

Recycling and Reuse - Removing Bulky Items from the Waste Stream



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

Considered by Scrutiny Management Committee 25th September 2006

Agreed at Executive Date XXXXX

Chair's Foreword

The work which the Recycling and Re-use Scrutiny Sub-committee, which we inherited from the Commercial Services Scrutiny Committee has been cheerily down-to-earth, and I hope fruitful.

The timing of the work could not have been more appropriate; Hazel Court has recently taken over the role of Waste Depot from Foss Islands Road, is still developing its facilities. Suggestions for further recycling and re-use points which could be built into the complex as part of our recommended 'spatial features' were verbally well received by officers of the Neighbourhood Services Department who attended our meetings and made invaluable contributions throughout.

The difficult problems of designing appropriate facilities for use in the city's narrower streets which would not create problems for disabled residents was also addressed. A means of tackling these problems forms part of our recommendations. The support of members of DPAG and its chair, who has also been an active member of the sub-committee, was invaluable in fashioning our response to these tortuous issues.

We have also made recommendations on the promotion of recycling so that people come to regard it as normal and participate willingly. Our observations include enthusiastic support from members of the sub-committee for the vital and expanding work now being done by the York Bike Rescue Project and continuing support for York Community Furniture Store.

The great thing to remember about recycling and re-use is that if its 'sexy' you are likely to have got it wrong and if its messy and earth bound you at least have a hope of having got it right. 'Saving the planet' in a dramatic way it most certainly is not. But if we can all remember that the earth is less damaged every time we recycle and re-use - and it is given hope for the future every time we teach young people the value of recycling and re-use - at least we will be entitled to feel that we are 'doing our bit' for the world we live in. The environment that sustains us must sustain others in years to come and can only have a hope of doing so if we all live sustainably now.

This is a rapidly developing field. Undoubtedly our work will be superseded as time goes by. But if we face that fact openly and do our best to promote adaptability as a part of any approach to this type of problem, we may have produced a report which will not lose all relevance even when contemporary waste technology is superseded.

Cllr. David Livesley
Chair Recycling and Re-use Scrutiny Sub-Committee

Contents

Chair's Foreword	Pg. 2
Contents	Pg. 3
Summary of Recommendations	Pg. 4
Summary of Implications of Recommendations to the City of York Council	Pg. 4
Final Report	Pg. 5
Final Comments from the Board	Pg. 18
Board Members and Contact Details	Pg. 19
Glossary	Pg. 20
Annexes	Pg. 24
Annex Aa: Scrutiny Topic Feasibility Study and Registration Form(s)	
Annex Ab: Terms of Local Authorities presently running a Re-Use Credits Scheme	
Annex Ac: CRN/FRN Set Of Average Weights For Furniture Appliances And Other Items	

Summary of Recommendations

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

Summary of Implications of Recommendations for City of York Council

Note: This review concludes that the most practical and effective way of addressing the issues raised would be to invite the Executive to authorise the Director of Neighbourhood Services to incorporate them into his planned service review over the next 2 years.

Having been consulted as part of this review, the Director considers he could more accurately and reasonably reflect the true resource impact of Members' proposals and address any other organisational implications, at the start of his review.

The Director has undertaken to report back to Scrutiny Members at that time with details on timeframe and resource and other implications, giving scrutiny Members the opportunity to reassess their recommendations should the Director's comments on resource or other implications present a material effect on any of the original recommendations.

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

Summary

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

Background

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

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

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

Narrowing the Scope

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

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

² Executive Member and Advisory Panel for Environment and Sustainability

FINAL REPORT

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

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

³ At the Executive meeting of December 2004

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

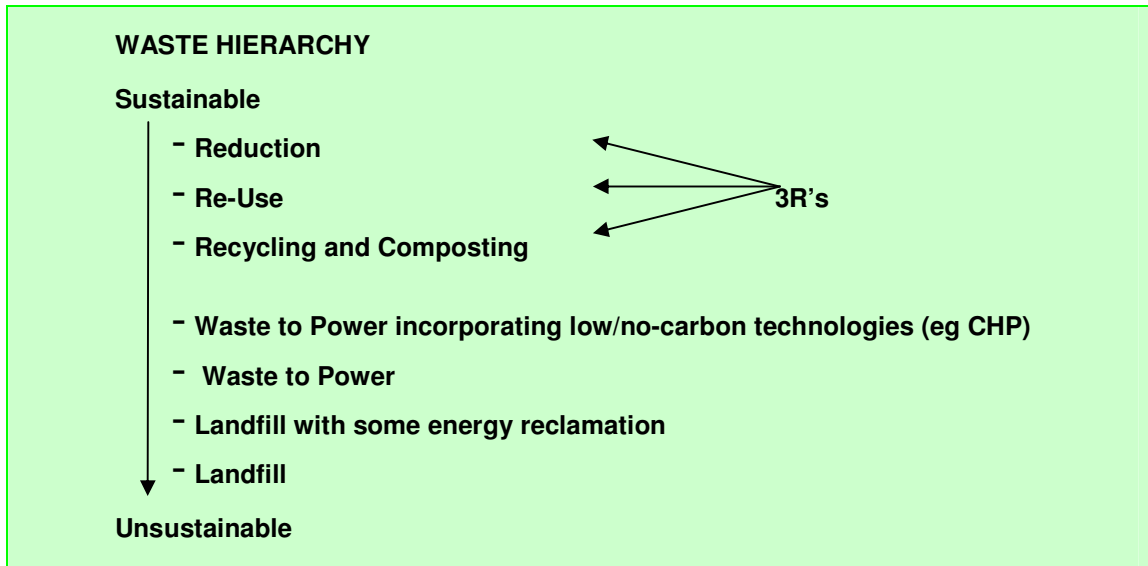
FINAL REPORT

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

Valuing Waste; the Recycling and Re-Use Context

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

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



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

FINAL REPORT

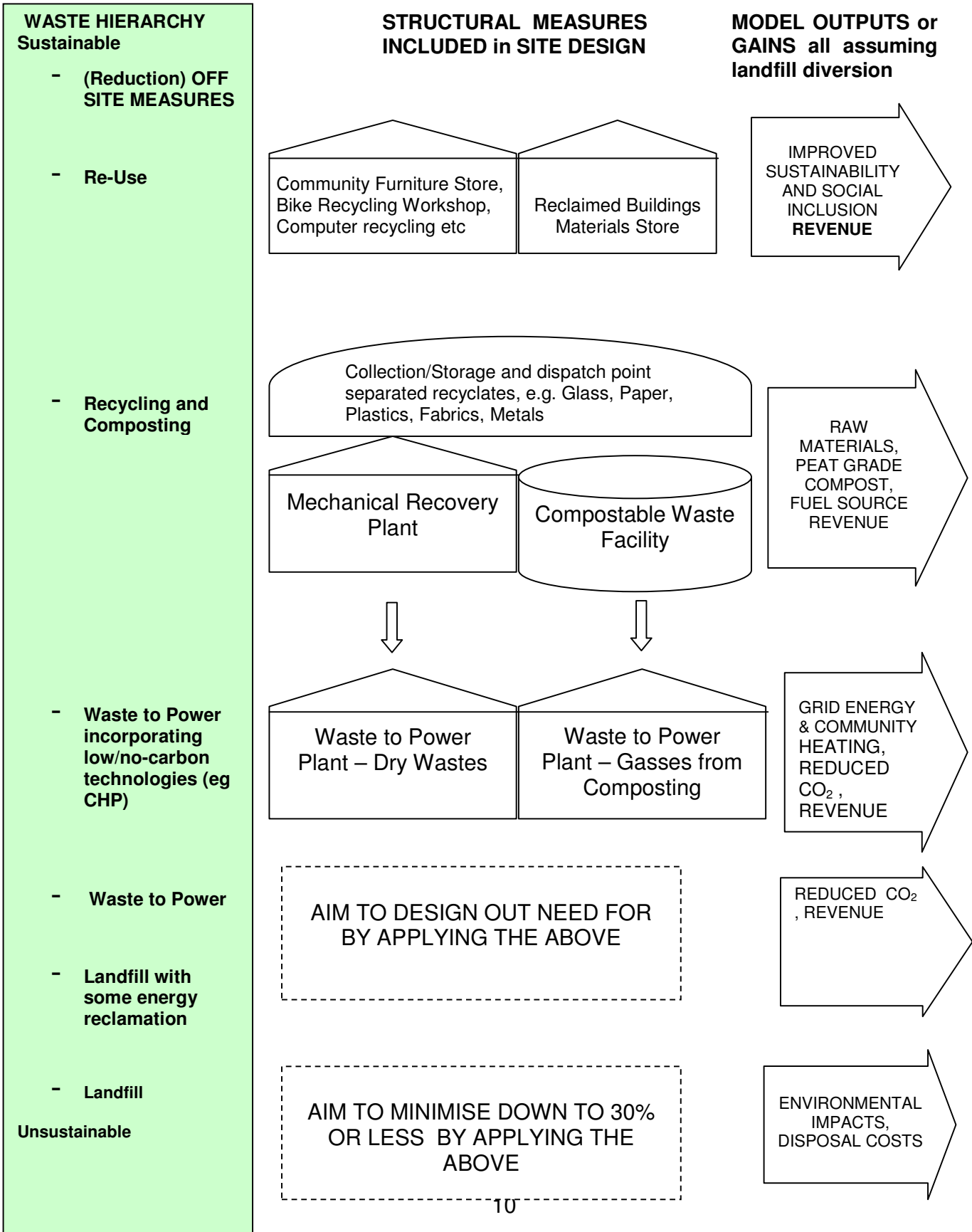
Country	% Recycled	% Waste To Power	% Total diverted	% Landfilled
Austria	44	18	62	38
Denmark	30	58	88	12
France	14	27	41	57
Germany	21	36	57	43
Netherlands	37	41	78	22
Sweden	32	35	67	33
Switzerland	39	47	86	14
UK	15	9	24	76
York	12	0	12	88

Figures 2002-03⁶

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

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

MODEL 1. SITE MODEL BASED ON WASTE HEIRARCHY PRINCIPALS



Recommendation

- 1. That further consideration be given to the Hazel Court site and surroundings with a view to applying additional spatial – i.e. site linked site facilities - features in partnership with others as per the Site Model based on Waste Hierarchy Principals in the report.**

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

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

FINAL REPORT

26. Some of the streets they are due to be expanding their services into are also terraces. They plan wherever possible to service these from the rear service lanes, where a specially designed slim-line electric vehicle and/or load-bearing tricycles will be used to carry out the collections. They are non the less aware that some properties, in on-street terraces with narrow pavements, cannot be accessed from rear service lanes.
27. The Friends had been considering alternative containers to use, including slim-line 33 litre baskets with a significantly smaller footprint than the 55 litre kerbside box (and comparable to the blue bags currently used by CYC for paper). The baskets are approximately 29cm wide by 49cm long as opposed to 40cm by 60cm for the 55 litre boxes. They planned to roll out to the next 1000 households during September 2006. Among these households are a number of on-street terraces in Bishophill, which cannot be accessed from the rear service lanes; their proposals are to supply 33 litre baskets to these properties as a trial to assess their suitability for wider use in our scheme.
28. In light of the experience of The Friends of St. Nicholas Fields and consultation with DPAG Board attendees, the following points for the consideration of the Council emerged.
 - a. Many disabled residents are committed to recycling, many of those living in terraced streets like many other terrace residents probably do not own a car and are presently unable to minimise landfill waste due to the lack of kerbside collection in such areas.
 - b. Whilst the examples of the Friends of St. Nicholas Fields regarding alternate collection unit sizes etc were seen as good practice for practical collection purposes, the principal issue to DPAG Members over service changes was one of 'disability friendly' communication. DPAG felt that better levels of communication with disabled people in the area would reduce the risks caused by collections from the front of properties.
29. Members were informed that a report on 'Making Connections' presented at the DPAG meeting which dealt with the issue of better communications with disabled people, this was felt to be a useful steer. Members agreed that this information would be useful in advertising a new system for collections⁷.

Recommendation

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

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

could be facilitated by using relevant advisory groups

30. On 6th October 2005, several Members of the former Commercial Services Scrutiny Board visited the York Community Furniture Store, (the Raylor Centre, James Street). The visit was conducted to find out how the centre operates and promotes the refurbishment and re-use of household items that would otherwise be destined for landfill.
31. During the visit councillors noted that the biggest single issue for staff was that of annually securing premises and resourcing. The service costs approx £95,000 per annum to run. A total of £35,000 pa has been received in National Lottery funding for the past three years, this funding ended in March 2006. The store received grant funding of approximately £9,500 in 2004-05 and £7,500 from the Council (CYC) in 2005-06, for annual year 2006-07 the amount has been reduced further to £5,000.
32. The store has two full time paid members of staff plus two ad-hoc staff including an electrician who works on repairing electrical goods one day a week on a voluntary basis. There is a big demand for 'white' goods, but the store has a backlog of white goods waiting to be checked as it cannot afford to pay an electrician full or part time (50% normal hours) to check and repair the electrical goods.
33. The store provides low cost furniture and domestic appliances to families and individuals on low income or means tested benefit. Throughput is approx 120 tonnes per year. A voucher scheme has been in operation whereby CYC Community Services and other agencies may refer people in need to redeem items at the store. This month the store widened its client framework and now offers items for sale to the general public.
34. Yorwaste have discussed making landfill credits to the store, but have offered £18 compared to £32 per tonne which is the amount Yorwaste gets from the Government for diverting material from landfill. Yorwaste would also require detailed records of all the donors and recipients of furniture. The Board committed to further research regarding the use of Re-Use Credits

Re-Use Credits

35. At their February meeting Members of the former Commercial Services Scrutiny Board were advised by the Head of Waste Strategy that the costs of disposing of waste through landfill during annual year 2005-06 were around £32 per tonne. The largest percentage of this cost being revenues paid to national government as landfill tax; landfill tax is on an annual escalator currently increasing at £3 per annum.
36. When an organisation – for instance Scouts or Women's Institute groups – collects recycle, such as newspaper or aluminium foil, they can claim 'Recycling Credit(s)'; if they use weigh notes proving the actual type and weight of the material(s) diverted from landfill.

FINAL REPORT

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

FINAL REPORT

Network have published a document 'Set of average weights for furniture, appliances and other items' which can be found at Annex C of this report; this is used by North Yorkshire County Council.

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

Recommendation

- 3. That the City of York Council be recommended to consider paying Re-use Credits. That prior to the introduction of a scheme, Waste Strategy Officers at the City of York Council prepare a report for Member approval detailing;**
- **Best practice schemes already running at other Local Authorities including information about the effectiveness of the North Yorkshire County Council scheme**
 - **The terms of an appropriate scheme**
 - **The likely cost impact of credits upon the authority**

Broader adaptations of the Re-Use Credits scheme.

46. Members of the Board attending a Regional Waste Partnerships conference on the 2nd November 2005 were interested in other schemes which used Re-Use Credits as part of the financing structure. Given York was awarded Centre of Excellence in Transport status by the government in 2001 in recognition of its work in promoting cycling Members were particularly interested in the many Bicycle recycling and re-use schemes established around the country. An outline of some of these schemes is given below.
47. Lancaster's 'Furniture Matters' (a registered charitable trust and a company limited by guarantee) develops principles applied at York Community Furniture Store. It has operated as a recycling, re-use and training organisation since 1999 with work undertaken by a team of paid staff and over 60 volunteers. In addition to recycling and re-using domestic and office furniture and white goods, and paint Furniture Matters have also set up the 'Pedal Power Project'.
48. Pedal Power collects and uses bicycles that aren't too damaged or rusty to repair and has saved over 1,000 bicycles from landfill by repairing, re-using and recycling. They have also taken over 100 trainees on New Deal placements and offered placements for over 100 people completing Community Punishment Orders. Their delivery of safe cycling and cycle maintenance training has been to 800+ young people.
49. In Leeds Meanwood Valley Urban Farm and the Council work in partnership so that bicycles that come into household waste sites are delivered to the farm. Two trained members of staff work with young people attending a course which includes;
- them getting the cycle they have built (may be a small financial contribution from the beneficiary to cover cost of new parts where necessary),
 - taking a cycling proficiency test and going for a trail or mountain biking session.

FINAL REPORT

50. The surplus bikes are sent to Romania where nurses use them to do their rounds. The training required is NVQ level and it is required for insurance purposes.
51. The Bike Station (Edinburgh) is a community project that accepts donated bikes from members of the public and council and recycles them for use by priority groups of people such as the long term unemployed, those who have been homeless and those with mental health problems. A proportion of renovated bikes are sold to raise funds.
52. Last years winner of the best community cycling initiative award (see London Cycling Campaign Awards 2003 : 30/10/03 - LCC Website www.lcc.org.uk) was a bike recycling scheme at Waltham Forest in East London. Operating from Low Hall Council Transport Depot the award-winning project refurbishes bikes and sells them to residents of Waltham Forest and people who work in the borough, it also has open-access sessions along the lines of a self-help maintenance workshop. The project provides bikes for people being trained to cycle and also has a mechanical workshop to provide services for the community.
53. CLEAR (Southampton) runs a bike workshop on Tuesday's bikes collected from around the city and council waste sites are refurbished by refugees, they then get to keep one themselves. The project also provides refugees with a friendly environment where English can be practiced. Similar schemes to those described above also operate in Manchester (Ride Manchester), Kirklees recently set up through the Council and Hackney which is partially self funding by offering bike hire.
54. Board Members were interested to see how the schemes outlined above might fit with the ethos of the 'Recyclist Project' in York. Recyclist was launched in March 2000 by the Council's Transport Planning Unit, in partnership with York training and employment agencies and trained young disaffected people in bicycle maintenance. The project aimed to provide sustainable transport and training opportunities for socially excluded people throughout the District. Recyclist ran to four key objectives:
 - to enable better access to employment, training and leisure facilities by improving sustainable mobility;
 - to provide a positive experience of education and training for young people;
 - to improve physical and mental health of socially excluded groups and;
 - to reduce the environmental impact caused by increasing dependence on the car.
55. The project initially utilized abandoned or unclaimed stolen cycles, donated by the Police, with courses run for five weeks, with trainees referred from employment, training and community agencies across the City. The project did produce employment success stories with one trainee going on to take up a contract with

FINAL REPORT

- royal mail to service their bicycles. The project is however no longer running as funding ceased.
56. Andy Scaife and Bernie Cullen launched a new initiative – ‘Bike Rescue’ -in August this year as a partner organisation with City of York Council, in our new premises on Terry Avenue. The capital costs of the scheme have been entirely funded out of their own pockets so far. The CYC contribution has been in the form of time input from officers in Waste Strategy, Properties, and the Grants & Partnerships accountants. Funding applications are now being made.
 57. It may be appropriate at this point in the projects development to widen the time input of CYC officers to include Education who are now required to feature further work on sustainability in their portfolio – see Sustainable Schools Consultation and ‘Securing the Future’ - possibly the Youth Offending Team and others to widen the partnership framework to incorporate some of the ideas covered in the Bicycle Recycle and Re-use schemes above.
 58. This would be a valuable opportunity for the authority to enhance partnership work delivering social inclusion, education and sustainability. The approach should also create further revenue streams, by maximising funding opportunities under a range of headings, for the project ensuring a greater life expectancy. The Board recommend trialling Re-Use Credits for this project.

Recommendation

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

Final Comments from the Board

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

**Keith Hicks and
Steve Lord**

Manager and Assistant: York Community Furniture Store

FINAL REPORT

Andy Scaife and Bernie Cullen	Partners: York BikeRescue
Marilyn Boswell and staff	SITA UK: Kirklees
Kristina Peat	Sustainability Officer
Julian Horsler	Equalities Officer
John Goodyear	Assistant Director of Commercial Services
Colin Mockler	Head of Performance Improvement
Kirsty Walton	Head of Waste Strategy
Terry Collins	Director of Neighbourhood Services
Andy Vose	Transport Planner

Contact details:

Authors:

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

Supporting Scrutiny Officer to the Board/Sub-Committee:

Ruth Sherratt

Tel: 01904 552066

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

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

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

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

Background Papers & Publications

FINAL REPORT

Title and Author(s)	Publisher and Date
CPA 2005 Key Lines of Enquiry for Corporate Assessment (KLOE).	Audit Commission Sept 2005
'Lets Take it from the Tip' Yorkshire and Humber Regional Waste Strategy Municipal Waste Management Survey Draft Environmental Policy And Update On Preliminary Review For The Environmental Management System (Ems).	Yorkshire and Humber Assembly July 2003 DEFRA 2002/03 CYC Environment & Sustainability EMAP 20 th April 2004 ODPM May 2005
Feedback on the Consultation Exercise for the Best Value Performance Indicators for 2005/2006	ODPM May 2005
Local Quality of Life Indicators – Supporting Local Communities to Become Sustainable	ODPM, LGA, DEFRA, AC August 2005
Planning for Renewable Energy A Companion Guide to PPS22	ODPM 2004
Planning Policy Statement 22: Renewable Energy	ODPM 2004
Planning Policy Statement 10: Sustainable Waste Management Releasing resources to the front line Independent Review of Public Sector Efficiency Sir Peter Gershon, CBE	ODPM 2004 Crown Copyright July 2004
DIRECTIVE 2002/96/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 27 January 2003 on waste electrical and electronic equipment (WEEE)	Official Journal of the European Union 13 th February 2003
CPA 2005 Key Lines of Enquiry for Corporate Assessment (Draft)	Audit Commission
'Sustainable Consumption and Production Indicators Revised basket of 'decoupling' indicators'	Department for Environment, Food and Rural Affairs April 2005
Kerbside Collection of Green Garden Waste - Environment and Sustainability Scrutiny Board	City of York Council Dec 2003

GLOSSARY

CPA	The Audit Commissions 'CPA 2005 Key Lines of Enquiry for Corporate Assessment' ⁸ and 'Technical Guide to the Service Assessment Framework (CPA 2005)' were published September 2005. Audit's stated aim in respect of Sustainability, Environmental
------------	---

⁸ September 2005 and October 2005

	<p>Management and Energy presents a more robust CPA framework; <i>.."to cover a more substantial area of the council's environmental service function andtake a broader view of the council's environmental performance"</i></p> <p>Under the Key Lines of Enquiry for assessing Local Authority performance against 5 themes, Local Authorities are obliged to provide evidence of the delivery against sub-themes or priorities agreed by the ODPM's Central and Local Government Partnership.</p> <p>Theme 5.1 Sustainable Communities and Transport has particular bearing upon the work related to sustainable energy and energy efficiency. Criteria for judgement at Level's 2 and 3 of 5.1.3 relating to an authorities internal policy and monitoring framework and the Planning Authority role. Sub Theme 5.1.3 and associated criteria for judgement is copied below.</p> <p>5.1.3 What has the council, with its partners, achieved in its ambitions for the local environment</p> <p>Evidence that</p> <ul style="list-style-type: none"> • the council, working in partnership with others, has established and is delivering on its clean and green liveability agenda • the council, working in partnership with others, has contributed to ensuring environmentally sustainable communities and lifestyles <p>Criteria for Judgement:</p> <p>Level 2:</p> <ul style="list-style-type: none"> • The council is addressing the quality of design in buildings and public spaces and is addressing these matters in its local development plans. There has been some increase in the proportion of new developments (for example, public buildings, housing, fixed infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction. • The council is setting a positive example to others through its environmental management practices <p>Level 3:</p> <ul style="list-style-type: none"> • The council has reduced its own resource consumption significantly and is able to quantify the cost of these and the environmental impact these policies have had. • The council is effectively addressing significant local and global environmental issues and actively communicating environmental issues to the wider community • Buildings and open spaces are designed to a high quality and this is addressed in the local development plans. There has been a sizeable increase in the proportion of new developments (for example, public buildings, housing, fixed
--	--

	<p>infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction.</p>
<p>Gershon Efficiencies:</p>	<p>13. In June 2004 Sir Peter Gershon's "<i>Independent Review of Public Sector Efficiencies</i>" identified opportunities for savings and improved time and resource management within the sector's back office, procurement, transaction service and policy-making function. A series of cross-cutting recommendations embedding efficiency across the public sector were created to release £6.45 billion nationally from efficiencies over the next 3 years.</p> <p>14. Local Authorities are required to identify potential efficiencies annually they have been allowed to include efficiencies from 2004/05 within the 2005/06 target in recognition of the newness of the efficiencies concept to local government. Local authorities must produce an Annual Efficiency Statement (AES) for each financial year⁹.</p> <p>15. At least half of the efficiency gains must be <i>cashable or recyclable</i> i.e. direct financial saving or benefits creating funds for re-investment into services or activities increasing service output. <i>Non-cashable</i> gains may not necessarily lead to lower costs but will lead to improved performance for the resources used. All identified efficiencies must be on-going for the 3-year period; one-off gains are not allowable.</p> <p>16. In respect of efficiencies relating to energy sourcing and management, the report is clear that identified efficiency gains "<i>...should not only improve efficiency but support local authorities to meet challenging new environmental targets.</i>"</p> <p>17. In order to achieve these co-objectives the report also indicates that "<i>..effective strategy, evidence based policy and focused inspection and regulation are critical to driving up performance in public services</i>"</p> <p>18. The Environment and Sustainability Scrutiny Board's second sustainable energy report to the Executive – Generating the Future – recommended that "<i>the City of York Council appoint an Elected Member as the</i></p>

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

	<p><i>Authority's representative for the Regional Cabinet Energy Champions project and that this appointment and their activities be recorded and reported at meetings of the Council'.</i></p>
<p>WEEE Directive</p>	<p>The Directive aims to:</p> <ul style="list-style-type: none"> • reduce the waste arising from electrical and electronic equipment; and • improve the environmental performance of all those involved in the life cycle of electrical and electronic products. <p>The Directive was due to become law in the UK in August but the DTI have now negotiated an integration date for October 2006. The Directive affects Waste electronic and electrical equipment used by both domestic consumers and for professionals. Under National Government proposals for managing WEEE</p> <ul style="list-style-type: none"> • Private householders will be able to return their WEEE to collection facilities free of charge; • Producers (manufacturers, sellers, distributors) will be responsible for taking back and recycling electrical and electronic equipment. • Producers will be required to achieve a series of demanding recycling and recovery targets for different categories of appliance <p>Best future practice for Management of such goods should ensure they are either recycled component by component, ensuring any toxic or hazardous elements are 'made safe' - such as heavy metals. Or alternatively they should be reconditioned and given a new lease of life.</p>