in tourism literature and provide additional incentives to encourage hire of electric vehicles over conventional vehicles e.g. discount vouchers for key attractions , free hotel parking etc.	Continue to promote and incentivise use of electric vehicles
<b>Medium Cost Measures – Reducing emissions from tourism</b>			
65			Undertake a feasibility study into the introduction of electric shuttle services to take residents from station to their hotels or other key destinations
66		Work with the Confederation of Passenger Transport to identify suitable incentives for encouraging the use of low emission coaches in York such as priority parking / drop off positions, exclusive access rights relating to low emission developments e.g. hotels, discount tickets for attractions etc	Introduce feasible incentives for encouraging the use of low emission coaches
67			Develop specific 'low emission / low carbon' tourism packages offering deals on electric train travel, low emission coach travel, low emission vehicle hire, stays at low emission hotels, free cycle hire, free walking maps etc.
68			Actively promote York as a low emission tourist destination
<b>High Cost Measures – Reducing emissions from tourism</b>			
69	none	none	none

## Reducing emissions from education

	Short Term (by end of 2011)	Medium Term (by end of 2013)	Long Term (2014 and beyond)
<b>Low Cost Measures – Reducing emissions from education</b>			
70		Obtain mode of travel data for educational based trips. Try to quantify the associated emissions and set targets for emission reduction.	
71		Work with car club provider to achieve hosting of electric vehicles at University of York car club	
72	Identify suitable educational establishments for the hosting of electric vehicle recharging points	If suitable funding can be identified commence roll out of charging points at educational locations	
73	Introduce the concept of low emission vehicles and technologies into existing travel planning arrangements	Encourage schools and colleges to develop low emission procurement guidance notes based on emerging CYC model and national low emission procurement guidance	
74			Ensure all CYC procured school bus and taxi services meet minimum emission standards as recommended by CYC transport and fleet review
75		Develop guidance to ensure future boiler provision in schools is adequately assessed in terms of all emissions	
<b>High Cost Measures – Reducing emissions from education</b>			
76			Undertake an accelerated programme of energy efficiency and boiler replacement programmes in all schools to reduce emissions to air



**Objective 4: To encourage inward investment by providers of low emission technology, fuels and support services**

	<b>Short Term (by end of 2011)</b>	<b>Medium Term (by end of 2013)</b>	<b>Long Term (2014 and beyond)</b>
<b>Line reference number</b>	<b>Low Cost Measures</b>		
77	Promote York's LES regionally and nationally at events organised by the LESP and others.		
78	Incorporate the low emission city message into current inward investment and other 'York' marketing campaigns	Undertake a promotional event to showcase low emission progress being made in York	Continue with ad-hoc events to promote York as a centre of excellence for low emission technology
<b>Medium Cost Measures</b>			
79	Actively promote York as a centre for low emission technology amongst suppliers of low emission vehicles, technologies and support services	Develop a package of incentives / opportunities for suppliers of low emission vehicles, technologies and support services to encourage them to locate to and invest in York	Continue to actively market York to suppliers of low emission vehicles, technologies and support services
80	Identify training needs to support the role out of low emission vehicles and technologies in York	Work with local educational establishments and the Green Jobs Task Force to develop suitable low emission technology training courses, qualifications and research programmes	Continue to develop training and research opportunities to support the role out of low emission technology
<b>High Cost Measures</b>			
81		Undertake international promotion of York as a centre of excellence for low emission technology	Continue to promote York internationally as a centre of excellence for low emission technology

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